

Big Bear City Community Services District:

- a. Plan for Providing Services Submitted by
Big Bear City Community Services District**
- b. District Board Item on Commission
Modification**
- c. PowerPoint Presentation for May 7
Community Meeting on Plan for Service**

Attachment 4



Big Bear City Community Services District

P. O. BOX 558 • 139 EAST BIG BEAR BLVD. • BIG BEAR CITY • CALIFORNIA • 92314
PHONE (909) 585-2565 • FAX (909) 585-0025 • WWW.BBCCSD.ORG

Baldwin Lake Volunteer Fire Department Annexation – As Modified Plan for Service and Fiscal Analysis April 14, 2014

EXECUTIVE SUMMARY

For a number of years, there has been discussion regarding the level of fire protection services provided to the area generally referred to as Baldwin Lake located on the northeastern end of the Big Bear valley. The Baldwin Lake community has experienced growth over the past few decades to now have approximately 1,500 full time residents (per Baldwin Lake Volunteer Fire Department estimates).

The Local Area Formation Commission (LAFCO), in the form of LAFCO 3172 As Modified, has undertaken a feasibility study to annex a geographical area specified in the LAFCO/Baldwin Lake document into the Big Bear City Community Services District (CSD) to provide fire protection and emergency medical services to the Baldwin Lake community.

On March 17, 2014, LAFCO staff made a presentation to the CSD Board of Directors requesting that the CSD respond to specific questions from LAFCO to assist in the development of a "Plan for Service" for the Baldwin Lake community for fire protection and emergency medical services. The results of the "Plan for Service" would be shared with the Baldwin Lake community in the form of a community meeting that would act as a preliminary step towards the annexation of the specified Baldwin Lake geographical area for fire protection and emergency medical services only at the present time.

The Baldwin Lake Volunteer Fire Department has expressed that there exists the desire within the Baldwin Lake community that the CSD provide regular assigned staff with paramedic level capability utilizing the fire station facility located at 45360 Lucky Baldwin Ranch Road, Baldwin Lake. The proposed Plan for Service takes these requirements into consideration while including the lease of the fire station facility utilizing the Plan presented by the Baldwin Lake Volunteer Fire Department to LAFCO in March 2013. Also included is the onetime payment of \$25,000 for various fire apparatus and support equipment to Mr. Larry Winslow, Chief of the Baldwin Lake Volunteer Fire Department.

The proposed Plan for Service anticipates initial annual revenue of \$299,396. This calculation is based on information that includes the Baldwin Lake Fire Protection Property Tax combined with the current CSD Parcel Tax for Fire Protection. The Parcel Tax revenue calculations are based on the numbers of developed parcels (404) and the vacant parcels (1,756) provided by the Baldwin Lake Volunteer Fire Department.

Baldwin Lake Volunteer Fire Department Annexation – As Modified

Plan for Service and Fiscal Analysis

April 14, 2014

Page 2

The expenditure portion of the Plan for Service includes the stationing of personnel around the clock, the leasing of the fire station facility, and the appropriate Operations and Maintenance expenditures as utilized in other Big Bear City fire facilities.

As proposed at this time, the personnel expenditure portion includes the use of existing Big Bear City Fire Department personnel as a portion of the staffing. The additional personnel cost includes the necessary additional personnel to maintain the around the clock staffing. A five year budget scenario has been developed.

Baldwin Lake					
5 Year Budget Scenario					
	2014-15	2015-16	2016-17	2017-18	2018-19
Revenue:					
Property Tax	145,352	148,259	151,224	154,249	157,334
Prevention and Protection Tax - residential	49,616	50,857	52,128	53,432	54,767
Prevention and Protection Tax - vacant	104,427	107,038	109,714	112,456	115,268
Total estimated revenue	299,396	306,154	313,066	320,137	327,369
Operations and maintenance (O&M):					
Engineer promotion to Captain (3)	70,000	72,100	74,263	76,491	78,786
Firefighter/Paramedic promotion to Engineer (3)	69,500	71,585	73,733	75,945	78,223
Minimum staffing	35,000	36,050	37,132	38,245	39,393
Taxroll maintenance	12,000	6,000	6,000	6,000	6,000
Facilities lease	24,000	24,000	24,000	24,000	24,000
Liability insurance	6,160	6,345	6,535	6,535	6,535
Property insurance	4,000	4,120	4,244	4,371	4,502
Purchase Assets	25,000	-	-	-	-
Utilities	15,000	15,450	15,914	16,391	16,883
Vehicle expense	11,000	11,330	11,670	12,020	12,381
Fuel	5,000	5,100	5,202	5,306	5,412
Dispatch	1,050	1,071	1,092	1,114	1,137
Radios	3,000	3,000	3,000	3,000	3,000
Equipment replacement	26,500	27,295	28,114	28,957	29,826
Other operating expense	9,000	9,270	9,548	9,835	10,130
Total estimated appropriations	316,210	292,716	300,445	308,210	316,206
Net revenue	(16,814)	13,438	12,621	11,927	11,163

LAFCO QUESTION RESPONSE

1. LAFCO has requested that the CSD provide an outline of the proposed method to provide fire protection and emergency medical response to the Baldwin Lake community. The information requested will include staffing, equipment needs, leasing of the existing facility, succession to the CalFire lease, etc. The Plan for Service will also include a discussion of the cost for service and the special taxes that would be extended on a per parcel basis.

The CSD proposes to provide the following specific to the fire protection and emergency medical service of the proposed annexation of the Baldwin Lake community.

- a. The assigning of personnel 24 hours per day, 7 days per week.
 - b. Big Bear City Fire Department is proposing to provide the following fire apparatus:
 - (1) 1 ambulance - advanced life support equipped meeting the current Inland Counties Emergency Medical Agency (ICEMA) requirements.
 - (2) 1 patrol type fire apparatus - proposed unit to have limited supply water tank, fire pump appropriate to water tank, and four-wheel drive capability.
 - c. Leasing of fire station facility at 45360 Lucky Baldwin Ranch Road utilizing the lease terms from the 2013 Revenue and Expenditure Comparison document.
 - d. CSD proposes to continue the current lease arrangement with the State of California, Department of Forestry utilizing the existing lease arrangement for shared occupancy of the fire station facility.
 - e. CSD will include, within the development of the annexation documents, a manner to acquire the Baldwin Lake Volunteer Fire Department equipment identified on page 53 of the 2013 Narrative for Revenue and Expenditure Comparison document. Decision to acquire will be determined based on inspection and appropriate testing of equipment by the Big Bear City Fire Department prior to final recommendation to the CSD Board.
 - f. CSD is proposing to utilize the existing San Bernardino County Fire Department, Mountain Services Division property tax revenue plus the existing CSD Fire Protection Parcel Tax Revenue to fund the services proposed by this annexation. The CSD parcel taxes are based on Developed (structure built) or Vacant (vacant land). The parcel tax for Occupied is \$120.12 per parcel. The parcel tax for Vacant is \$58.32 per parcel.
2. LAFCO has requested that the CSD present a position on the use of volunteers to augment staffing for the fire protection and emergency medical responses in the Baldwin

Lake area. Also requested would be the restrictions, prohibitions, etc. on the use of these personnel.

