

**Draft Recommended Municipal Service Review Determinations  
Menlo Park Fire Protection District  
Woodside Fire Protection District**

Determinations pursuant to Government Code Section 56430:

1. Regarding infrastructure needs and deficiencies, the Commission determines:
  - a) Menlo Park Fire Protection District stations are adequate to provide effective fire and emergency medical service within District boundaries and the District is addressing needed facility improvement/replacement and potential funding sources through a strategic planning process.
  - b) Woodside Fire Protection District stations are adequate to provide effective fire and emergency medical service within District boundaries. The District is encouraged to implement a planning process including funding sources for future station replacement/improvements.
  - c) Other public infrastructure such as roads and water that impact delivery of fire protection and emergency medical services are within the jurisdiction of other public agencies including the County, cities and water providers. The fire districts and these agencies are encouraged to work together in planning road and water improvements to best meet current and future needs.
  
2. Regarding growth and population projections for the affected service areas, the Commission determines:
  - a) Projected population growth coupled with statutory limits on fire district funding for service and infrastructure indicates that meeting future service demand will be dependent upon continued sharing of resources including mutual aid, regional joint power agreements and other cost saving measures.
  
3. Regarding financial constraints and opportunities, the Commission determines:
  - a) Fire Districts are limited in their ability to raise revenue based on statutory limits on the type and level of revenues fire districts may receive.
  - b) The Districts are dependent upon property tax revenue which can be diverted by State reallocation to schools or by redevelopment.

4. Regarding cost avoidance opportunities and shared resources, the Commission determines:
  - a) Fire Districts in general practice cost avoidance and resource sharing through regional joint power agreements and mutual aid.
  - b) Woodside Fire Protection District should continue to examine alternatives for staffing an ambulance that will meet the needs of the community with resources available.
  - c) Given the common boundary, the two districts could potentially benefit from further cost avoidance practice including but not limited to duplicated administrative services such as accounting, personnel, management.
  
5. Regarding opportunities for rate restructuring, the Commission determines:
  - a) Opportunities for rate restructuring are limited but may exist through revision or establishment of existing fire inspection, plan check, development impact and other fees.
  
6. In regard to government structure options, including the advantages and disadvantages of consolidation or reorganization of service providers, the Commission determines:
  - a) The common boundary and contiguous service area of the Districts combined with duplicated positions in administration and management indicate that consolidation could provide for regional service provision and economy of scale without reducing service level.
  
7. Regarding evaluation of management efficiencies, the Commission determines:
  - a) In addition to examining consolidation, the Districts could examine models employed by other agencies such as Belmont San Carlos Fire Department or North County Fire Authority, in which management is shared through a joint powers agreement.
  
8. Regarding local accountability and governance, the Commission determines:
  - a) Both districts meet regularly and adopt budgets that account for expenditures and revenues.
  - b) Both districts maintain websites with information about Districts services and governance.
  - c) The community served could more easily access fiscal data if budgets and financial reports were posted on the Districts' websites.

August 8, 2007

**To:** Members, Formation Commission

**From:** Martha Poyatos  
Executive Officer

**Subject:** Municipal Service and Sphere of Influence Review for  
Menlo Park Fire Protection District and Woodside Fire  
Protection District

**Summary:**

The attached municipal service review examines the nine categories set forth in Government Code Section 56430 in regard to Menlo Park Fire Protection District and Woodside Fire Protection District. This report includes updated information and corrected budget data based on information provided by the Districts.

The Cortese Knox Hertzberg Local Government Act requires that LAFCo conduct municipal service reviews and sphere reviews on all cities and special districts in the County. Section 56430 governing municipal service reviews requires that LAFCo make determinations concerning infrastructure, growth and population projections, financing constraints, opportunities for cost avoidance, rate restructuring and shared facilities, government structure options, evaluation of management efficiencies and local accountability and governance. Draft determinations and recommended sphere of influence determinations are included in the draft report. The Municipal Service and Sphere of Influence Report is not a proposal for reorganization and San Mateo LAFCo policies favor applications from the affected communities and agencies rather than initiation by LAFCo.

Recommendation: It is recommended that the Commission consider the attached report and comments at the hearing and adopt the service review and sphere review determinations with any desired changes and amend the spheres of influence of the Districts from status quo to consolidation.

August 8, 2007

**To:** Members, Formation Commission

**From:** Martha Poyatos  
Executive Officer

**Subject:** Municipal Service and Sphere of Influence Review for  
Menlo Park Fire Protection District and Woodside Fire  
Protection District

**Summary:**

The attached municipal service review examines the nine categories set forth in Government Code Section 56430 in regard to Menlo Park Fire Protection District and Woodside Fire Protection District. This report includes updated information and corrected budget data based on information provided by the Districts.

The Cortese Knox Hertzberg Local Government Act requires that LAFCo conduct municipal service reviews and sphere reviews on all cities and special districts in the County. Section 56430 governing municipal service reviews requires that LAFCo make determinations concerning infrastructure, growth and population projections, financing constraints, opportunities for cost avoidance, rate restructuring and shared facilities, government structure options, evaluation of management efficiencies and local accountability and governance. Draft determinations and recommended sphere of influence determinations are included in the draft report. The Municipal Service and Sphere of Influence Report is not a proposal for reorganization and San Mateo LAFCo policies favor applications from the affected communities and agencies rather than initiation by LAFCo.

Recommendation: It is recommended that the Commission consider the attached report and comments at the hearing and adopt the service review and sphere review determinations with any desired changes and amend the spheres of influence of the Districts from status quo to consolidation.

**Municipal Service and Sphere of Influence Review**  
**Menlo Park & Woodside Fire Protection Districts**  
**August 8, 2007**

**Section 1: Introduction & Background**

This municipal service review and sphere of influence review for the Menlo Park and Woodside Fire Protection Districts is being circulated for review and comment prior to consideration by the San Mateo Local Agency Formation Commission (LAFCo). Affected agencies, residents, property owners, interested individuals and groups are encouraged to comment on the municipal service review to work toward the most effective and efficient fire protection for the affected communities.

This draft report is available on line at [www.sanmateolafco.org](http://www.sanmateolafco.org). Comments or inquiries may be submitted to LAFCo at the following address:

Martha Poyatos, Executive Officer  
San Mateo LAFCo  
455 County Center  
Redwood City, CA 94063  
650/363-4224            650/363-4849 (FAX)  
[mpoyatos@co.sanmateo.ca.us](mailto:mpoyatos@co.sanmateo.ca.us)

**Summary**

A municipal service review, as required by Government Code Section 56430, is an analysis of public services in which determinations are made regarding adequacies or deficiencies in service, cost effectiveness and efficiency, government structure options and local accountability. Section 56430 requires that in order to prepare and to update spheres of influence in accordance with Section 56425, the Local Agency Formation Commission<sup>1</sup> shall conduct a service review of the municipal

---

<sup>1</sup> Created by the State legislature in 1963, the Local Agency Formation Commission (LAFCo) is a State-mandated, independent commission with countywide jurisdiction over the boundaries and organization of cities and

services provided in the county or other appropriate area. This service review examines fire protection provided within the boundaries of the Menlo Park and Woodside Fire Protection Districts, which serve the cities of Menlo Park, East Palo Alto, Atherton, Woodside, Portola Valley and nearby unincorporated areas as shown on the attached map.

The study provides an overview of the study area and an analysis focusing on the two districts and the areas of determination required in Section 56430 outlined below. Following public input on this draft document, LAFCo staff will prepare recommended determinations for Commission consideration at the August 15, 2007 LAFCo meeting. It should be noted that while determinations of a service review may be used as a basis for an application for reorganization by an affected agency, property owner(s), voters or LAFCo, there is no requirement that LAFCo initiate a change of organization.

Areas of determination:

- (1) Infrastructure needs or deficiencies
- (2) Growth and population projections for the affected area
- (3) Financing constraints and opportunities
- (4) Cost avoidance opportunities
- (5) Opportunities for rate restructuring
- (6) Opportunities for shared facilities
- (7) Government structure options, including advantages and disadvantages of consolidation or reorganization of service providers
- (8) Evaluation of management efficiencies
- (9) Local accountability and governance

---

special districts including annexations, detachments, incorporations, formations and dissolutions. Please see fact sheet attached.

