



***ANDERSON VALLEY COMMUNITY
SERVICES DISTRICT
MUNICIPAL SERVICE REVIEW***

Approved by the Commission

February 3, 2014

Prepared for the
Local Agency Formation Commission of Mendocino County

by
Policy Consulting Associates, LLC.

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1. AGENCY OVERVIEW

Anderson Valley Community Services District (AVCSD) provides fire protection, street lighting, airport, and recreation services to the residents of Anderson Valley. This is the first municipal service review (MSR) for AVCSD.

FORMATION

AVCSD was formed in 1970 as the result of a reorganization of County Service Area (CSA) No. 1. At that time, AVCSD assumed the fire protection duties of CSA No. 1. During the formation process, Boonville Street Lighting District was also dissolved and its function transferred to the newly formed CSD. AVCSD started providing recreation services in the early 1980's and airport services in 1984.

The principal act that governs the District is the State of California Community Services District Law.¹ CSDs may potentially provide a wide array of services, including water supply, wastewater, solid waste, police and fire protection, street lighting and landscaping, airport, recreation and parks, mosquito abatement, library services; street maintenance and drainage services, ambulance service, utility undergrounding, transportation, abate graffiti, flood protection, weed abatement, hydroelectric power, among various other services. CSDs are required to gain LAFCo approval to provide those services permitted by the principal act but not performed by the end of 2005 (i.e., latent powers).²

BOUNDARY

AVCSD is located in the southern portion of Mendocino County along SR 128 in Anderson Valley and includes the unincorporated communities of Boonville, Navarro, Philo, and Yorkville. The District encompasses about 160 square miles. (Refer to Figure 1: Anderson Valley CSD Boundary and Out-of-Agency Service Parcels)

Since its formation, the District undertook one annexation in 1984, known as Flynn Creek Road to Mountain House Road Annexation.³

¹ Government Code §61000-61226.5.

² Government Code §61106.

³ LAFCo Resolution 84-6.

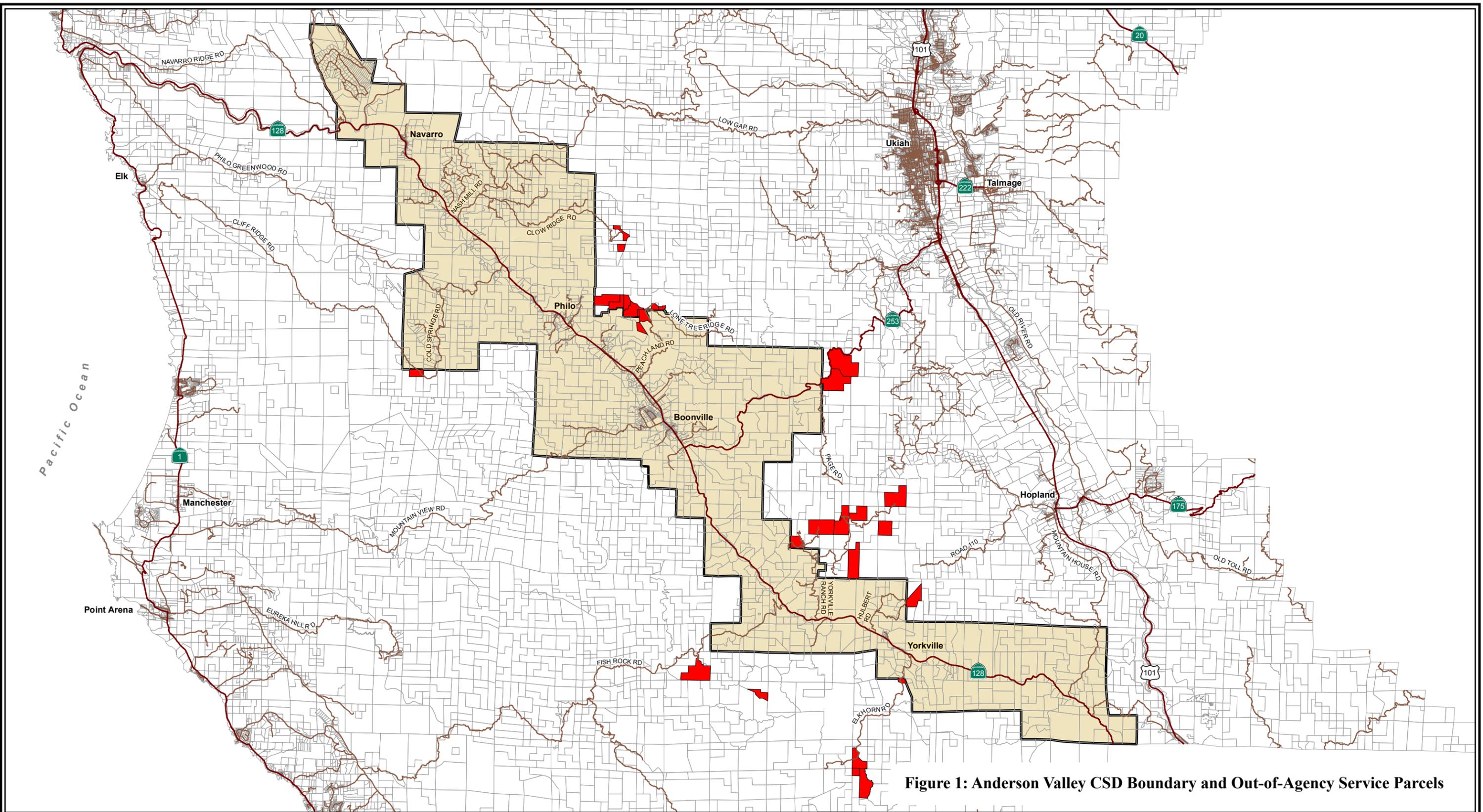
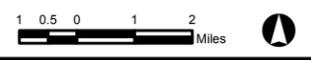