The CSD recognizes the efforts of the Baldwin Lake community and specifically the Baldwin Lake Volunteer Fire Department to implement and staff a fire protection organization for the past several years. With this in mind, the CSD and the Big Bear City Fire Department proposes to retain the existing Baldwin Lake Volunteer Fire Department personnel, provide the necessary training to bring them to current Big Bear City Fire Department standards, and transition said personnel to the Big Bear City Fire Department classification of Paid Call Firefighter with the requirement that the retained personnel are able to meet the existing Paid Call Firefighter hiring and retention policies.

3. LAFCO has requested an explanation of the conditions imposed to exclude a service change for solid waste collection in the Baldwin Lake community. LAFCO staff understands that the County Solid Waste Management Fee (dump card) of \$85.14 will still apply and residents' use will be unchanged.

The CSD does not propose to include solid waste collection within the proposed Baldwin Lake annexation.

4. LAFCO staff understands that there are no public agency streetlights within the area of transfer to the CSD. Therefore, there would be no expense associated with the annexation. However, in the future, should the County Land Use Department require the installation of streetlights, the CSD would need to participate in determining the method for payment of the utility charges.

The CSD does not propose to include street lighting within the proposed Baldwin Lake annexation. However, should residents of the Baldwin Lake community desire to install street lighting, it is the current policy of the CSD to require those residents involved to form a Special Assessment District within the CSD to provide for the street lighting needs.

5. LAFCO has requested an explanation from the CSD addressing other services authorized for the CSD – water, sewer, and park and recreation to be included in the Plan for Service. It is the LAFCO staff position that water and sewer services will only be extended when requested by landowners and that the current standby charges are not applicable due to the distance from the current facilities.

The CSD does not propose to include water, sewer, and parks and recreation within the proposed Baldwin Lake annexation. The CSD confirms that the LAFCO position for access to water and sewer connections exceeds the distance to current available facilities and that the current standby charges are not applicable to the Baldwin Lake area.

The CSD recognizes that the Park and Recreation service is currently provided to the Baldwin Lake community by the Big Bear Valley Recreation and Park District and that no additional service issues would need to be discussed in the Plan for Service.



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STAFF REPORT AND RECOMMENDATION MARCH 17, 2014 BOARD MEETING

DATE: March 12, 2014

TO: President and Board of Directors

FROM: Jeff Willis, Fire Chief *JW*

PREPARED BY: Mike Maltby, Battalion Chief *MM*

REVIEWED BY: Rob Hopkins, General Manager *RH*

SUBJECT: **LOCAL AGENCY FORMATION COMMISSION MEETING REGARDING THE
BALDWIN LAKE VOLUNTEER FIRE DEPARTMENT**

BACKGROUND

In 1996, the Big Bear City Community Services District petitioned the Local Agency Formation Commission (LAFCO) requesting the annexation of two parcels. These parcels were identified as parcel "A", which included the communities of Erwin Lake and Baldwin Lake; and parcel "B", which included the community of Lake Williams. At that time, the annexation of these areas went forward, with the exception of the community of Baldwin Lake, which was removed from the annexation process due to opposition from area residents.

At the LAFCO meeting on February 19, 2014, the Commission reviewed LAFCO 3172 regarding the formation of an independent fire district for the community of Baldwin Lake. As a result of this meeting, LAFCO staff was directed to modify the LAFCO 3172 proposal to that of an annexation of the Baldwin Lake area into the Big Bear Community Services District for fire protection services only.

On February 26, 2014, GM Rob Hopkins, Finance Manager Shari Strain, Fire Chief Jeff Willis, and Battalion Chief Mike Maltby met with Kathleen Rollings-McDonald, Executive Officer for LAFCO. At this meeting, Mrs. McDonald provided staff with a review of LAFCO 3172. Attached is a copy of Mrs. McDonald's March 4, 2014 letter outlining the actions taken by the Commission at the February 19, 2014 hearing.

DISCUSSION

At the LAFCO meeting on February 19, 2014, the Commission directed LAFCO staff to take the following steps:

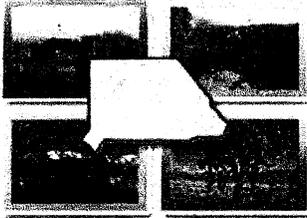
- Modify LAFCO 3172 to allow for the applicant in concurrence with LAFCO staff to pursue annexation into the CSD as a desired alternative to that of forming an independent fire district within the community of Baldwin Lake.
- Conduct a community meeting with the residents of Baldwin Lake to review the proposed modification to the proposal;
- Return to the Commission with a Plan for Service within 90 days.

In order to accomplish these directives, LAFCO staff has requested assistance from CSD and Fire Department staff to develop a Plan for Service that will include: method of providing fire and emergency medical service, staffing levels, cost estimates, equipment needs, and use of the existing facility.

RECOMMENDATION

Staff recommends the District Board:

1. Authorize staff to work with the Local Agency Formation Commission staff to develop a Plan for Service;
2. Establish and assign one of the appropriate committees below to work with staff:
 - a. Baldwin Annex Ad-Hoc Committee
 - b. Fire Committee
 - c. Finance Committee
 - d. Administrative Committee



LAFCO

**Local Agency
Formation Commission
for San Bernardino County**

215 North "D" Street, Suite 204
San Bernardino, CA 92415-0490
909 383 9900 | Fax 909 383 9901
E-mail: lafco@lafco.sbcounty.gov
www.sbciafco.org

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and the County of San Bernardino

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Board of Supervisors

SUNIL SETHI
Public Member

ROBERT W. SMITH
Special District

STAFF

KATHLEEN ROLLINGS-McDONALD
Executive Officer

SAMUEL MARTINEZ
Assistant Executive Officer

MICHAEL TUERPE
Project Manager

REBECCA LOWERY
Clerk to the Commission

LEGAL COUNSEL

CLARK H. ALSOP

March 4, 2014
Sent Via Email and Regular Mail

Rob Hopkins, General Manager
Big Bear City Community Services District
P.O. Box 558
Big Bear City, CA 92314

Chief Jeff Willis
Big Bear Fire Authority
P.O. Box 2830
Big Bear Lake, CA 92315-2830

Gentlemen:

RE: LAFCO 3172 AS MODIFIED

First, let me thank you both for taking the time to meet with me on February 26 to review the Commission's modification to LAFCO 3172 to provide for annexation of the Baldwin Lake area to the Big Bear City Community Services District (hereafter shown as "CSD"). At that meeting the actions taken by the Commission at the February 19, 2014 hearing in reference to LAFCO 3172 were outlined. Those actions were to direct LAFCO staff to take all the following steps:

- Modify LAFCO 3172 to remove the formation of an independent fire protection district and include annexation to the Big Bear City Community Services District for fire protection and emergency medical response purposes with the concurrence of the Chief Petitioner;
- Direct LAFCO staff to conduct a community meeting with the residents of Baldwin Lake to review the proposed modification to the proposal;
- Direct LAFCO staff to return within 90-days to the Commission with the Plan for Service related to the modified proposal for consideration and the consensus position of the Community on the modification of the proposal; and,
- Direct LAFCO staff that if impediments to completion of the modified proposal for annexation to the CSD occur, that the formation of the Baldwin Lake Fire Protection District shall be returned to the Commission for consideration.