### **Sphere of Influence Review**

Government Code Section 56425 specifies that in determining the sphere of influence of each local agency, the commission shall consider and prepare a written statement of its determinations with respect to each of the following:

- (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.*

This sphere of influence update incorporates information and determinations in the municipal service review including changes that have taken place since spheres of influence have been adopted and provides opportunity for public input on the four areas of determination.

### **Area and Agencies under Study:**

The study area consists of the service areas of Menlo Park and Woodside Fire Protection Districts illustrated on the attached map (Attachment A).

Menlo Park Fire Protection District (MPFPD) governed by a five-member board, formed in 1916 and reorganized in 1951, serves a 2005 estimated population of 88,231<sup>2</sup>. MPFPD includes 27 square miles and seven stations with the headquarters at Station #1, 300 Middlefield Road, Menlo Park. Communities served include Menlo Park, East Palo Alto, Atherton, North Fair Oaks, Sequoia Tract, West Menlo Park, Menlo Oaks and other unincorporated areas. MPFPD has a water rescue team and craft for water rescue and is one of the 28 National Urban Search and Rescue Teams sponsored by the Federal Emergency Management Agency (FEMA). Please see district profile (Attachment B).

---

<sup>2</sup>ABAG Projections 2007: 2005 estimated population adjusted to include portion of North Fair Oaks and Sequoia Tract.

Woodside Fire Protection District (WFPD), governed by a three-member board and formed in 1920 serves a population of 12,518<sup>3</sup>. WFPD includes 31 square miles and three stations with Station 7 at 3111 Woodside Road serving as headquarters. Communities served include Portola Valley, Woodside, Unincorporated Ladera and Los Trancos Woods/Vista Verde, a portion of Unincorporated Emerald Lake Hills and other unincorporated communities along the eastern side of Hwy. 35. Please see district profile (Attachment C).

It should be noted that while the two agencies under study share a common service boundary and operate with the same enabling legislation and purpose, comparison of one agency to another should take into consideration local characteristics such as density and type of development, service area size, level of wild land interface, terrain and road and water infrastructure. These characteristics influence demand for service and funding levels as discussed below.

Fire agencies immediately surrounding the two districts include: City of Redwood City Fire Department providing services within the City of Redwood City and contract service to the portion of unincorporated North Fair Oaks excluded from MPFPD (see map); City of Palo Alto Fire Department immediately to the south and providing service to Stanford Linear Accelerator (SLAC)/Stanford Lands; and the San Mateo County Fire Department providing service through a contract with CalFire and volunteer companies to unincorporated areas outside the boundaries of fire districts.

### **Fire Districts as Independent Special Districts**

Special districts are independent local government entities that provide a specific set of services and fall into two categories in regard to services and funding. In regard to services, special districts can be multi-purpose or single purpose agencies. In regard to funding, enterprise districts such as water and sewer districts provide a service for which fees can be charged. Non-enterprise districts such as police, fire, mosquito abatement are non-enterprise districts in that they provide a service that does not lend itself to cost recovery through fees. As non-enterprise districts, the primary revenue source for fire districts is property tax. Property tax in

---

<sup>3</sup> ABAG Projections 2007: 2005 estimate adjusted to include portion of Emerald Lake Hills.



California is distributed based on a formula that was established to implement voter approved Proposition 13, which limited property tax to 1% of assessed value. The formula for distribution of 1% property tax was based on the proportionate taxes levied by the county, cities and districts before Proposition 13 and resulted in MPFPD receiving approximately 17.5% and WFPD receiving approximately 16.8% of the 1% property tax<sup>4</sup>.

In California, revenue available to fire districts includes: a share of the 1% property tax; a voter approved parcel tax or assessment; development impact fees; revenue from contractual service; plan review fees and intergovernmental revenue such as grants. Unlike enterprise districts which can set fees and rates to reflect the cost of service provided, other than voter approved parcel taxes, fire districts rely heavily on property tax revenue.

Under Proposition 13, growth in property values is limited to either growth in Consumer Price Index (CPI), not to exceed 2% per year, reassessment due to new construction or improvements, or reassessment at purchase price upon sale. The following table illustrates estimated growth in assessed valuation (Indicator for growth in future revenues) within district boundaries as provided by the County Assessor's Office:

	Current Assessed Valuation	Actual Growth 2006/07	Growth 2007/08	Growth 2008/09	Growth 2009/10
MPFPD	\$17,021,276,936	10.45%	9.09%	7.00%	6.00%
WFPD	\$ 6,745,400,723	8.91%	5.29	5.00%	4.00%

In regard to service levels, fire districts over time have transitioned from initial volunteer fire fighting organizations to paid personnel to the present day model, which includes fire fighter paramedic providing first response emergency medical and rescue in addition to fire protection. The standard staffing in San Mateo County is three fire fighters per engine including one firefighter/paramedic.

---

<sup>4</sup> Shares vary from tax rate area to tax rate area. The County receives approximately 7% of the 1% for unincorporated areas not in a fire district.

**Section 2: Municipal Service Review:**

Service review criteria as set forth in Government Code Section 56430 are examined below for each agency. Staff analysis includes information provided by the Districts, budget documents, and other sources. The format of the service review includes separate discussion for each district in the areas of determination, with the exception of Governance Alternatives which discusses both districts.

**Section 2A: Menlo Park Fire Protection District**

**Infrastructure needs or deficiencies**

Infrastructure for fire protection generally includes fire station facilities and a variety of apparatus, vehicles and equipment. Input from the district provided detail on existing infrastructure and identified deficiencies and as well as recommended or proposed improvements.

In summary, MPFPD operates seven stations including the headquarter station and administrative office at 300 Middlefield Road, Menlo Park. Location and condition of the District's seven stations is summarized in the following table.

Station	Year	Retro-Fit	Cost	Condition	Year to Replace	Est. Replacement Cost	Annual "Savings"
#1	1955	1996	\$2,114,800	Fair	2015	\$19,102,200	382,000
#2	1956	1996	\$1,034,000	Poor	2009	\$ 9,339,700	187,000
#3	1997		\$ 811,800	Excellent	2067	\$ 7,332,700	147,000
#4	1949	1996	\$ 705,300	Good	2022	\$ 6,370,700	127,000
#5	1997		\$ 761,900	Excellent	2047	\$ 6,882,000	138,000
#6	1953	1996	\$ 947,800	Poor	2017	\$ 8,561,100	171,000
#77	1996		\$1,940,700	Excellent	2047	\$17,529,600	350,600
			\$8,316,300			\$75,118,000	\$1,503,000

The District has begun an evaluation process for all facilities including condition and replacement cost as reflected above. The District's 2007-2008 Budget includes a Station Replacement Internal Service Fund, which had an estimated 2006-2007 year end fund balance of \$2,872,900. Sources available to fund replacement of stations include reduce expenditures/service levels or financing options such as issuing debt. In regard to alternatives for station replacement, the District's Strategic Planning Committee is working with an architectural firm on a

programming and site analysis for Stations 1, 2, 4 and 6 and will make a presentation to the Board in August.

Apparatus/Vehicles:

The District has established a replacement and funding plan for vehicles and apparatus in which the District identifies estimated costs to replace apparatus and vehicles but contribution to a reserve for this purpose is dependent upon availability of funds. With an established target of \$1,080,720 or 15% of total estimated replacement cost of \$7,204,800 for apparatus and vehicles, the District projects a 2007-2008 balance of \$813,600 or \$267,100 short of the target.

Other Infrastructure - Water:

MPFPD reports that water suppliers in Menlo Park Fire Protection District include the Cities of Menlo Park and East Palo Alto, California Water Service Company, O'Connor Tract Mutual Water Company and Palo Alto Park Mutual Water Company. The District comments that water supplies vary throughout the fire district and a 2004 Insurance Services Office (ISO) rating identified several areas where water flows from hydrants were insufficient. The District notes that while improvements are planned they are under the jurisdiction of water agencies and influenced by the availability of funding for cost of water main improvements in existing residential and commercial neighborhoods.

Other Infrastructure - Roads

The District comments that emergency response times have been negatively impacted by a variety of traffic mitigation (traffic calming) devices such as speed bumps, road narrowing devices, roundabouts and street closures (dead end) installed by local jurisdictions resulting in slowing responses by about 10 to 12 seconds per device. The District notes that approximately ten streets that are primary response routes and many more side streets have had such devices installed. MPFPD also notes that as funding becomes available pre-emption traffic devices that assist fire personnel in traffic signal control are also being installed to improve response times in regard to traffic signals.