Figure 1: Anderson Valley CSD Boundary and Out-of-Agency Service Parcels

**Anderson Valley Community Service District
with Out of Service Area Parcels**

- Anderson Valley CSD
- Out of Service Area Parcels
- Parcels
- Highways
- Roads



Extra-territorial Services

AVCSD provides fire protection services to areas outside of its boundaries and to non-residents of the District. Besides mutual aid provided to other agencies and services rendered to non-residents travelling through the District, AVCSD also provides fire protection services to individual properties near the district boundaries through individual contracts. (Refer to Figure 1)

These Out-of-Agency Services began in approximately 2008 as a way to charge for service outside the district boundary and avoid exposing the District to additional liability. AVCSD currently has contracts with 29 properties outside of the District. While there is no specified expiration date for the contract, the District and resident agreed that this agreement may be renewed annually upon payment of the annual fee until annexation occurs, and shall terminate upon annexation or upon written notice of cancellation by the owner, the District or LAFCo. The contracts include a clause stating that both the District and resident anticipate eventual annexation of the property into the District. Each individual contract has a clause that an out-of-area service agreement becomes effective upon LAFCo approval. As of July, 2012, Mendocino LAFCo had approved 29 contracts. There are presently a number of contracts pending for which AVCSD and LAFCo approvals have not been completed.

The Anderson Valley Fire Department reported that its response area was larger than its boundary area, as well as its service area that includes the contract parcels. According to the District, the fire department is dispatched to all calls in the approximately 200 square miles of lands surrounding AVCSD and not included in any other fire district. (Colin Wilson, Former Fire Chief; personal communication)

Residents, as well as non-residents, use the District's recreation services and pay the same fees for all services. The airport also is used by both district residents and non-residents. Limited street lighting services are provided within the District boundary, primarily in Boonville.

Unserved Areas

There are no unserved areas within AVCSD's boundaries, with respect to the four services provided by the District. There are a number of services that may be needed but are not currently provided. These include water supply, wastewater, and utility undergrounding. Most developed parcels within the District are currently served by individual wells or private community water systems, and individual septic systems and overhead or underground electrical service. Prior studies evaluated the potential for public water systems; however, there was insufficient community support to move forward.

SPHERE OF INFLUENCE

The sphere of influence (SOI) for AVCSO has not been established. AVCSO is unique in that no SOI has been adopted by LAFCO for the District. The District was concerned that an expanded Sphere would require the fire department to respond to a response area outside the District boundary, which in fact is the case. The AVCSO fire department continues to be dispatched to all calls within a 200 square mile area not currently within any other fire district.

Based on the District's experience with the out-of-agency service parcels, a better definition of 'service areas' has been developed. In addition, the District has demonstrated its ability to serve these parcels, even though they are outside the District boundary. These five areas are described as follows:

1. Northeast of the Yorkville Ranch Road area;
2. Elkhorn Road area and Fish Rock Road area (southeast of Yorkville);
3. East of Highway 253 at the summit;
4. Lone Tree Ridge Road area (east of Philo); and
5. The easterly portion of Clow Ridge Road.

At such time as LAFCO establishes a Sphere of Influence for the District, these five areas can be considered for inclusion in the SOI. This process can be initiated as soon as the District's MSR is adopted by LAFCO.

ACCOUNTABILITY AND GOVERNANCE

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

AVCSD is governed by a five-member Board of Directors elected at large. However, Board Members may be appointed by the Mendocino County Board of Supervisors in lieu of election if there are insufficient candidates to require an election, as is the case for AVCSD. There are currently four Board Members appointed to four year terms, and one Board Member appointed to a two year term. Current board member names, positions, and term expiration dates are shown in Figure 2.

Figure 2: Anderson Valley CSD Governing Body

Anderson Valley CSD				
<i>District Contact Information</i>				
Contact:	Joy Andrews, General Manager			
Address:	14281 SR 128 (P.O. Box 398), Boonville, CA 95415			
Telephone:	707-895-2075			
Fax:	707-895-2239			
E-Mail/Website:	districtmgr.avcsd@gmail.com http://avcsd.org/			
<i>Board of Directors</i>				
Member Name	Position	Term Expires	Manner of Selection	Length of Term
Valerie Hanelt	Chair	November 2015	Appointed	4 years
Fred Martin	Director	November 2015	Appointed	4 years
Neil Darling	Director	November 2017	Appointed	2 years
Kirk Wilder	Director	November 2017	Appointed	4 years
Kathleen McKenna	Director	November 2017	Appointed	4 years
<i>Meetings</i>				
Date:	Third Wednesday of every month at 5:30 PM			
Location:	Meetings are held at the AVCSD office/Boonville fire station.			
Agenda Distribution:	Posted at the office, two post offices, online, and emailed to the list.			
Minutes Distribution:	Posted online, emailed to the list, and available upon request.			