In order to accomplish these directives, a number of items were requested to be provided so that LAFCO staff can prepare the Plan for Service and Fiscal Analysis for the modified proposal. The following outlines the items requested and/or the information needed to move forward with the

required document outlined at that meeting. Please note that the inclusion of the territory is in order to receive fire protection/medical response from the CSD within the community of Baldwin Lake; the other services of the CSD are not anticipated to be extended at this time.

1. Please provide an outline of the proposed method for providing fire protection and emergency medical response to the Baldwin Lake community. This information should include staffing, equipment needs, leasing of facility (currently provided in formation materials — copy attached), succession to CalFire lease (copy attached), etc. This material will need to include a discussion of the cost for service and what the special taxes to be extended would be on a per parcel basis (developed and undeveloped; residential/commercial/other).
2. As a part of the review of this proposal, we will need to understand the District's position on the use of volunteers to augment staffing for the provision of fire protection/medical response. If there are any restrictions, prohibitions, etc. please outline the issues and provide the relevant documents adopted by the agency.
3. The CSD provides for solid waste collection generally within its boundaries; however, the service is not anticipated to be extended to Baldwin Lake in the same manner it was not extended to the Lake Williams area in the 1996 reorganization (LAFCO 2800). Please provide an outline of the conditions imposed to exclude the service change, continue the existing franchise arrangement with Big Bear Disposal and certify that Big Bear Disposal is the current franchise hauler in the area. It is LAFCO staff's understanding that the County's Solid Waste Management Fee (dump card) of \$85.14 will still apply and residents use will be unchanged by the proposed annexation. If this is inaccurate, please clarify.
4. LAFCO staff also understands that there are no public agency streetlights within the area for transfer to the CSD. Therefore, there would be no expense associated with the annexation. However, in the future, should the County Land Use Department require the installation of streetlights the District would need to participate in determining the method for payment of the utility charges.
5. The other services authorized for the CSD – water, sewer, and park and recreation – will need to be identified in the Plan for Service. It is the LAFCO staff position that water and sewer services will only be extended when requested by landowners and that the current standby charges are not applicable due to the distance from the current facilities. We will need the District's written certification of this position.

In regard to the park and recreation function, within the Baldwin Lake community it is currently provided by the Big Bear Valley Recreation and Park District, so no additional service issues would need to be discussed in the Plan for Service or financial analysis.

As discussed at the meeting, I will be present at the March 17 CSD Board of Directors meeting to review these questions, the request for information, and the processing of the application by the Commission. In order to accommodate the timeframes to allow for the successful completion of this proposal so that the CSD can place the special taxes on the Fiscal Year 2014-15 bills, we will need your response by no later than March 31.

Should you have any questions on this request, or the process on the modified proposal or the potential formation of an independent fire protection district, please do not hesitate to contact me directly at the address listed above or by phone at (909) 383-9900.

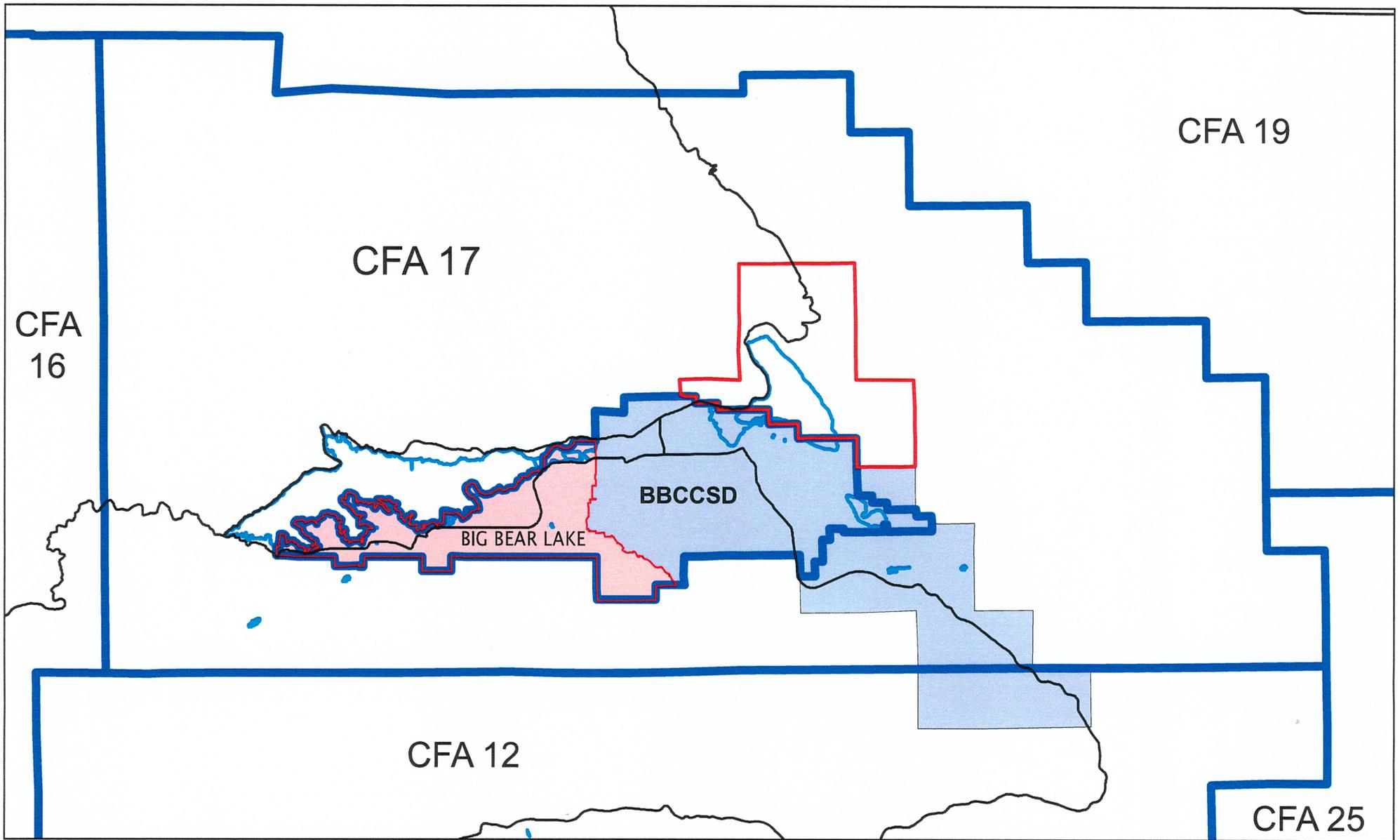
Sincerely,



KATHLEEN ROLLINGS-McDONALD
Executive Officer

Attachments (2)

cc: Sheri Strain, Finance Manager, Big Bear City CSD
Phil Paule, Chief of Staff, Third District
Liz Harris, Field Representative, Third Supervisorial District
Andrew Silva, Government Analyst, County Administrative Office
Larry Winslow, Baldwin Lake Fire Department and Chief Proponent for LAFCO 3172
Mark Hartwig, Chief, San Bernardino County Fire Protection District
Kathleen Opliger, Division Chief, Mountain Service Zone, San Bernardino County Fire
Protection District