MPFPD also cites access issues such as gated entries and long driveways, metal security gates on doors and windows and

unpermitted modifications to homes as factors negatively impacting safety of residents and the District's ability to respond to emergencies.

**Growth and Population Projections**

The 2000 Census population for the Menlo Park Fire Protection District territory is 85,480. Based on the Association of Bay Area Governments (ABAG) "Projections 2007", from 2005 to 2035 areas included in the boundaries of the Menlo Park Fire Protection Districts are projected to grow by approximately 30%.

Growth Projections: Association of Bay Area Government (ABAG) "Projections 2007":

TOTAL POPULATION MENLO PARK FIRE PROTECTION DISTRICT								
JURISDICTIONAL BOUNDARY	2000	2005	2010	2015	2020	2025	2030	2035
ATHERTON	7,194	7,300	7,400	7,500	7,600	7,700	7,700	7,800
EAST PALO ALTO	29,506	32,200	34,400	37,000	38,700	41,200	44,000	47,300
MENLO PARK	30,785	30,700	31,700	33,100	34,100	34,800	35,500	36,400
OTHER AREAS	17,995	18,031	15,572	19,129	19,703	20,294	20,903	21,530
<b>Total Menlo Park Fire</b>	<b>85,480</b>	<b>99,342</b>	<b>92,072</b>	<b>96,729</b>	<b>100,103</b>	<b>103,994</b>	<b>108,103</b>	<b>113,030</b>

Source: ABAG Projections 2007 & SMC Enterprise GIS System<sup>5</sup>

In addition to resident population, demand for service is also influenced by visitor-serving facilities and development such as parks, bay waters and bay front, shopping centers and Highways 280, 101, 84.

**Financing constraints and opportunities**

The District's primary revenue is property tax, which comprises 80% of all District revenue while salaries represent about 87% of expenditures. Other revenues include interest, license and permits, cell site revenue, redevelopment revenue, grants and FEMA revenues. The MPFPD Board adopts a budget annually in June and may make revisions to the budget during the fiscal year. The 2007-2008 budget includes budget data at program, division and general fund level. The following table summarizes District

<sup>5</sup> Because boundaries are not coincident with census blocks, population where census blocks are split is an estimate.

revenues and expenditures as reported in the adopted 2006/2007 budget and Auditor's Report:

<b>Menlo Park Fire Protection District</b>			
<b>General Fund Revenues</b>	<b>2005/2006<sup>6</sup> Actual</b>	<b>2006/2007 Estimated</b>	<b>2007/2008 Adopted</b>
Property Tax	<sup>7</sup> 21,417,400	\$23,167,000	\$24,828,600
License & Permits	348,900	430,000	430,000
Current Service Charges	14,600	22,100	22,100
Use of Money & Property	591,600	825,200	767,000
Intergovernmental	1,549,400	1,353,000	1,376,200
Other Revenue	550,000	-	-
<b>Total Revenue</b>	<b>\$24,471,900</b>	<b>\$25,797,300</b>	<b>\$27,423,900</b>
Fund Balance Carry Over			564,700
<b>Grand Total</b>			<b>\$27,988,600</b>
<b>General Fund Expenditures</b>	<b>2005-2006</b>	<b>2006-2007</b>	<b>2007-2008</b>
Salary & Benefits	16,811,900	17,458,900	\$20,464,300
Operating Expenses	2,734,500	2,530,500	4,193,600
Fund Transfers	4,600,000	1,362,200	3,331,100
<b>Total Expenditures</b>	<b>\$24,146,400</b>	<b>\$21,351,600</b>	<b>\$27,988,600</b>
Surplus/Deficit	\$325,500	\$4,445,700	

The District comments that financial challenges include cash flow management constraints related to the timing of property tax distribution by the County of San Mateo and the District has an adopted reserve policy of at least 50% of operating revenues. MPFPD cites redevelopment agencies in the Cities of East Palo Alto and Menlo Park that include "pass through" agreements with the Fire District to assure that the District remains whole in regard to property tax revenue, and the Cities receive the sales tax revenues. The District notes however, that over time, resulting development such as retail and commercial generates service demand that is not matched by growth in revenues because the assessed valuation growth is limited to 2% per year.

The MPFPD also notes that development impact or mitigation fees are being explored as a means to fund services and capital improvements serving new development.

#### **(4) Cost avoidance opportunities**

As noted above, county fire agencies practice cost avoidance through participation in multi-agency agreements providing for centralized, regional dispatch, automatic aid in cases where

<sup>6</sup> Source: 2007-2008 General Fund Operating Budget.

<sup>7</sup> Includes \$1,433,297 ERAF rebate.

emergencies exceed the resources of a single agency, and advanced life-support transport resulting in a level of service to residents that no individual agency could achieve on their own without duplicating positions or equipment of other agencies and expending additional funds. In addition, San Mateo County Department of Environmental Health provides hazardous materials permits and inspections. Remaining cost avoidance opportunities include sharing resources in administration, training and management through formal consolidation or agreements.

Other providers that serve areas in close proximity to MPFPD service area include: Palo Alto Fire Department providing service to Stanford Linear Accelerator, a federally contracted project located in Menlo Park and surrounded by MPFPD, Redwood City Fire Department providing service to a portion of North Fair Oaks not included in MPFPD boundaries, local police departments providing community emergency response training programs and specific private facilities such as SRI, Romic and Tyco provide on-site Hazardous Materials Response Teams.

Remaining cost avoidance opportunities include sharing resources in administration, training and management as discussed below in governance alternatives.

(5) **Opportunities for rate restructuring**

As districts relying predominantly on property tax, other than opportunities to increase or establish new fees services such as plan checking, development impact or inspection, the districts have little opportunity to set or raise fees.

The Menlo Park Fire Protection District adopted a new fee schedule on April 17, 2007 and is exploring the potential for developer impact or mitigation fees.

(6) **Opportunities for shared facilities/resources.**

Please also see Cost Avoidance above. Due to the nature of existing emergency response agreements among fire agencies, current practice includes sharing of personnel in that personnel may be dispatched from stations in the study area to respond to incidents outside the study area and personnel from other agencies may cover these stations. Other existing practice of shared resources include the County Fire Chiefs' Association sponsored County Fire Academy which is a fifteen week training

program offered at College of San Mateo for new hires from any of the fire agencies in the County.

The District cites shared use of the Pacific Gas and Electric (PG&E) Ravenswood Sub-Station for specialized training purposes.

(7) **Evaluation of management efficiencies.**

This section examines the ability of an agency to provide efficient and effective fire service by meeting service demands and maintaining adequate staffing levels given the resources available.

Total funded full-time positions for Menlo Park Fire Protection District in 2006/07 and 2007/08 total 107.20, of which 77.45 full time equivalent are operations, translating to one full-time position in operations per 1,139 residents. (Compared to 62 full-time equivalent for Redwood City Operations or 1 full time equivalent per 1,090 residents and 1 per 298 residents in less densely populated Woodside Fire Protection District. Standard fire personnel staffing in San Mateo County is three firefighters per engine (one of which is a firefighter paramedic) and one battalion chief per twenty-four hour shift.<sup>8</sup>

A Chief who is appointed by the five-member board manages the Fire District. The attached organizational chart illustrates District management with the Chief assisted by a Deputy Chief and Director of Administration. District services are divided in three areas (Operations, Prevention, Training) each with a Division Chief and within operations there are three Battalion Chiefs each shift with oversight of facilities, fleet and Emergency Medical Service (EMS).

Standards of Response Cover Deployment Analysis Report

In 2004, Menlo Park Fire District commissioned a Standards of Response Cover Deployment Analysis Report to evaluate fire and emergency medical service deployment and fire station placement. This was a thorough study of the District deployment however did not analyze funding issues. The following includes some of the conclusions.

---

<sup>8</sup> Staff may vary. The San Mateo County Fire Chiefs' Association "Greater Alarm & Mutual Aid Plans, July 2006" provides information on response levels for various types of incidents.

- The study identified the eastern area served by Station 2 and western area served by Station 4 as very hard to serve areas. Station 2 has high call volume and hard to serve areas backed up to the bay and Station 4 serves hilly terrain with winding roads.
- While the communities served by the District benefit from the right number of well-placed stations, it noted proximity of the District's Station 5 with Redwood City Station 11 but also noting the travel delays of traffic calming devices in the North Fair Oaks Area.
- The opportunity for coordinated dispatch between the City of Palo Alto and Menlo Park Fire District based on common boundary and station locations. It concluded that that given the call volume while the District was not meeting 6-minute response time, 90% of the time it was responding by minute 7.
- The Study also notes potential for fire agencies coordinating staffing levels to match peak call volumes or jointly fund a peak activity engine crew.