Board members and district residents also form committees to better oversee operations of each service offered by the CSD -- Fire Protection Committee, Budget Committee, Airport Committee, Personnel Committee, Policies and Procedures Committee, and Recreation Committee. The Teen Center has a Citizens' Advisory Committee.

The Board meets on the third Wednesday of each month at 5:30 PM at the AVCSD office/Boonville fire station. Board meeting agendas are posted online, at the district office, at two post offices in Anderson Valley, and are e-mailed to the mailing list. Minutes are posted on the website, e-mailed to a mailing list, and are available upon request.

In addition to the required agendas and minutes, the District tries to reach its constituents through sponsoring community events such as a Simple Living Workshop at the County Fair. AVCSD sponsors organizations that would like to organize events but do not have insurance. The District also acts as a fiscal agent for groups that conduct projects, for which funds are required to go through a government agency. District meetings are attended by a local news reporter. AVCSD keeps its constituents informed through its website.

If a customer is dissatisfied with the District's services, complaints may be submitted via e-mail, phone call or in person at the office. The appropriate department would then investigate the complaint. The District reported that it did not track its complaints, because there had not been any in the last few years.

AVCSD demonstrated accountability in its disclosure of information and cooperation with Mendocino LAFCo. The District responded to the questionnaires and cooperated with document requests.

MANAGEMENT AND STAFFING

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

AVCSD has 49 staff, of which four are paid and 45 are volunteers. Paid personnel include a general manager, a secretary, a fire chief, and a teen center coordinator. The District employs approximately two full-time equivalents (FTEs); the fire chief is the only full-time employee. All volunteers are part of the fire department and receive a stipend for their service. Paid personnel are evaluated annually by the Personnel Committee, which consists of two board members.

Employee workload is tracked through timesheets. The secretary and chief fill out detailed timesheets to determine how time is being spent and how to improve efficiency. In addition, the fire department keeps an emergency response log and training records.

The general manager is responsible for the day-to-day operations and accounting of the District. The secretary is accountable to the general manager. The Board of Directors oversees the fire chief, the general manager, the lighting department, the airport manager, the recreation department, and the teen center coordinator.

The District reported that it did not conduct formal evaluations of its own performance such as annual reports or benchmarking. However, informally AVCSO does review the best practices of other districts.

The District's financial planning efforts include an annually adopted budget and annually audited financial statements. Capital improvement needs are generally planned in the budget. However, in 2007, the Airport Department developed a Capital Improvement Plan (CIP) with a planning horizon through 2017. The fire chief reported that the Fire Department Long Range Plan is a planning tool for the fire department. The Plan, with a planning horizon of 10 years, was last updated in 2005. The fire department periodically reviews the plan, but does not update it until the end of the planning period. An update of the plan is currently in the development process.

GROWTH AND POPULATION PROJECTIONS

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

Land Use

The District's boundary area is approximately 160 square miles. A majority of the land within the District consists of forest land, agriculture including vineyards, residential and large-lot residential, commercial and recreational uses. Major commercial enterprises include 36 wineries (20 in the Philo area, eight in the Boonville area, and eight in the Yorkville area), and the Anderson Valley Brewing Company, a regional craft beer brewery located in Boonville. The land use authority for AVCSO is Mendocino County.

Existing Population

There are approximately 3,700 residents within the District, based on census place population in the 2010 Census. AVCSO reported that the population of the District has increased over the last few years, due to growth in wineries in Anderson Valley. The majority of growth occurred in the Boonville area. Additional growth is generated by the addition of second-unit dwellings and housing for winery workers.

Projected Growth and Development

The District reports that it anticipates moderate growth within its boundaries in the next few years. Small parcel subdivisions and minor subdivisions are scattered throughout Anderson Valley. Potential growth may also result from further growth in the wine industry in the region and more retirees moving into the area.

FINANCING

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

AVCSD reported that current financing levels were adequate to deliver services. Additional financing opportunities identified by the District include grants for the teen center and airport, impact fees, and going to the voters for approval of a new benefit assessment when the current assessment becomes inadequate.

Revenues

The revenues for AVCSD for FY 11-12 were \$437,058, which was designated as fire department income (80%), community services income (15%), recreation/teen center income (2%), and airport income (3%). Details about the different revenue sources and a three-year comparison are shown in Figure 3.

AVCSD charges fees for some of its services. A recreation fee is \$3 per person per year to participate in any classes. The airport tie down fee is \$3 per night. The airport also occasionally gets some revenue through hay sales when the airport territory gets mowed.