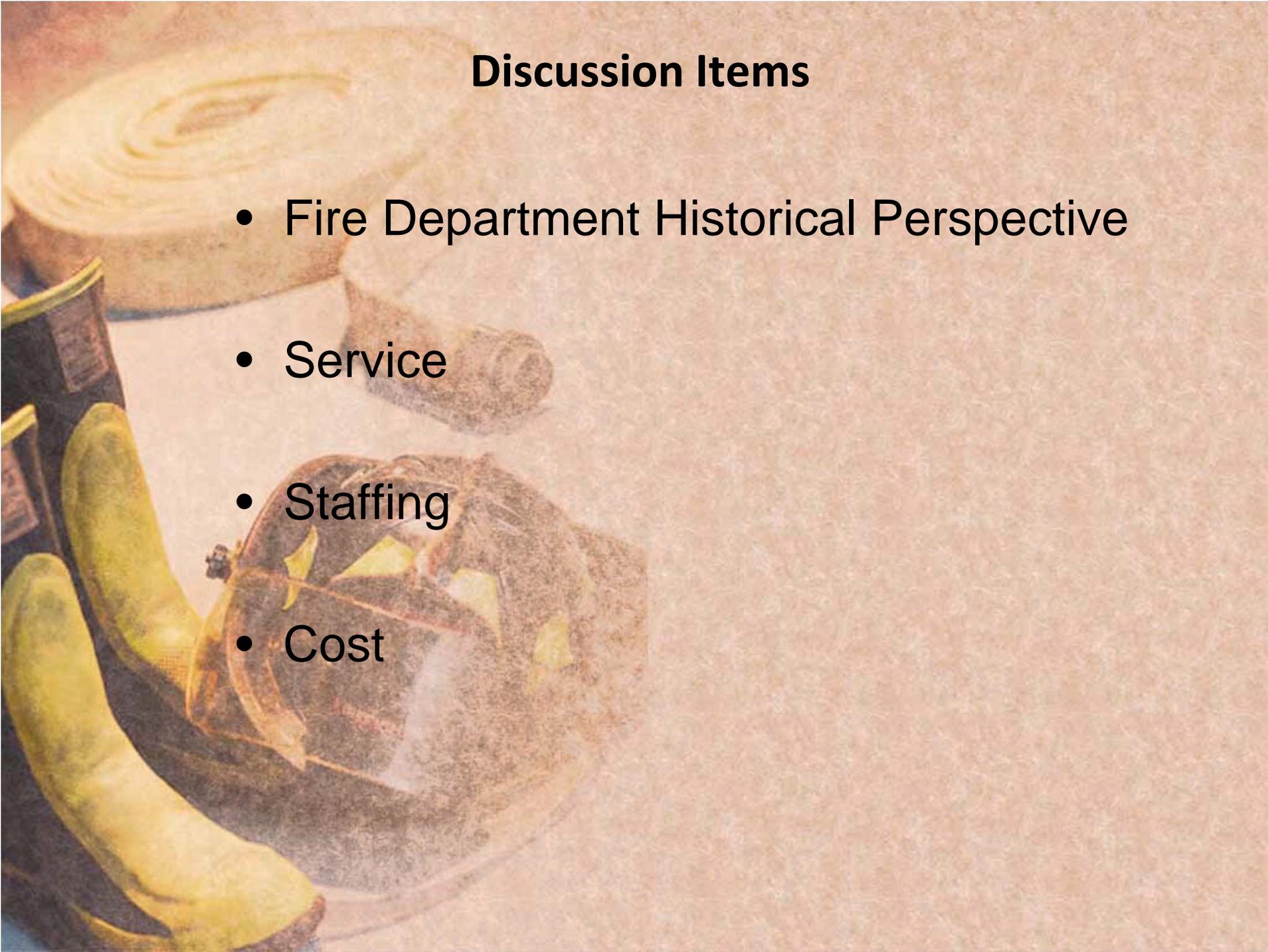


COUNTY FRANCHISE AREAS (CFA) MAP

- CFA 17 (Big Bear Disposal)
 - LAFCO 3172 Area
- Big Bear City Community Services District
 - City of Big Bear Lake