#### Response Activity

Total number of calls for both districts for the last three calendar years as documented by the County of San Mateo are summarized below.

Annual Call Statistics	MPFPD	WFPD
2006	7,730	1,682
2005	8,224	1,683
2004	8,554	1,495

#### Local accountability and governance.

This section examines the degree to which an agency keeps affected residents informed/educated about district services, budget, programs, anticipated changes in service, effectiveness of the district in responding to requests for information and the degree to which the district encourages public participation in decision making. The following table summarizes the District's activities in this regard. The District is subject to the Ralph M. Brown Act governing public meetings.



	<b>MPFPD</b>
<b>Board Membership</b>	Five board members elected at large.
<b>Meetings</b>	3rd Tuesday of the Month, 7:30 p.m.
<b>Meeting Location</b>	MPFPD Headquarters 300 Middlefield Rd., MP
<b>Agenda Posting</b>	Posted at Admin. Office & all stations, on Website, e-mail by request
<b>Website</b>	www.menlofire.org
<b>District Budget Document/Financial Report</b>	Available at Board meetings or by request
<b>Newsletter:</b>	No
<b>Community Outreach/Education:</b>	Yes, CERT, school education programs.

**Section 2B: Woodside Fire Protection District**

**Infrastructure needs & deficiencies**

The WFPD provided the following information on the District's three stations and one undeveloped parcel.

Station 7

Station #7 was built in 1949 and remodeled to ADA and seismic standards in 1992. It is located at 3111 Woodside Road in Woodside. It is home to the Fire Administration including the fire chief, battalion chief on shift (Battalion 2), business manager, emergency preparedness coordinator, and the administrative secretary as well as Station 7 fire personnel. Station 7 is in good condition and will be maintained and is not slated for any major improvements. Current District practice is to appropriate \$4,000.00 per year for maintenance and improvements.

Station 8

Station #8 was built in 1970 and remodeled in 1984 to meet ADA and seismic standards. It is located at 135 Portola Road in Portola Valley. Station 8 is staffed with Engine 8 which is a four person fire company consisting of one fire captain, one firefighter operator, and two firefighter paramedics. It also

cross-staffs with Water Tender #8 (WT8) and Patrol 8 (P8). WT 8 is a specialty apparatus that carries a large amount of water: 3,200 gallons with a pump and hoses. It is used for the hard to serve areas of the Fire District. P8 is a Type 4 apparatus that is used for wild land operations during the fire season. P8 carries 250 gallons of water and an assortment of hand tools and light-weight hose for wild land fires or off road emergencies. Station 8 will be maintained and is not slated for any major improvements. The District's current practice is to fund \$4,000.00 per fiscal year for maintenance and improvements.

#### Station 19

Station #19 is located at 4091 Jefferson Avenue in Redwood City. Station 19 is the Fire District's newest fire station, built in 2007. Station 19 is home to the Fire Prevention and Public Education offices. Station 19 serves as the District's Community Room and Training Room. In the event of a large emergency, it would serve as District Operations Center (DOC). Station 19 will be maintained and not slated for any major improvements. The District's current practice is to appropriate \$4,000.00 per year for maintenance and improvements.

#### Vacant Lot

The Stadler lot consists of one acre owned by the fire district, located in Woodside, maintained as surplus land. The fire district has recently listed this lot for sale. The selling of Stadler will assist in restoring reserves utilized for the building of Station 19. The District appropriates \$1,000.00 per year for maintenance and improvements.

#### Equipment/Apparatus

WFPD included the attached inventory of vehicles & apparatus, which includes:

- Engine 7, 2004 (Type 1)
- Heavy Rescue 7, 2000
- Water Tender 8, 1997 specialty apparatus carrying 3,200 gallons of water w/pump & hoses
- Engine 8, 1997 (250 gallons)
- Engine 19, 1994 (Replace in 2008)
- Engine 107, 1991 (Reserve) (Replace with E19)

The District states that tools and equipment are in excellent condition and vehicles are in good condition with exception of one engine and utility vehicle. The Fire District expects to order a new engine to replace E19 with the sale of either surplus land (Stadler Lot) or reserves in the fiscal year 2007-2008. The engine will be purchased with funding from two fiscal years.

Funds are also budgeted annually for protective clothing, fire hose, pagers, self-contained breathing apparatus (SCBA), fire prevention, training, and computers and the District is looking into the grant process to supply the department with equipment such as portable and/or mobile radios and supplies, multiple sets of firefighter safety clothing both wild land and structural fires. This will also included purchasing of several breathing apparatus and replacement of all air bottles.

Other Infrastructure - Water:

Water suppliers in District boundaries include the City of Redwood City, Skyline County Water District, California Water Service Company, Skylonda Mutual Water Company, Woodside Mutual Water Company, Kings Mountain Mutual Water Company and La Honda Vista Mutual Water Company. Woodside Fire Protection District comments that water supplies vary throughout the fire district with key factors being remote locations, water supplier and topography. The 2006 Insurance Services Office (ISO) rating provided by the District identified several areas where water flows from hydrants were less than needed.

Based on topography and remote location of some areas within District boundaries, District apparatus include water tenders with water storage to mitigate water supply for fire fighting when possible.

Other Infrastructure - Roads

Woodside Fire Protection District identified narrow, winding roads, gated properties and long driveways as conditions within district boundaries that have negative effects on response times.

**Growth and Population Projections**

The 2000 Census population for Woodside Fire Protection District is 12,208. Based on the Association of Bay Area Governments (ABAG) "Projections 2000", from 2005 to 2035 areas included in the boundaries of the Woodside Fire Protection District are projected to grow by approximately 12%.

Growth Projections: Association of Bay Area Government (ABAG) "Projections 2007":

TOTAL POPULATION								
JURISDICTIONAL BOUNDARY	2000	2005	2010	2015	2020	2025	2030	2035
PORTOLA VALLEY	4,462	4,500	4,600	4,700	4,800	5,000	5,000	5,100
WOODSIDE	5,352	5,600	5,700	5,700	5,800	6,000	6,100	6,200
OTHER AREAS	2,394	2,418	2,442	2,467	2,491	2,516	2,541	2,567
<b>Total Woodside Fire</b>	<b>12,208</b>	<b>12,518</b>	<b>12,742</b>	<b>12,867</b>	<b>13,091</b>	<b>13,516</b>	<b>13,641</b>	<b>13,867</b>

Source: ABAG Projections 2007 & SMC Enterprise GIS System<sup>9</sup>

In regard to demand for emergency service, visitor-serving facilities such as parks and Highways 280 and 84 increase emergency service needs beyond the needs of the existing residential population. In addition, Woodside Fire Protection District includes considerable wooded and grassy terrain including hillsides, wild land interface, narrow winding roads and remotely located residences.

**Financing Constraints and Opportunities**

Woodside Fire Protection District's primary revenue is property tax, which comprises 87% of all District Revenue while salaries represent about 83% of expenditures. Other Revenues include interest, license and permits, cell site revenue, revenue, and grants. The WFPD Board adopts a preliminary budget in June and a Final Budget in September.

<sup>9</sup> Because boundaries are not coincident with census blocks, population where census blocks are split is an estimate.

The District reports that major outlays for the last two fiscal years have been building of Station #19, which was funded solely through reserves and operating revenues. The District's strategy to restore reserves includes completed sale of land on which the replaced station was located, sale of surplus land (Stadler lot) and consideration of loan options.

The District reports that it currently has \$850,000 designated as capital reserves with \$500,000 of this set aside for equipment replacement. Due to expenditures associated with the new station and the depletion of District reserves, the District may be forced to lease rather than purchase equipment until adequate reserves for such purchases are set aside. Available fund balance at the end of the year is typically rolled into capital reserves.

Due to expenditures for new Station 19, depletion of reserves and the timing of property tax distribution by the County of San Mateo, the District anticipated the possibility of overdrafts from October to December. To address this issue, the District requested and the Board of Supervisors granted designation \$1.5 million to cover any overdrafts. Subsequently cash flow did not result in overdrafts. Along with the recovering of reserves, the District is reducing the operating budget by 10% and sold the site of the old station. As noted above, the District is also investigating loans to fund major one-time expenditures.