The Fire Department receives income from a special tax in the amount of \$36 per unimproved residential parcel; \$72 per single residence on a residential parcel; and an extra \$36 for each additional residence on the same parcel. The special tax on commercial parcels starts with a minimum of \$120 up to a maximum of \$600 depending on square footage. The department charges \$168 per parcel per year to provide contract services to those parcels with Out-of-Area service agreements. The District's strike team gets reimbursed for responding to wild fires when the department responds under mutual aid agreements with CALFIRE or the United States Forest Service (USFS) according to the established fee schedules. Firefighters responding on strike team assignments are paid about \$22 per hour depending on the position. The AVCSD fire department charges emergency fire response fees for providing services to non-residents who do not have a contract with the District. The charges could vary from \$50 to \$175 per hour depending on personnel and apparatus involved.

Expenditures

Expenditures in FY 11-12 for AVCS D were \$496,001, which consisted of fire department expenses (73%), community services expenses (13%), recreation/teen center expenses (3%), and airport expenses (11%). Total expenditures exceeded total revenues by \$58,943.

Figure 3: Three-year Revenues and Expenditures Comparison

GOVERNMENTAL FUNDS												
	FY 11-12				FY 10-11				FY 09-10			
	Fire Department	Svs. (lighting)	Recreation/Teen Crt.	Total	Fire Department	Community Svs. (lighting)	Recreation/Teen Crt.	Total	Fire Department	Svs. (lighting)	Recreation/Teen Crt.	Total
Revenues												
Fire service assessment	\$143,012			\$143,012	\$140,471			\$140,471	\$132,323			\$143,012
General property tax	\$155,008	\$58,738		\$213,746	\$189,438	\$18,309		\$207,747	\$168,152	\$15,753		\$183,905
Donations	\$40,225	\$95	\$100	\$40,420	\$127,874		\$1,054	\$128,928	\$11,733		\$78	\$11,811
Grants			\$4,825	\$4,825	\$3,572		\$6,878	\$10,450			\$2,220	\$2,220
Charges for services	\$9,974	\$4,755	\$1,795	\$16,524	\$6,172		\$2,621	\$8,793	\$34,058		\$100	\$34,158
Fundraising			\$3,116	\$3,116		\$301	\$10,142	\$10,443			\$222	\$222
Fund administrative fee				\$0		\$25,473		\$25,473		\$29,291		\$29,291
Interest	\$815	\$149	\$131	\$1,095	\$793	\$146	\$95	\$1,034	\$1,278	\$197	\$122	\$1,597
Other		\$1		\$1	\$6			\$6	\$1,500	\$50		\$1,550
Total Revenues	\$349,034	\$63,738	\$9,967	\$422,739	\$468,326	44229	20790	\$533,345	\$349,044	\$45,291	\$2,742	\$397,077
Expenditures												
Salaries and Wages	\$61,392	\$32,391	\$4,605	\$98,388	\$68,495	\$26,781	\$5,728	\$101,004	\$60,841	\$29,233	\$6,278	\$96,352
Payroll taxes and benefits	\$10,411	\$8,907	\$364	\$19,682	\$13,159	\$2,982	\$588	\$16,729	\$9,867	\$4,747	\$685	\$15,299
Insurance- workers comp	\$17,000			\$17,000	\$19,219			\$19,219	\$21,550	\$1,003		\$22,553
Insurance- other	\$12,612			\$12,612	\$15,631			\$15,631	\$15,008	\$153		\$15,161
Clothing & personnel	\$22,781			\$22,781	\$16,286			\$16,286	\$12,232			\$12,232
Communications	\$11,698			\$11,698	\$3,946			\$3,946	\$9,282			\$9,282
Reparis & Maintenance	\$39,128			\$39,133	\$23,051			\$23,051	\$32,995			\$32,995
Supplies	\$5,668		\$142	\$5,810	\$17,257			\$17,257	\$25,132			\$25,132
Office	\$3,544	\$3,558		\$7,102	\$3,529	\$4,067	\$146	\$7,742	\$5,010	\$2,547	\$386	\$7,943
Admin fees	\$2,768	\$3,130		\$13,000	\$29,532		\$842	\$38,116	\$32,283	\$238	\$915	\$41,379
Education/training	\$1,784	\$342		\$2,126	\$6,195	\$547		\$6,742	\$3,262	\$299		\$3,561
Legal & Professional	\$3,021	\$8,628		\$11,649	\$4,420	\$2,637	\$211	\$7,268	\$4,200	\$800		\$5,000
Fuel	\$16,172			\$16,172	\$13,999			\$13,999	\$13,791			\$13,791
Utilities	\$8,724	\$2,985		\$11,709	\$7,881		\$222	\$8,103	\$7,469		\$279	\$7,748
Direct program			\$5,859	\$5,859		\$3,512	\$6,043	\$9,555		\$3,279	\$6,103	\$9,382
Other operating	\$10,324		\$150	\$10,474				\$0				\$0
Other administrative		\$3,123	\$136	\$3,259	\$3,093	\$1,695	\$1,006	\$5,794	\$4,030	\$6,625	\$320	\$10,975
Interest	\$4,033			\$4,033	\$5,812			\$5,812	\$10,648			\$10,648
Principal paid on long-term debt	\$35,652			\$35,652	\$34,033			\$34,033	\$31,220			\$31,220
Capital outlays	\$96,751			\$96,751	\$195,319			\$195,319	\$142,590			\$142,590
Total Expenditures	\$363,463	\$63,064	\$11,261	\$437,788	\$480,857	\$42,221	\$14,786	\$537,864	\$441,410	\$48,924	\$14,966	\$505,300
Net Income (or Loss)	(\$14,429)	\$674	(\$1,294)	(\$15,049)	(\$12,531)	\$2,008	\$6,004	(\$4,519)	(\$92,366)	(\$3,633)	(\$12,224)	(\$108,223)
Proprietary Fund												
		Airport	Total			Airport	Total			Airport	Total	
Revenues												
State CAAP grant		\$10,000	\$10,000			\$20,000	\$20,000					\$0
Fees for service		\$2,381	\$2,381			\$2,339	\$2,339		\$1,459			\$1,459
Sales and concessions		\$1,815	\$1,815			\$3,177	\$3,177					\$0
Interest		\$123	\$123			\$213	\$213		\$342			\$342
Total Revenues		\$14,319	\$14,319			\$25,729	\$25,729		\$1,801			\$1,801
Expenditures												
Fund administration		\$1,500	\$1,500			\$1,179	\$1,179		\$1,491			\$1,491
Insurance		\$2,750	\$2,750			\$2,750	\$2,750		\$2,750			\$2,750
Maintenance		\$4,516	\$4,516			\$5,467	\$5,467		\$1,807			\$1,807
Utilities		\$432	\$432			\$292	\$292		\$508			\$508
Other operating		\$773	\$773			\$453	\$453		\$286			\$286
Depreciation		\$48,242	\$48,242			\$48,329	\$48,329		\$48,440			\$48,440
Total Expenditures		\$58,213	\$58,213			\$58,470	\$58,470		\$55,282			\$55,282
Net Income (or Loss)		(\$43,894)	(\$43,894)			(\$32,741)	#####		(\$53,481)			(\$53,481)