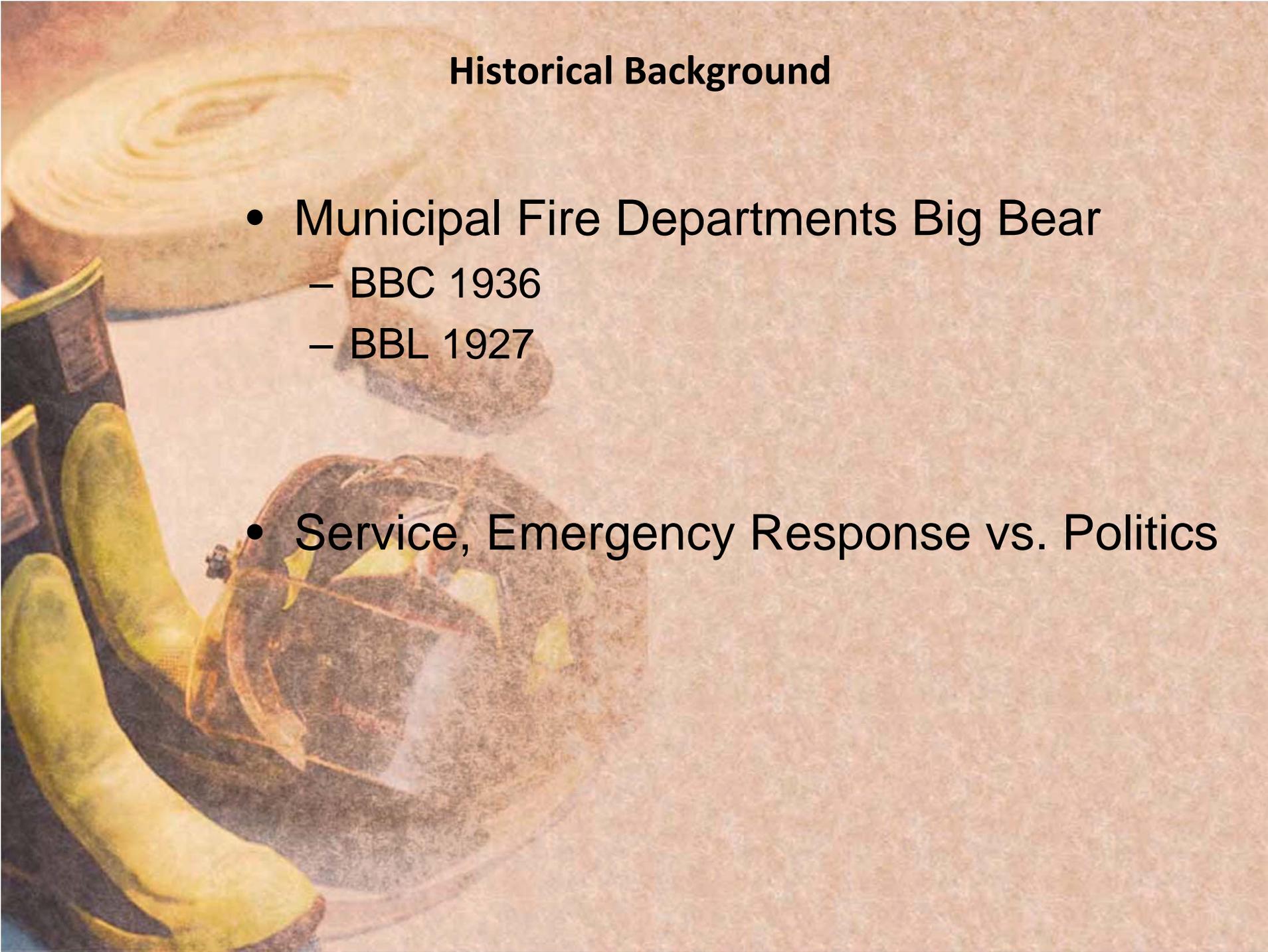
Baldwin Lake Plan for Service





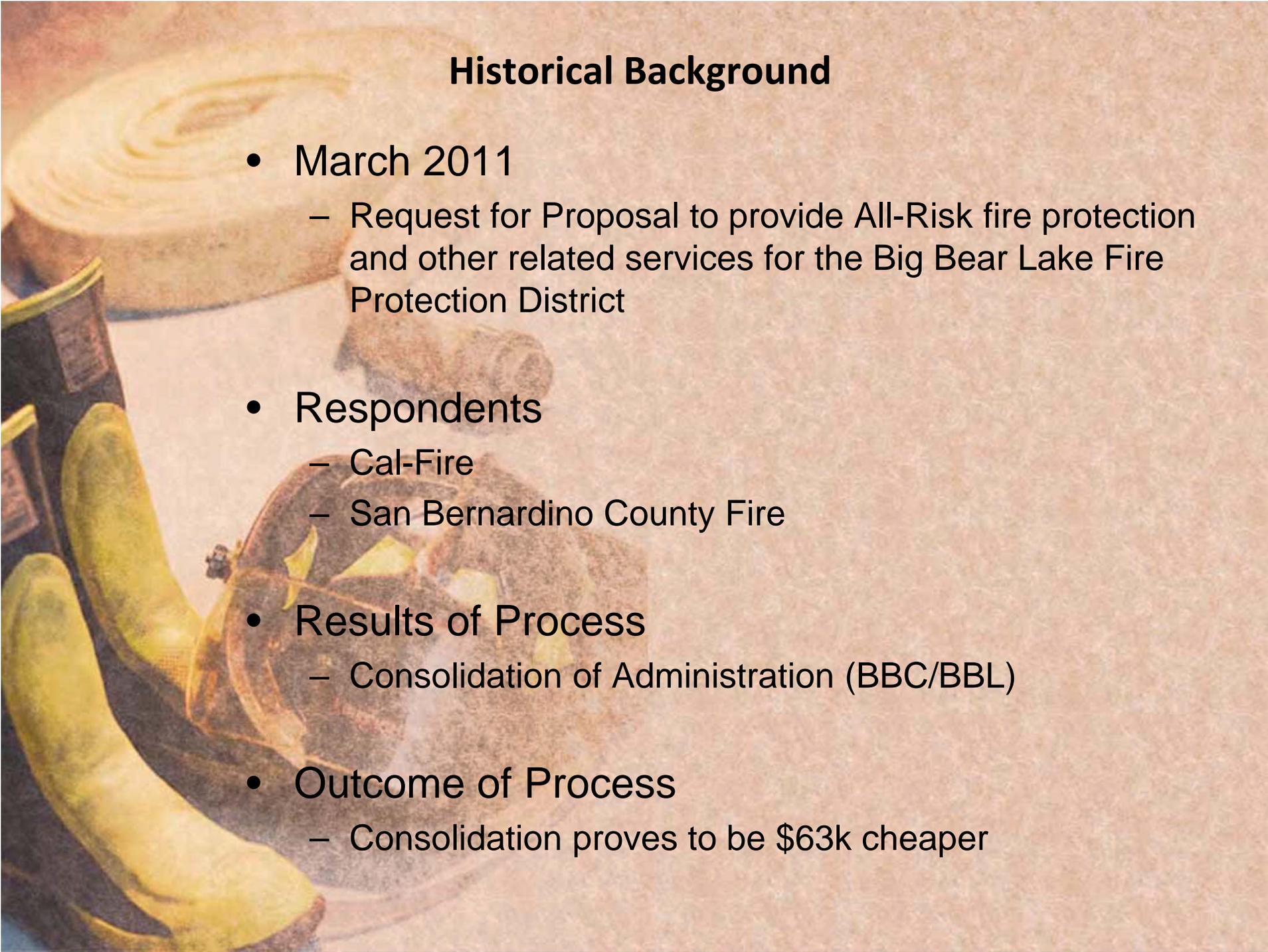
Discussion Items

- Fire Department Historical Perspective
- Service
- Staffing
- Cost

A painting of firefighting equipment. In the foreground, there are two yellow fire boots with black laces. Behind them is a brown fire helmet with a dark visor. In the background, a coiled fire hose is visible. The entire scene is set against a textured, light brown background.