The following table summarizes District revenues and expenditures:

Woodside Fire Protection District			
Revenue Type	2005/2006	2006/2007	2007/2008
Property Tax	9,517,458	11,511,936	\$12,495,407
Interest	173,598	173,598	170,200
Miscellaneous Revenue	433,716	401,235	399,040
Estimated Loss to ERAF		(1,285,515)	(1,375,501)
Other Revenue	742,533		
Admin Fee		(120,371)	(128,797)
Total Revenue		\$10,680,883	\$11,560,349
Estimated Operating Budget			
Salary & Benefits	8,188,249	8,872,889	9,656,276
Services & Supplies	1,429,074	1,720,767	1,565,850
Fixed Assets	149,000	80,000	194,825
Total	\$9,766,323	10,673,656	\$11,416,951
Surplus (Deficiency)	\$1,578,074	\$7,227	\$143,398

In regard to other potential revenue sources, this service review combined with the recent service review of Los Trancos County Water District<sup>10</sup> may provide a second opportunity for the two agencies to discuss the potential for the Woodside Fire District to become successor to Los Trancos County Water District's assets which include a pond/reservoir that holds approximately one million gallons of water. The Water District transferred the water utility to California Water Service Company and has since continued to exist, collecting property tax, administering rebates and managing district owned lands. Interest has been expressed by the Water District in maintaining the pond as a source of emergency water. The two agencies may wish to examine a formal transfer of Water District assets to benefit the community that served by Woodside Fire Protection District. Discussion would include whether the Fire District could also be successor to the property tax currently collected by the Water District to be administered by the Fire District in a zone of benefit for fire and emergency response service.

#### **Cost avoidance opportunities**

As noted above, the existing practice of county fire agencies participating in multi-agency agreements that provide for centralized, regional dispatch, automatic aid in cases where emergencies exceed the resources of any agency, and advanced life-support transport resulting in a level of service at a cost savings that no agency could achieve on their own. In addition, San Mateo County Department of Environmental Health provides hazardous materials permits and inspections.

Remaining cost avoidance opportunities include sharing resources in administration, training and management as discussed below in governance alternatives.

In the case of ambulance service, the WFPD operates as a subcontractor of the countywide Pre-Hospital Emergency Medical Service Provider Group Joint Power Authority<sup>11</sup> for ambulance

---

<sup>10</sup> Los Trancos County Water District transferred the water system to CalWater and is no longer a water provider but collects property tax as an entity that levied taxes prior to Proposition 13. The District's zero sphere of influence was reaffirmed with an indication that it should be dissolved.

<sup>11</sup> The Pre-Hospital Emergency Medical Service Provider Group JPA consists of a contract with AMR for ambulance service funded by participating agencies and a subcontract in which two areas are served by ambulances staffed by fire agencies (Woodside and Pacifica) and these agencies are reimbursed by AMR.

service in order to maintain an ambulance in the Woodside Fire District service area. Through this arrangement the District staff's the ambulance with Woodside fire personnel. The subcontracting arrangement has resulted in revenues of \$176,522 for fiscal year 2006-2007 and projected revenues of \$179,864 for fiscal year 2007-2008. These revenues are a pass-through from the ambulance provider American Medical Response (AMR) to the Woodside Fire Protection District through the Joint Powers Authority (JPA). The annual expenditures by the District to operate this ambulance are approximately \$700,000. The deficit has caused the WFPD to examine the feasibility of continuing to maintain the ambulance arrangement. Correspondence from the Town of Portola Valley and residents of the District indicate strong support for continuance of a dedicated ambulance in the WFPD service area. Negotiations with the JPA are on-going with a current proposal for reimbursement of \$270,592 from the JPA and \$62,981 from AMR. Negotiations are not complete at this time.

Given the higher salary and benefit cost of firefighter paramedic, another cost avoidance opportunity might include the District creating specific positions of emergency medical technician and non-fire fighter paramedic to staff the ambulance, similar to the AMR staffing arrangement.

#### **Opportunities for rate restructuring**

As a district relying predominantly on property tax, other than opportunities to increase or establish new fees in areas such as plan checking, development impact or inspection the district has little opportunity to set or raise fees. The Board last reviewed and adopted a fee schedule on January 30, 2006.

#### **Opportunities for shared facilities/resources**

Please also see Cost Avoidance above. Due to the nature of existing emergency response agreements among fire agencies, fire districts practice resource sharing. Personnel may be dispatched from stations in the study area to respond to incidents outside the study area and personnel from other agencies may cover these stations. Other shared resources include the County Fire Chiefs Association County Fire Academy which is a twelve week training program offered at College of San Mateo for new hires from any of the fire agencies in the County.

As part of an agreement for emergency medical services management between WFPD, Redwood City Fire Department and Belmont-San Carlos Fire Department, WFPD appoints a battalion chief who manages three fire agencies' EMS programs. The cost of this position is shared between the three departments. The EMS battalion chief is an employee of the Fire District and the battalion chief of training is an employee of Redwood City Fire Department. The annual cost to the Fire District is \$56,000.00.

WFPD also contracts all maintenance and service to the City of Redwood City. The program includes all apparatus, support vehicles, power tools and station generators. WFPD also participates in a chipper program jointly with the Town of Portola Valley and Woodside for chipping labor costs and Fire Safe Crews.

Government Structure Options (Please see combined discussion in Section 3 below)

### **Evaluation of Management Efficiencies**

The District is managed by a Chief who is appointed by the three-member board. The attached organizational chart illustrates District management including the Chief, a Business Manager and four Battalion Chiefs (Operations, IT, Training, and EMS). The 2006-2007 and 2007-2008 budgets fund 42 full time operations positions. Standard staffing in San Mateo County is three firefighters per engine (one of which is a firefighter paramedic). WFPD staffing is summarized below by station:

Station 7 houses Fire Administration including the fire chief, battalion chief on shift (Battalion 2), business manager, emergency preparedness coordinator, and the administrative secretary. Station 7 also houses three fire companies; one engine company, Engine 7 (Type 1); one Ambulance Medic 107 (Type 3); and cross staffs one Heavy Rescue 7. E7 is staffed with one fire captain, one firefighter operator, and one firefighter paramedic. Ambulance Medic 107 is staffed with two firefighter paramedics. Rescue 7 is crossed staffed with the crew of Engine 7 for special operations. All fire companies (E7, M107, and R7) and the battalion Chief (B2) are available 24 hours/day 365 days a year.

Station #8 is staffed with Engine 8 which is a four person fire company consisting of one fire captain, one firefighter



operator, and two firefighter paramedics. It also cross-staffs with Water Tender #8 (WT8) and Patrol 8 (P8). WT 8 is a specialty apparatus that carries a large amount of water: 3,200 gallons with a pump and hoses. It is used for the hard to serve areas of the Fire District. P8 is a Type 4 apparatus that is used for wild land operations during the fire season. P8 carries 250 gallons of water and an assortment of hand tools and light-weight hose for wild land fires or off road emergencies. Station #19 is home to the Fire Prevention and Public Education offices including the Fire Marshall and Public Education Officer. Including a Community Room and Training Room, in a large emergency, it would serve as District Operations Center (DOC). Station 19 is staffed with one Fire Company Engine 19 (E19), which is staffed with three firefighters; one fire captain, one firefighter operator, and one firefighter paramedic.

As noted above, full-time equivalent staffing levels budgeted in 2006-2007 and 2007-2008 are 42 full time positions, or one full-time position per 298 residents.

#### Response Activity

Total number of calls for both districts for the last three calendar years as documented by the County of San Mateo are summarized below.

Annual Call Statistics	MPFPD	WFPD
2006	7,730	1,682
2005	8,224	1,683
2004	8,554	1,495

#### Abbreviated Standards of Response Cover Deployment Analysis Report

In 2004, Woodside Fire Protection District participated in funding an abbreviated Standards of Response Cover Deployment Analysis Report to evaluate fire and emergency medical service deployment and fire station placement in Southern San Mateo County. As a more limited study than the Menlo Park Fire District study, this study examined station placement and responses in Central County Fire, Unincorporated County, Menlo Park, Redwood City, San Mateo City, Belmont-San Carlos and Woodside. The study's overall evaluation and recommendations were not specific to individual agencies but did find that

station spacing was good and for the most part, with the exception of hard to serve hillside areas, response time was adequate. The Consultants recommended that the fire agencies and regional communications acquire a mapping capability to be able to model where demand occurs in order to model system changes for move up and cover or resource relocations.