Liabilities

Long-term debt at the end of FY 11-12 consisted of a capital lease, secured for the firehouse and a 2005 fire truck. The net proceeds of \$345,241 were used to acquire the fire truck (total cost \$193,173) and refinance the loan on the building. Semi-annual payments of \$20,189, which include principal and interest, are due in September and March of each year. The effective annual interest rate is 4.69%. The balance at the end of FY 11-12 was \$78,196. The loan is scheduled to be paid off in 2014.

Reserves

Every department of AVCSO, except for street lighting and the teen center, maintains financial reserves. The Fire Department has reserves designated for apparatus, communications, structure, unfunded liability or emergency, and liability reserve for debt repayment. The Airport Department keeps a state grant account for maintenance and a reserve for contingencies. The CSD also maintains an election reserve, equipment technology reserve, and administrative personnel reserve. The Recreation Department keeps self-sustaining seed funds in case it cannot sustain itself with incoming revenue and a reserve for long-term projects and facilities. It is a management practice of the District to keep these financial reserves.

As of June 30, 2013, reserve amounts were as follows:

Community Service District Administration	\$22,976
Fire Department	\$215,083
Airport Department	\$10,191
Recreation Department	\$20,298

Financing Efficiencies

The District does not participate in any joint powers authorities (JPAs) or other cost saving enterprises.

2. MUNICIPAL SERVICES

FIRE SERVICES

Service Overview

The AVCS D Fire Department provides structural fire protection, emergency medical services, rescue, hazardous material response, and fire prevention. Fire prevention is provided in the form of code inspection in State Fire Marshal mandated occupancies; voluntary continuing inspections of public and private property with the goal of improving fire safety and prevention in occupancies where there is no enforcement authority; working with several wildland/urban interface communities to improve survivability of homes and businesses threatened by wildland fires; and providing public education on fire safety through various types of public presentations. The Fire Department also responds to wild fires. The District gets compensated when the department responds to wild fires under mutual aid agreements with CALFIRE and the United States Forest Services (USFS); the majority of the department's wildland fire responses are reportedly uncompensated.