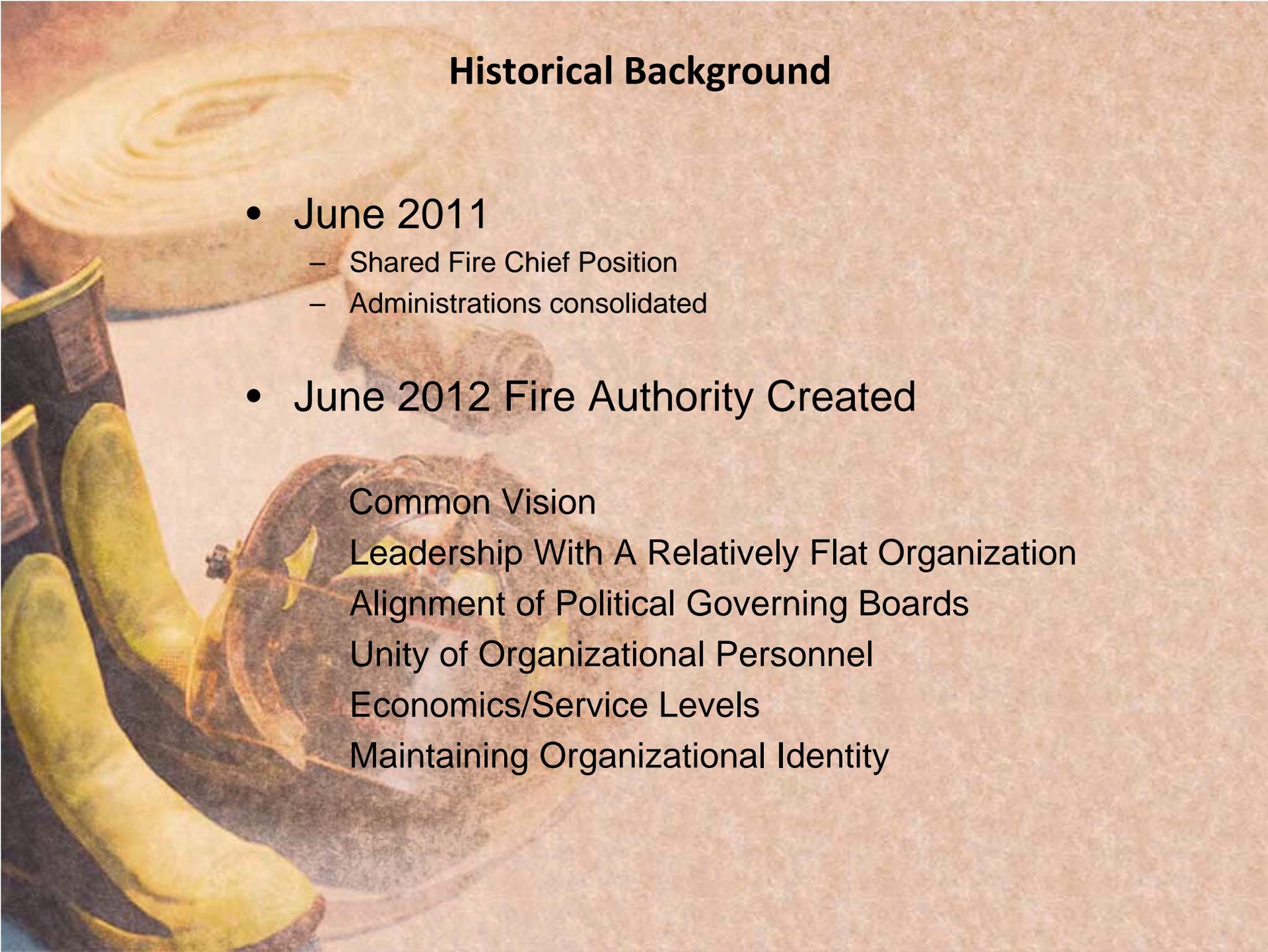
Historical Background

- Municipal Fire Departments Big Bear
 - BBC 1936
 - BBL 1927
- Service, Emergency Response vs. Politics



Historical Background

- March 2011
 - Request for Proposal to provide All-Risk fire protection and other related services for the Big Bear Lake Fire Protection District
- Respondents
 - Cal-Fire
 - San Bernardino County Fire
- Results of Process
 - Consolidation of Administration (BBC/BBL)
- Outcome of Process
 - Consolidation proves to be \$63k cheaper



Historical Background

- June 2011
 - Shared Fire Chief Position
 - Administrations consolidated
- June 2012 Fire Authority Created

Common Vision

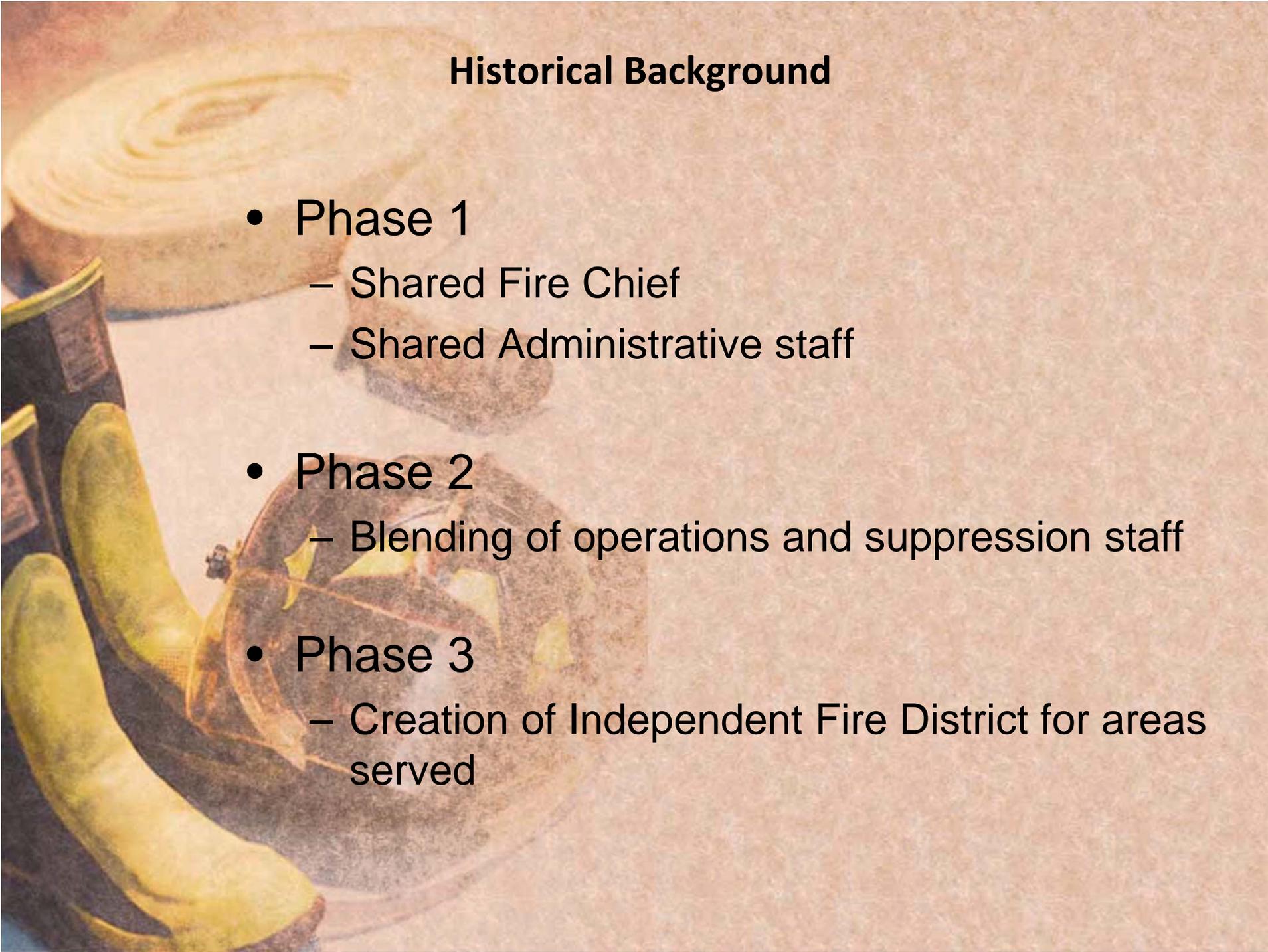
Leadership With A Relatively Flat Organization