**Local accountability and governance.**

This section examines the degree to which an agency keeps affected residents informed/educated about district services, budget, programs, anticipated changes in service, effectiveness of the district in responding to requests for information and the degree to which the district encourages public participation in decision making. The following table summarizes the District's activities in this regard. Both agencies are subject to the Ralph M. Brown Act governing public meetings.

	<b>WFPD</b>
<b>Board Membership</b>	Three board members elected by district (Woodside, Portola Valley, Unincorporated)
<b>Meetings</b>	Last Monday of the Month, 7:30 p.m.
<b>Meeting Location</b>	Station 7, 3111 Woodside Road, regularly Station 19, 4091 Jefferson Ave., as needed
<b>Agenda Posting</b>	Throughout District & all stations, Public Offices & Shopping centers, Website
<b>Website</b>	<a href="http://www.woodsidefire.org">www.woodsidefire.org</a>
<b>District Budget Document Financial Report</b>	Available at Board meetings or by request
<b>Newsletter:</b>	No
<b>Community Outreach/Education:</b>	Yes, CERPP, school education programs.

**Section 3: Government structure options, including advantages and disadvantages of consolidation or reorganization of service providers**

Section 56430 requires discussion of governance alternatives and advantages and disadvantages of reorganization. This discussion is not intended as a proposal for consolidation, nor is it intended as a criticism of the services provided by the Districts. For the purposes of this study, governmental structure options include status quo of the two side-by-side districts or consolidation of the Menlo Park and Woodside Fire

Protection Districts.<sup>12</sup> The analysis does not make recommendations to eliminate positions but identifies those that are duplicated as separate districts and identifies potential areas of savings to serve as a framework for discussion and input by the Districts and affected communities.

In the case of MPFPD and WFPD, based on countywide agreements and practice, each jurisdiction is subject to the same standards for staffing levels and automatic aid. While each District's service areas are unique in that Menlo Park serves predominantly flat, urbanized residential and commercial areas and Woodside Fire Protection District serves for the most part less densely developed hillside communities, their combined service area is contiguous and includes the five most southern San Mateo County cities and surrounding unincorporated areas.

As noted elsewhere, as non-enterprise districts, both districts rely heavily on property tax. As districts formed under the same enabling legislation prior to implementation of Proposition 13, the Districts receive a similar *share* of the 1% property tax with MPFPD receiving 17.5% and WFPD receiving approximately 16.8% of the 1% property tax. However, based on geographic area of the Districts and level of development within District boundaries property tax revenue varies significantly because Menlo Park Fire District's assessed valuation is \$17,021,276,936 resulting in property tax revenues of \$21,417,400 and Woodside Fire Protection District's assessed valuation is \$6,745,400,723 resulting in property tax revenues of \$11,511,536. A consolidated district would inherit the property tax shares and other revenues of the predecessor districts and a rate for ERAF would be established that reflects the combined ERAF<sup>13</sup> of the predecessor districts.

Examination of consolidation of the Districts would include assessment of long-term savings by elimination of duplicated management and administration overhead. In total the two

---

<sup>12</sup> If consolidation is to be pursued, the Districts, Board of Supervisors, affected cities or districts, LAFCo, registered voters, landowners, or an affected school district could initiate a consolidation proposal. Provisions of Cortese Knox Hertzberg Local Government Act of 2000, which governs changes in local government, also provide for a streamlined consolidation process if the boards of both districts find that consolidation is in the best interest of residents and adopt similar resolutions of application for consolidation.

<sup>13</sup> Educational Revenue Augmentation Fund (ERAF) is a State mandated transfer of city and special district property tax revenue from local government to local schools, reducing net property tax available to each agency.

districts' combined General Fund Budgets for 2006-2007 total \$34,355,189 of which administration totals \$2,865,000 for MPFPD (13% of total budget) and an estimated \$380,000 for WFPD (3% of total budget)<sup>14</sup>. Given that both districts separately employ a District Chief, Finance or Administrative Manager and support staff, and assuming duplicating service levels with no station closures, there is evidence that long-term savings by eliminating duplicated administrative positions in a consolidated district could be achieved and merits further study. Savings may also be achieved in operations related to assignment of Division or Battalion Chief positions in a consolidated district.

As found in previous service reviews, elimination of an elected board, in this case consolidation from two to one, might create a savings for the consolidated district in election costs but would not reduce county-wide cost of general elections because this is costs that is shared by the number of agencies participating in any general election. In the case of board composition, MPFPD board members are compensated and WFPD are not. Assuming a five-member board for a consolidated district, no savings would be achieved in this regard.<sup>15</sup>

Potential advantages to a consolidation include an economy of scale and fiscal savings in operating as a larger district with the same number of stations but fewer administrative personnel and a consolidated board. A potential disadvantage is representation by a board with expanded regional priorities versus a more local focus. Consideration should be given to whether or how a consolidated district would administer an ambulance program serving the more remote WFPD territory as a sub-zone of a larger, consolidated district.

In regard to status quo or continued operation as two side-by-side fire agencies, advantages include governance that focuses on services provided within localized geographic areas with the potential for the two districts to operate by agreement to share resources while providing the same level of service. A potential disadvantage is that, absent a formal contract or joint power agreement similar to North County JPA (Daly City, Pacifica, Brisbane), Belmont-San Carlos or Central Fire Department

---

<sup>14</sup> The WFPD budget is reported as a single general fund and does not allocate expenditures by Administration versus Operations. This estimate is based on salaries and benefits in Management and Administrative positions. The Board does not receive compensation.

<sup>15</sup> Fire district enabling legislation requires that fire district board have 3,5,7, 9 or 11 directors.

(Hillsborough-Burlingame)<sup>16</sup> both agencies would continue to bear the separate costs of Administration.

A district consolidation can be initiated by the Districts, an affected agency within district boundaries including the County of San Mateo, LAFCo, and residents or voters. The process is streamlined when both districts adopt similar resolutions of application for consolidation. The process typically involves committee consisting of members from both boards and would include analysis of operations and potential savings.

**Recommended LAFCo Determinations Pursuant to Government Code Section 56430** *To be prepared following receipt of comments.*

---

<sup>16</sup> While they vary from each other, these Joint Powers Agreements each allow two or more agencies to share the cost of the chief and administration costs.

#### **Section 4: Sphere of Influence Review**

Government Code Section 56425 specifies that in determining the sphere of influence of each local agency, the commission shall consider and prepare a written statement of its determinations with respect to each of the following:

- 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.*

This sphere of influence update incorporates information and determinations in the municipal service review as well as changes that have taken place since the sphere of influence was originally adopted and provides for public input on the four areas of determination listed above. Comments to LAFCo by affected agencies, organizations individuals are requested in order to be included in the Executive Officer's report to the Commission.

#### **District Enabling Legislation and Active Powers:**

Pursuant to the fire district enabling legislation (Health and Safety Code Section 13800 et seq., fire district services<sup>17</sup> include:

- Fire protection services
- Rescue
- Emergency medical services
- Hazardous material response
- Ambulance service

---

<sup>17</sup> This lists focuses on services directly related to fire and emergency services and not general government powers such as eminent domain, adoption of ordinances and fees, etc.

- Any other services related to protection of lives and properties
- Acquisition, management, occupation and disposal including water facilities for the purpose of fire protection
- Weed/rubbish/hazard abatement

District Spheres and Service Areas:

District Service areas are described on Pages 3 and 4 above. The sphere of influence designations of the Districts are "status quo" indicating no change to boundaries or governance is recommended. With regard to changes since spheres were adopted in 1985, fire agencies have remained a fixed source of revenue (property tax with limits on growth in assessed valuation) that has been subject to reduction by the State (ERAF). Districts have also since the 1980's experienced an increase in service level and service cost in part due to more intense urbanization and changes in the fire service which includes addition of emergency medical response. These constraints have challenged both city and district fire budgets and led to formal and informal agreements for service sharing and administration to achieve savings.