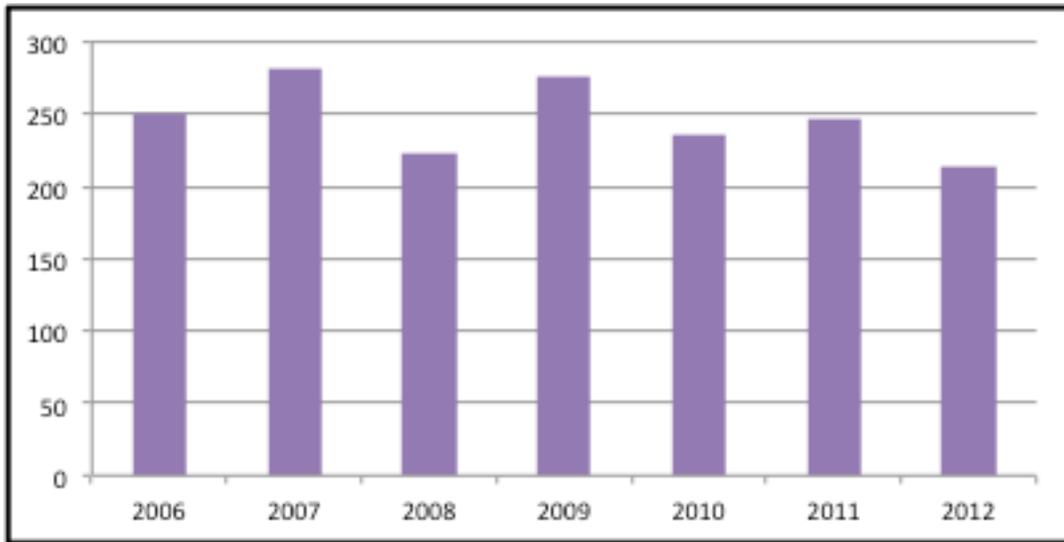
The District's Fire Department provides services to non-residents who are billed per AVCS D's billing ordinance and fee schedule. Currently, non-residents are billed \$175 per hour for an Engine/Pumper, \$150 per hour for a Rescue Unit, and \$150 per incident for vehicle extrication equipment (jaws of life). AVCS D also provides contract services to 29 properties that either adjoin or are near the District's boundaries at an annual rate of \$168 per year.

Ambulance service within the Anderson Valley is provided by Anderson Valley Ambulance Service, a private non-profit provider. It is not the intent of AVCS D to compete with this existing service. Anderson Valley Ambulance is staffed by 18 volunteer EMTs. Approximately 10 of these volunteer EMTs are also volunteer firefighters with the AVCS D.

Demand for Services

As shown in Figure 4, the number of calls has not fluctuated greatly since 2006. There was a slight drop in 2012, when the number of calls decreased by 10% since 2010. The highest reported call volume occurs daily between the hours of 2:00 and 10:00 PM.

Figure 4: Number of Calls per Year, 2006-2012



The AVCSD Fire Department reported that it generally had sufficient capacity to provide services to its current service area and future growth, with the exception of the area in the extreme eastern portion of the District (Mountain House Road area). Similar to other rural fire protection agencies, the District struggles to provide a sufficient level of services in that remote area and relies heavily on mutual aid.

Fire services are provided by 44 volunteers and a Fire Chief. There are three Battalion Chiefs, five Captains, four Lieutenants, four Engineers, four Firefighters, two Emergency Medical Technicians, 16 Firefighter/EMTs, five Recruits, and one Cadet. The District's secretary provides administrative support services to the Fire Department. The firefighters' ages range from 18 to 71, with the median age being 46. Twenty five of the District's volunteers are trained to Volunteer Firefighter level, and 17 are EMT I certified. In addition, two of the firefighters are currently certified paramedics and one is an EMT II.

Infrastructure and Facilities

AVCSD operates nine stations. The detailed description of each is shown in Figure 5.

Figure 5: AVCS D Fire Stations

Firestation	Location	Year Built	Condition	Owner	Staff per Shift	Vehicles
Boonville Station	14281 SR 128, Boonville, CA	2001	Excellent	AVCS D	Unstaffed	1000 gpm 800 gal tank, 500 gpm 500 gal tank, 300 gpm 2000 gal tank, 300 gpm 300 gal tank.
Philo Station	8720 SR 128, Philo, CA	1950s	Fair	Under deed to revert to owner, Philo Mill, if not used for fire apparatus	Unstaffed	1000 gpm 800 gal tank
Navarro Station	170 SR 128, Navarro, CA	1970s	Fair	Under deed to revert to owner, Mendocino Redwood company is not used as fire station	Unstaffed	1000 gpm 800 gal tank
Yorkville Station	25400 SR 128, Yorkville, CA	1990s	Good	Leased from Yorkville Community Benefits Association	Unstaffed	1000 gpm 1000 gal tank, 300 gpm 200 gal tank, 500 gpm 500 gal tank,
Fish Rock Station	19400 Fish Rock Rd, Yorkville, CA	1990s	Fair	Owned by Maillard Ranch. AVCS D uses under verbal agreement	Unstaffed	1000 gpm 800 gal tank, 300 gpm 2500 gal tank, 300 gpm 300 gal tank
Signal Ridge Station	21600 Philo Greenwood Rd, Philo, CA	1950s	Fair/Poor	Owned by Fashauer Ranch	Unstaffed	300 gpm 500 gal tank
Holmes Ranch Station	3301 Holmes Ranch Road	2012	Excellent	Building owned by AVCS D	Unstaffed	1000 gpm 750 gal tank
New Philo Station	7419 SR 128, Philo, CA	2007	Excellent	AVCS D	Unstaffed	1000 gpm 800 gal tank, 300 gpm 200 gal tank
Rancho Navarro Station	19200 Appian Way, Navarro, CA	2010	Excellent	Leased from Rancho Navarro HOA. Building owned by AVCS D.	Unstaffed	1000 gpm 1000 gal tank, 300 gpm 200 gal tank, 300 gpm 2500 gal tank

Water supply for firefighting is derived from apparatus with on-board water tanks (engines, water tenders) as described in Figure 5; and from residential ‘wharf-type’ hydrants supplied by individual wells throughout the District. The Mendocino County Fairgrounds in Boonville has a water supply and hydrant system (six hydrants) supplied by a 60,000 gallon storage tank and wells.