Alignment of Political Governing Boards

Unity of Organizational Personnel

Economics/Service Levels

Maintaining Organizational Identity



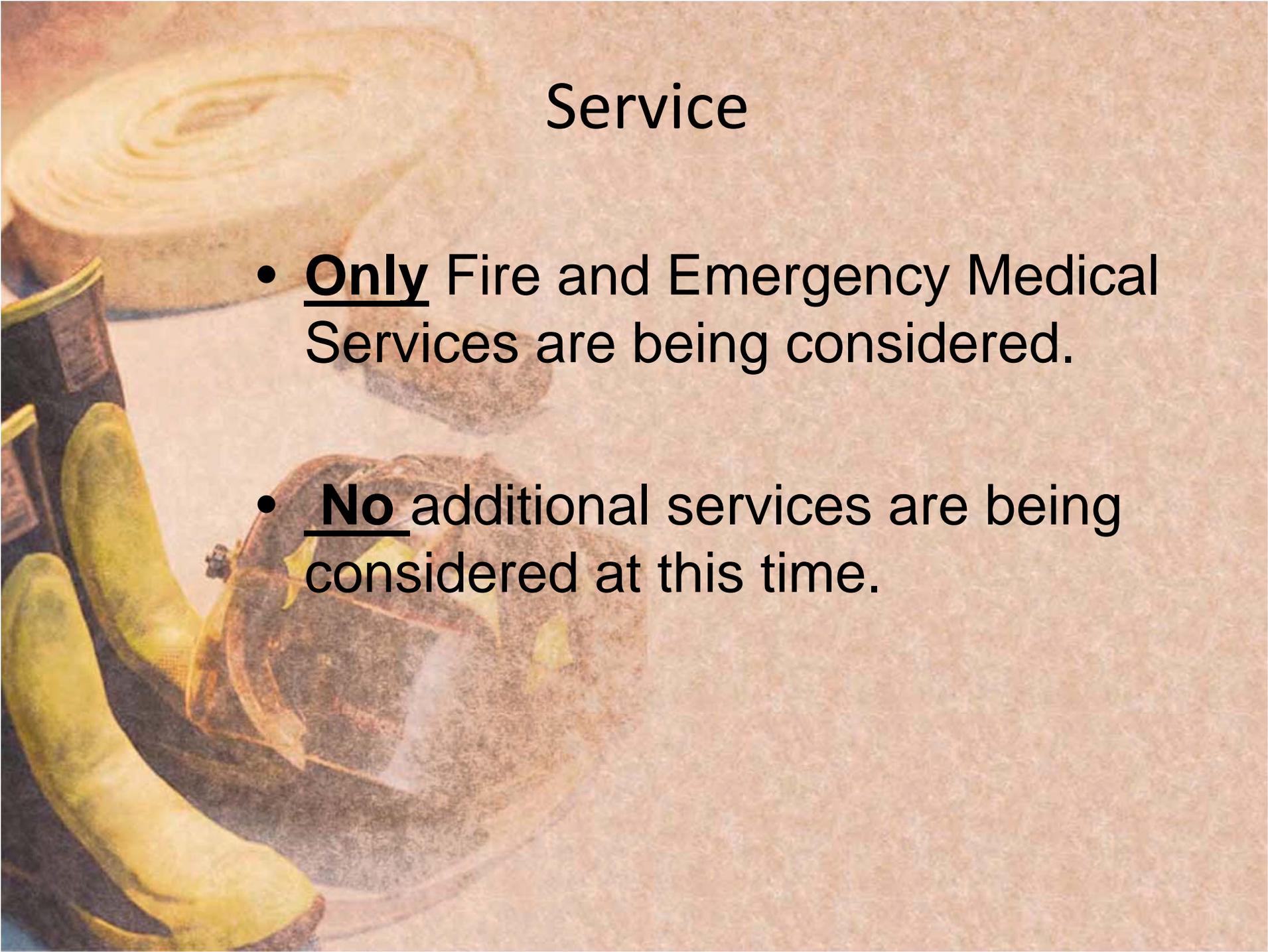
Historical Background

- Phase 1
 - Shared Fire Chief
 - Shared Administrative staff
- Phase 2
 - Blending of operations and suppression staff
- Phase 3
 - Creation of Independent Fire District for areas served



Historical Background

- December 2012
 - Operations and suppression staff blended
 - Standard policy and procedures implemented
- July 2013
 - Tools and Equipment standardized
 - Reduction in Capital Replacement
- July 2014
 - Fleet and Apparatus replacement schedules consolidated



Service

- **Only** Fire and Emergency Medical Services are being considered.
- **No** additional services are being considered at this time.

Resources



- 4 Engines
- 1 Truck
- 2 Wildland Engines
- 2 Water Tenders
- 1 Brush Patrol
- 8 Ambulances
- 1 Rescue
- Other Support Apparatus
- Command Staff

EMS Division

- All initial response units ALS equipped
- Leading edge technology
- Physician & EMS Coordinator oversight
- Public Training in CPR, AED & first-aid



Training Division

- Training Officer
- Training Center / Drill Grounds
- State Level Fire Training/Classes
- Driving Simulator



Community Safety



- Fire Prevention
 - Firewise Community Program
- Public Education
 - CERT, CPR, First-Aid
- Public Information
- Mountain Mutual Aid
- Fire/Arson Investigation