Also in regard to demand for service and the sphere of influence of Menlo Park Fire Protection District, LAFCo has received an inquiry from a resident of the residential area along Alpine Road known as Weekend Acres, which is not located in the boundaries of the fire district but is included in Menlo Park Fire District emergency response because the District maintains the station closest to the area and there is not a County Fire Station that serves the area. The area is within the sphere of influence of the City of Menlo Park which elsewhere is coterminous with the Fire District sphere. Inclusion of this area in the sphere of influence of Menlo Park Fire Protection District would facilitate annexation to the District recognizing the actual service delivery pattern for fire and emergency services. Annexation would require an application by the property owners, the District or the County and either a transfer of property tax by the County of San Mateo (County Fire receives approximately 7% of the 1%) to the District or an agreement by the District that no property tax would be transferred.

Sphere of Influence Determinations:

Section 56425 requires the Commission to make determinations concerning land use, present and probable need for public facilities and services in the area, capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide and existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency. The following section discusses these areas of determination.

The present and planned land uses in the area, including agricultural and open-space lands

Lands uses within the boundaries of the two fire districts include various residential land use designations under the jurisdiction of the County of San Mateo, Cities of Menlo Park, East Palo Alto, Atherton, Woodside and Portola Valley. Woodside Fire Protection District includes open space lands.

The present and probable need for public facilities and services in the area

The area within boundaries of the Districts consists of residential and commercial areas requiring basic municipal services including fire protection and emergency medical response. As Districts providing essential fire and emergency service in urbanized, developed communities, there is a demonstrated need for continued fire protection and emergency services.

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

Services authorized by the enabling legislation of the fire districts are outlined above. The service review details the services provided by the Districts and the location of stations in their respective areas. While both MPFPD and WFPD each operate a station in close proximity to a Redwood City station, the Districts' fire stations are well placed within their respective boundaries and dispatch and automatic aid agreements between these and neighboring fire agencies allow the Districts to offer a level of service that would not be possible if the districts operated autonomously.



In 2004 the deployment and station placement of both districts were examined in Standards of Response Cover Deployment Analysis Reports. While these studies did not examine fiscal feasibility of service provision, moving or closing stations, they did examine station placement and found that station spacing was good and for the most part, with the exception of hard to serve hillside areas, response time was adequate.

The existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency

In regard to the service area of both districts, the area included in the boundaries of the two districts includes the cities of: Menlo Park, East Palo Alto, Atherton, Portola Valley and Woodside and the unincorporated communities of North Fair Oaks, Sequoia Tract, West Menlo Park, Menlo Oaks, Ladera and Los Trancos Woods/Vista Verde, a portion of Unincorporated Emerald Lake Hills and other unincorporated communities along the eastern side of State Route 35. While WFPD serves remote and sparsely populated areas, the combined territory of the two districts comprises the urbanized southeastern most portion of San Mateo County.

While the service areas of the two districts are different in regard to density and type of development, the districts share a common boundary and dependency on property tax revenue with limited growth from year to year. For both Districts, personnel expenditures comprise the majority of the operating budget. These common characteristics and challenges, combined with existing practice of mutual aid suggests that consolidation into a larger district could facilitate economy of scale, long-range planning and resource allocation for fire protection to better serve the communities within the shared boundaries.

### **Sphere of Influence Considerations**

Based on the foregoing, the following section includes sphere determinations that could be adopted by the Commission in amending the sphere of influence of the two districts to a designation of "consolidated district".

**(1) The present and planned land uses in the area, including agricultural and open-space lands.**

Land uses within the territory of the districts includes various residential, commercial and open space land use designations and are under the jurisdiction of the County of San Mateo and Cities of Menlo Park, East Palo Alto, Atherton, Woodside and Portola Valley. Viability of open space lands is not affected by inclusion in a fire district sphere of influence.

**(2) The present and probable need for public facilities and services in the area.**

The present and future needs for fire protection as currently provided by the Districts under study are expected to continue with additional demand for service as development occurs. In regard to the Weekend Acres unincorporated area, inclusion in the Menlo Park Fire Protection District sphere would more accurately reflect the emergency service provision for this community.

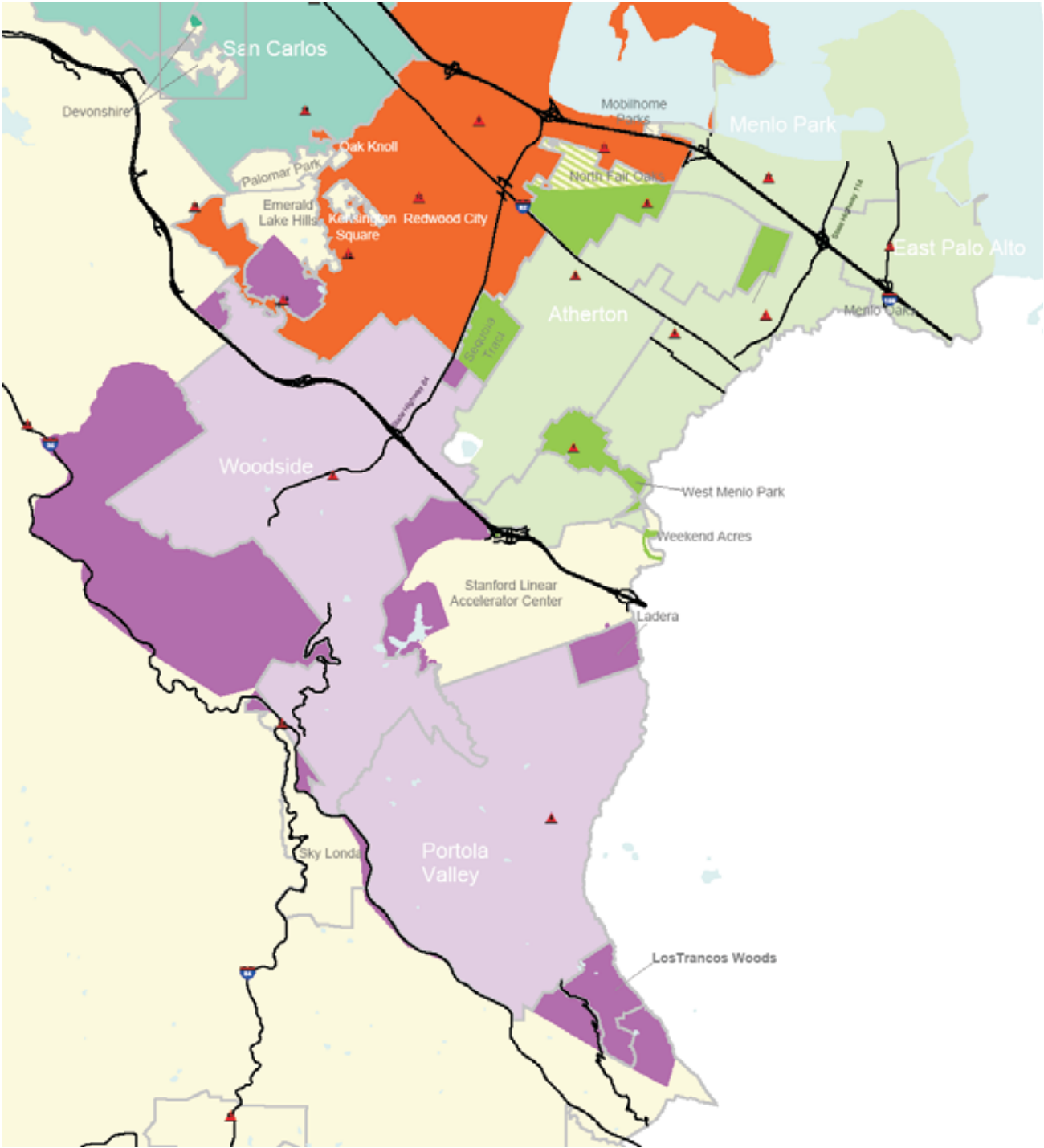
**(3) The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide.**

Fire and emergency service provided is consistent with accepted service levels in San Mateo County but dependency on property tax revenue with limited growth from year to year, combined with existing practice of mutual aid suggests that consolidation could facilitate savings, long-range planning and resource allocation for fire protection in a combined service area.

**(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.**

The territory and communities included in the Menlo Park and Woodside Fire Protection Districts includes the urbanized southern San Mateo County along with adjacent undeveloped lands. Woodside Fire District includes more remote and less densely populated communities that included stations that could be operated by the current governance model or a regional, consolidated district recognizing differences in service needs and preference such as a focused ambulance program and wild land fire potential.