Infrastructure Needs or Deficiencies

The District reported that the Old Philo Station needed structural repair and rewiring, and Navarro Station similarly needed rewiring and insulation. Signal Ridge reportedly needs to be replaced with a small metal building. The improvements have not been made, as upgrades and operations of a higher priority have been completed.

In the last 15 years, AVCS D constructed four new stations. With the exception of the Boonville Station, the three other new stations were paid for with dedicated reserve funds and donations of labor and money. The Boonville Station was in part paid for with borrowed funds that will be repaid by 2014.

The AVCS D Fire Department has mostly replaced its fleet of 21 vehicles in the last 15 years. Most of these replacement vehicles were used and either purchased from other fire departments or acquired under the Federal Excess Property Program. The District has acquired two new structure engines and one new wet rescue in the last 10 years.

Shared Facilities and Regional Collaboration

As shown in Figure 5, multiple stations operated by AVCSO are owned by other entities. The District shares Yorkville Station with the Yorkville Community Benefits Association (YCBA). Two apparatus bays, a meeting room and bathrooms are utilized by AVCSO under verbal agreement with YCBA. The District uses two apparatus bays in one building and a third in another building of the Fish Rock Station owned by Mailliard Ranch. All operating expenses are paid by Mailliard Ranch. One apparatus bay of the Signal Ridge Station owned by Fashauer Ranch is used by AVCSO. All operating expenses (i.e., electricity) are paid by Fashauer. Rancho Navarro Station is leased from the Rancho Navarro Home Owners Association, and the Old Philo and Navarro stations are owned by Philo Mill and Mendocino Redwood Company, respectively.

The District collaborates with other fire service providers through statewide and countywide mutual aid agreements. AVCSO has contributed to the creation of the Mendocino Fire Plan through the Mendocino County Fire Safe Council. The District is a member of the California Special Districts Association (CSDA), the Mendocino County Fire Safe Council, and the Mendocino County Fire Chief's Association.

The Fire Department did not identify any future opportunities for facility sharing.

Service Adequacy

While there are several benchmarks that may define the level of fire service provided by an agency, indicators of service adequacy discussed here include ISO ratings, response times, and level of staffing and station resources for the service area.

Fire services in the communities are classified by the Insurance Service Office (ISO), an advisory organization. This classification indicates the general adequacy of coverage, with classes ranking from 1 to 10. Communities with the best fire department facilities, systems for water distribution, fire alarms and communications, and equipment and personnel receive a rating of 1. AVCSO has three ISO ratings. The downtown Boonville hydrant system serves the majority of the downtown Boonville area with an ISO rating of five. Approximately 60 percent of the District from about mile marker 19 on SR 128 to about mile marker 45 on SR 128 has an ISO rating of eight, and the remainder of the territory has a rating of 10.

Emergency response time standards vary by level of urbanization of an area; the more urban an area, the faster a response is required to be. The California EMS Agency established the following response time guidelines: five minutes in urban areas; 15 minutes in suburban or rural areas; and as quickly as possible in wildland areas. The District tracks its response times for each incident. Based on AVCSD sample response times from February 8, 2013 to March 11, 2013, its median response time was 8.5 minutes, and 19.5 minutes 90% of the time.

Each fire station in AVCSD serves approximately 18 square miles. AVCSD has approximately 13 firefighters per 1,000 residents.

The Fire Department Service Profile is presented in Figure 6.

Figure 6: Fire Service Profile

Fire Service					
District Resource Statistics		Service Configuration		Service Demand	
Staffing Base Year	2013	Configuration Base Year	2013	Statistical Base Year	2012
Fire Stations in District	9	Fire Suppression	Direct	Total Service Calls	213
Stations Serving District	9	EMS	Direct	% EMS	69%
Sq. Miles Served per Station ¹	18	Ambulance Transport	AVAS, CA	% Fire/Hazardous Materials	18%
Total Staff ²	47	Hazardous Materials	Direct	% False	7%
Total Full-time Firefighters	1	Air Rescue/Ambulance Helicopter	CalStar	% Misc. emergency	4%
Total Call Firefighters	45	Fire Suppression Helicopter	CalFire	% Non-emergency	3%
Total Sworn Staff per Station ³	5	Public Safety Answering Point	Sheriff	% Mutual Aid Calls	0%
Total Sworn Staff per 1,000	13	Fire/EMS Dispatch	CalFire	Calls per 1,000 people	85
Service Adequacy			Service Challenges		
Response Time Base Year	2013	Extreme East end of AVCSD, area about 7 miles from Boonville station on SR 253, Clow Ridge Road and Clow Mountain, and Mountain House Road were identified as hard to serve.			
Median Response Time (min)	8.5	Training			
90th Percentile Response Time (min)	19.5	Three to five training sessions a month. Recruits attend Chief's Volunteer Firefighter's Academy or in-house recruit training. AVCSD reported that Fire Fighter I curriculum is burdensome for volunteers.			
ISO Rating	5/8/10				
Notes:					
1) Primary service area (square miles) per station.					
2) Total staff includes sworn and non-sworn personnel.					
3) Based on ratio of sworn full-time and call staff to the number of stations. Actual staffing levels of each station vary.					