2013 AWARD

Two Communities

Big Bear Lake & Big Bear City



Baldwin Lake Station

Big Bear City Station

Sugarloaf Station

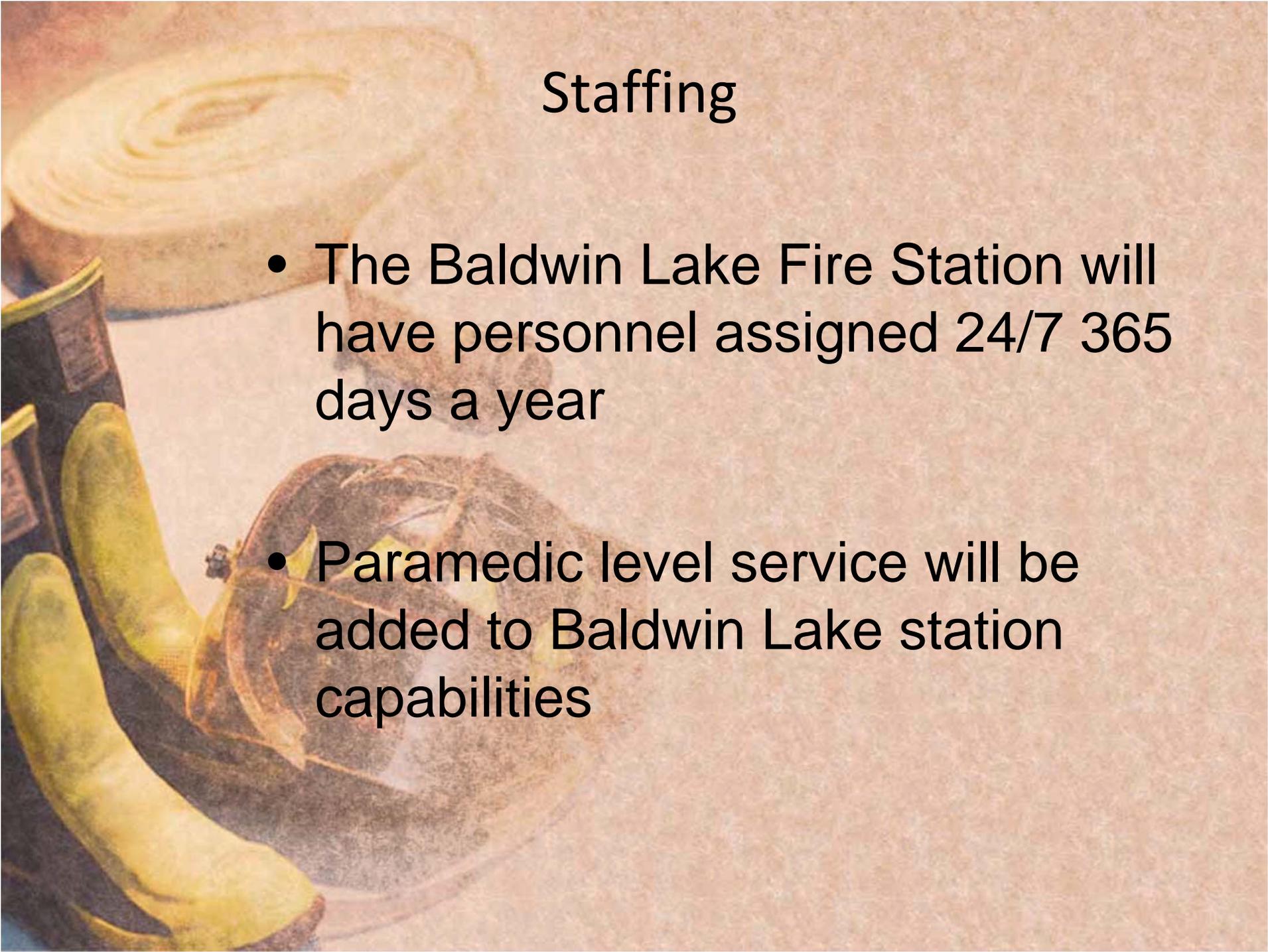
Moonridge Station

Big Bear Lake Station

Boulder Bay Station

Google earth

Imagery Date: 3/21/2013 34°15'38.36" N 116°52'12.83" W elev 6776 ft eye alt 10.84 mi



Staffing

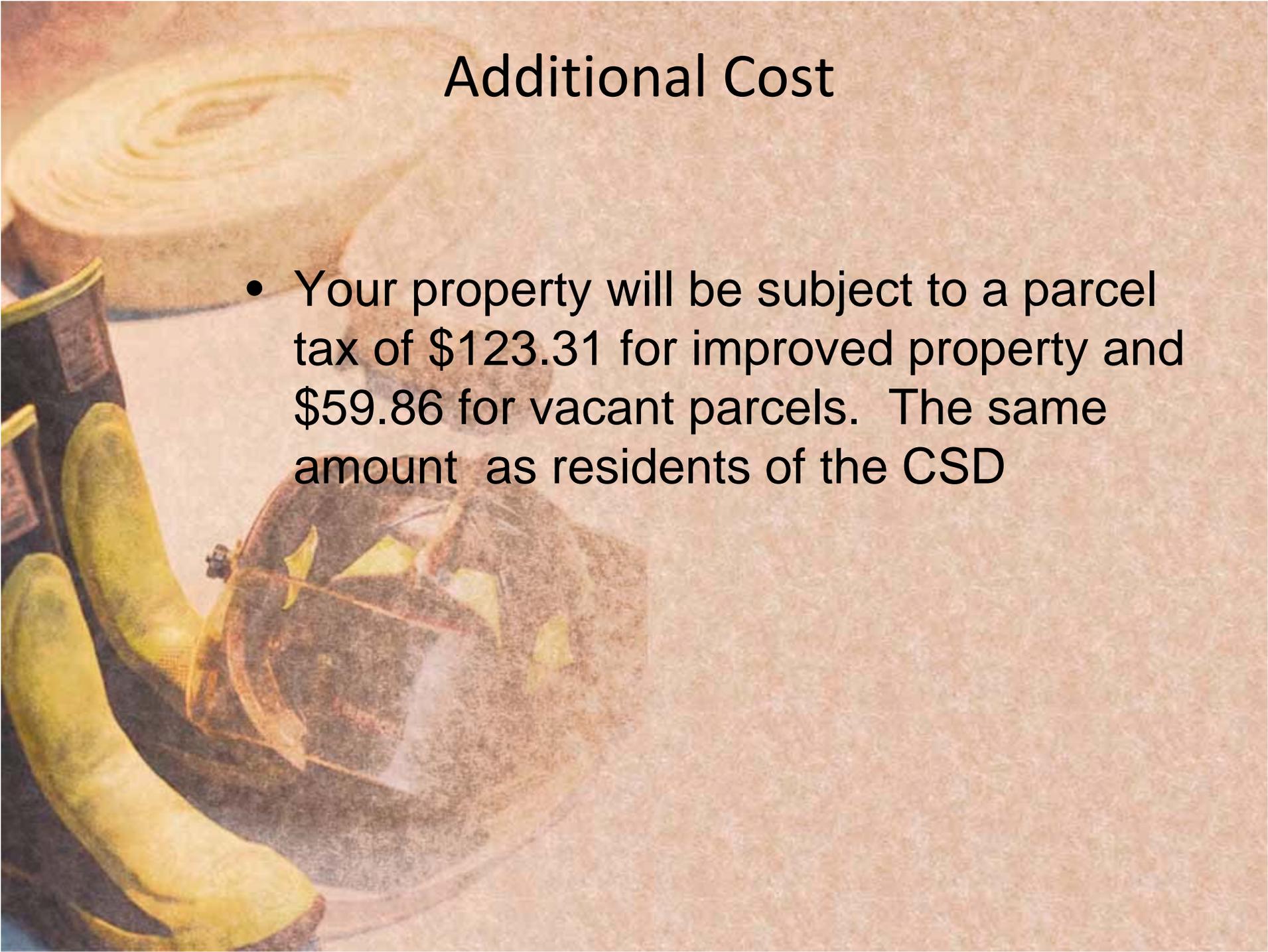
- The Baldwin Lake Fire Station will have personnel assigned 24/7 365 days a year
- Paramedic level service will be added to Baldwin Lake station capabilities





Baldwin Lake Staff

- Baldwin Lake personnel will be converted to Big Bear Fire Department paid-call firefighters and become available for utilization throughout the Big Bear Fire Department.

A still life painting featuring a fire hose reel in the upper left, a fire helmet in the center, and a fire extinguisher in the lower left. The background is a textured, light brownish-tan color. The painting style is somewhat soft and painterly.

Additional Cost

- Your property will be subject to a parcel tax of \$123.31 for improved property and \$59.86 for vacant parcels. The same amount as residents of the CSD

A still life painting of firefighting equipment. In the upper left, a roll of yellow fire hose is coiled. Below it, a brown leather fire helmet with a chin strap and a small emblem is visible. To the left of the helmet, a portion of a dark fire jacket with yellow reflective stripes is shown. The background is a textured, light brown surface. The word "QUESTIONS?" is written in bold black capital letters across the center of the image.

QUESTIONS?