# Woodside/Menlo Park Fire District Map



**Legend**

- ▲ FIRESTATIONS
- Main\_Streets
- Major\_Roads
- Streets
- Lakes
- Ocean\_Bay
- CSA8\_RWC
- CITY

**Fire Jurisdiction Within Unincorporated Area of San Mateo County**

- Belmont
- Colma
- Half Moon Bay
- Menlo Park
- Montara Point
- South County
- Woodside

**FIRE\_DISTRICT**

**NAME**

- BELMONT FIRE PROTECTION DISTRICT
- COLMA FIRE PROTECTION DISTRICT
- HALFMOON BAY FIRE PROTECTION DISTRICT
- MENLO PARK FIRE PROTECTION DISTRICT
- MONTARA POINT FIRE PROTECTION DISTRICT
- SOUTH COUNTY FIRE PROTECTION DISTRICT
- WOODSIDE FIRE PROTECTION DISTRICT
- Unincorporated\_Area

Draft Municipal Service Review  
Menlo Park & Woodside Fire Protection Districts  
August 8, 2007

**Menlo Park Fire Protection District**

300 Middlefield Road                      Contact:                      Chief Harold Schapelhouman  
Menlo Park, CA 94025                      650/688-8400  
650/323-9129 (Fax)

**Date of Formation:** May 16, 1951 (reorganized)

**Enabling Legislation:** Section 13800 et seq. Health & Safety Code

**Governing Board:** Five-member board elected to four-year terms

- a. Membership and Term Expiration Date: Ollie Brown (11/2009), Peter Carpenter (11/2009), Rexford Ianson (11/2009), John Osmer (11/2007), Bart Spencer (11/2007)
- b. Compensation: \$75 per meeting
- c. Public Meetings: Third Tuesday of each month at 7:30 pm, 300 Middlefield Road, Menlo Park

**Services Provided:** Fire suppression, emergency medical service and fire prevention and public education

**Area Served:** 27 sq. miles                      Estimated Population: 85,480 (as of 2000)

**Contractual Arrangements:** San Mateo County Pre-hospital Emergency Services Joint Powers Authority (ALS-JPA) and shared fire dispatch system.

**Number of Personnel:** 107.2 Full-time Equivalent

Sphere of Influence: Status Quo

<b>Menlo Park Fire Protection District</b>			
General Fund Revenues	2005/2006 <sup>18</sup>	2006/2007	2007/2008
Property Tax	<sup>19</sup> 21,417,400	\$23,167,000	\$24,828,600
License & Permits	348,900	430,000	430,000
Current Service Charges	14,600	22,100	22,100
Use of Money & Property	591,600	825,200	767,000
Intergovernmental	1,549,400	1,353,000	1,376,200
Other Revenue	550,000	-	-
<b>Total Revenue</b>	<b>\$24,471,900</b>	<b>\$25,797,300</b>	<b>\$27,423,900</b>
<b>General Fund Expenditures</b>	<b>2005-2006</b>	<b>2006-2007</b>	<b>2007-2008</b>
Salary & Benefits	16,811,900	17,458,900	\$20,464,300
Operating Expenses	2,734,500	2,530,500	4,193,600
Fund Transfers	4,600,000	1,362,200	3,331,100
<b>Total Expenditures</b>	<b>\$24,146,400</b>	<b>\$21,351,600</b>	<b>\$27,988,600</b>
Surplus/Deficit			

<sup>18</sup> Source: 2007-2008 General Fund Operating Budget.

<sup>19</sup> Includes \$1,433,297 ERAF rebate.

**Woodside Fire Protection District**

3111 Woodside Road  
Woodside, CA 94025

Contact:

Chief Armando Muela  
650/851-1594  
650/851-3960(Fax)

**Date of Formation:** January 25, 1949

**Enabling Legislation:** Section 13800 et seq. Health & Safety Code

**Governing Board:** Three-member board elected to four-year terms

- a) Membership and Term Expiration Date: Peter Berger (2009), Pat Cain (2007), John Gardner (2007)
- b) Compensation: None
- c) Public Meetings: Last Monday of each month at 7:00 pm  
3111 Woodside Road, Woodside

**Services Provided:** Fire suppression, emergency medical service and fire prevention and public education

**Area Served:** 31 sq. miles                      Estimated Population: 12,208(as of 2000)

**Contractual Arrangements:** San Mateo County Pre-hospital Emergency Services Joint Powers Authority (ALS-JPA)and shared fire dispatch system, Agreement with City of Redwood City for emergency service management

**Sphere of Influence:** Status Quo

<b>Woodside Fire Protection District</b>			
<b>Revenue Type</b>	<b>2005/2006</b>	<b>2006/2007</b>	<b>2007/2008</b>
Property Tax	9,517,458	11,511,936	\$12,495,407
Interest	173,598	173,598	170,200
Miscellaneous Revenue	433,716	401,235	399,040
Estimated Loss to ERAF		(1,285,515)	(1,375,501)
Other Revenue	742,533		
Admin Fee		(120,371)	(128,797)
<b>Total Revenue</b>		\$10,680,883	\$11,560,349
Estimated Operating Budget			
Salary & Benefits	8,188,249	8,872,889	9,656,276
Services & Supplies	1,429,074	1,720,767	1,565,850
Fixed Assets	149,000	80,000	194,825
<b>Total Expenditures</b>	\$9,766,323	10,673,656	\$11,416,951
Surplus (Deficiency)	\$1,578,074	\$7,227	\$143,398

**Draft Recommended Municipal Service Review Determinations  
Menlo Park Fire Protection District  
Woodside Fire Protection District**

Determinations pursuant to Government Code Section 56430:

1. Regarding infrastructure needs and deficiencies, the Commission determines:
  - a) Menlo Park Fire Protection District stations are adequate to provide effective fire and emergency medical service within District boundaries and the District is addressing needed facility improvement/replacement and potential funding sources through a strategic planning process.
  - b) Woodside Fire Protection District stations are adequate to provide effective fire and emergency medical service within District boundaries. The District is encouraged to implement a planning process including funding sources for future station replacement/improvements.
  - c) Other public infrastructure such as roads and water that impact delivery of fire protection and emergency medical services are within the jurisdiction of other public agencies including the County, cities and water providers. The fire districts and these agencies are encouraged to work together in planning road and water improvements to best meet current and future needs.
  
2. Regarding growth and population projections for the affected service areas, the Commission determines:
  - a) Projected population growth coupled with statutory limits on fire district funding for service and infrastructure indicates that meeting future service demand will be dependent upon continued sharing of resources including mutual aid, regional joint power agreements and other cost saving measures.
  
3. Regarding financial constraints and opportunities, the Commission determines:
  - a) Fire Districts are limited in their ability to raise revenue based on statutory limits on the type and level of revenues fire districts may receive.
  - b) The Districts are dependent upon property tax revenue which can be diverted by State reallocation to schools or by redevelopment.

4. Regarding cost avoidance opportunities and shared resources, the Commission determines:
  - a) Fire Districts in general practice cost avoidance and resource sharing through regional joint power agreements and mutual aid.
  - b) Woodside Fire Protection District should continue to examine alternatives for staffing an ambulance that will meet the needs of the community with resources available.
  - c) Given the common boundary, the two districts could potentially benefit from further cost avoidance practice including but not limited to duplicated administrative services such as accounting, personnel, management.
  
5. Regarding opportunities for rate restructuring, the Commission determines:
  - a) Opportunities for rate restructuring are limited but may exist through revision or establishment of existing fire inspection, plan check, development impact and other fees.
  
6. In regard to government structure options, including the advantages and disadvantages of consolidation or reorganization of service providers, the Commission determines:
  - a) The common boundary and contiguous service area of the Districts combined with duplicated positions in administration and management indicate that consolidation could provide for regional service provision and economy of scale without reducing service level.
  
7. Regarding evaluation of management efficiencies, the Commission determines:
  - a) In addition to examining consolidation, the Districts could examine models employed by other agencies such as Belmont San Carlos Fire Department or North County Fire Authority, in which management is shared through a joint powers agreement.
  
8. Regarding local accountability and governance, the Commission determines:
  - a) Both districts meet regularly and adopt budgets that account for expenditures and revenues.
  - b) Both districts maintain websites with information about Districts services and governance.
  - c) The community served could more easily access fiscal data if budgets and financial reports were posted on the Districts' websites.