RECREATION SERVICES

Service Overview

AVCSD provides a youth football program, and teen center drop-in trips and summer programs, such as Paleo Camp. Most classes are provided through a contract, where an instructor runs the program through the AVCSD Recreation Department. The teen center is run directly by the AVCSD Recreation Department.

AVCSD serves as a fiscal sponsor for organizations that provide recreational opportunities but do not either have insurance or need the funds channeled through a public agency. The District has in the past served as a fiscal agent to a group that received an MCOG grant to study the possibility of building a recreation trail; and an organization that saved a state park from closing. The District also sponsored resurfacing of the tennis courts and the youth football program.

Those groups or organization proposing new recreational opportunities within the District are required to submit a "Class/Event Proposal Form" which is then reviewed and signed-off by the Recreation Committee.

Both district residents and non-residents are allowed to use the District's recreational programs. There is no difference in fees. The District reported that very few facility and program users were non-residents. Membership is not required for the use of district facilities and programs.

Demand for Services

The District reported that the teen center had about 130 participants at Friday Night Drop-In from August 2010 through March 2011. Participants ranged from seventh graders to twelfth graders. Average attendance was 6.5 persons per Friday, with attendance ranging from two to 16.

AVCSD reported that demand for recreation and teen center services had been staying the same for the last three years. According to the District, there is a need for additional recreation services but no additional funding to finance them is available.

Infrastructure and Facilities

AVCSD operates the teen center located on SR 128 in Boonville. The property is owned by the Anderson Valley United Methodist Church. The teen center is a 40 by 40 foot room which was historically used as a drop in center weekly on Fridays from 6:00 to 9:00 PM, and for meetings and other activities several times a month. The condition of the facility was reported to be between good and fair. The Teen Center is currently more of an event-based organization as opposed to location-based, but still has access to its facility.

In addition, the District uses eight acres of school facilities at two sites.

Infrastructure Needs or Deficiencies

AVCSD is supporting community organizations that make improvements to recreational equipment and facilities. Most of the District's needs are fulfilled by volunteers. The maintenance of the teen center is the responsibility of the Methodist Church, and currently, volunteers are making improvements to the church building. AVCSD coordinated a number of grants with other agencies, including a grant to do a feasibility study on the development of a bike/hiking trail from Cloverdale to the Coast, and a grant to develop a track/par course between the health center and the high school. The tennis courts on the high school campus were just resurfaced by donations from the school and community and a United States Tennis Association (USTA) grant. A senior at the high school is in the process of resurfacing the basketball courts.

Shared Facilities and Regional Collaboration

The teen center is housed in the Methodist Church leased by the District for \$1.00 per year.

The Anderson Valley Museum is operated by the Anderson Valley Historical Society, which rents space from the District for \$1.00 per year.

The AVCSD Recreation Committee has collaborated with the school district to increase recreation opportunities and facilities. An example of such a collaboration includes the tennis courts built on school district property over 27 years ago through a grant received by AVCSD. The courts are maintained by the schools within the school district. The community park has been a collaborative project with the recreation committee providing oversight of the park and helping to promote enhancement and maintenance.

The Recreation Department conducts community outreach activities to inform its residents about available recreational opportunities.

Service Adequacy

This section reviews indicators of service adequacy, including variety of recreation services offered.

It is challenging to make a determination on whether the quantity and variety of recreation offerings are adequate for the area without conducting a public opinion survey in the District. AVCS D reported that it had limited funding and no employees to develop and maintain recreation services. The District offers a seemingly limited array of recreational programs. However, as previously mentioned in the Infrastructure Needs and Deficiencies and Shared Facilities and Regional Collaboration sections, the Recreation Department applies for and receives grants to expand its activities and build new facilities and collaborates with other agencies that are interested in new recreational opportunities for the area. Given the financial constraints, the District is providing adequate recreation opportunities for residents within the District.

The District has enough capacity to provide services that are already currently provided; however, there is not enough funding for additional recreational programs.

AIRPORT SERVICES

Service Overview

AVCSD provides airport services at the Boonville Airport. The airport is mostly used for general aviation. Airport parking is provided in the form of tie-downs, for which the District charges fees.

At an election on June 15, 1984, AVCSD was granted the authority to operate and maintain the Boonville Airport. On January 1, 1985 the title for the airport was conveyed to AVCSD by the County of Mendocino for \$1.00 until such time when AVCSD can no longer operate and maintain the airport, at which time the title would revert back to the County.

The Boonville Airport is managed by a District Board Member who is paid \$1.00 per year in order to establish a fiduciary relationship between the position and the District.

Demand for Services

The airport is open to public, both residents and non-residents alike. Fees are the same for all customers.

There are 10 airplanes based at the field, all of which are single engine airplanes. Aircraft operations average 50 operations (take off or landing) per week; with about 60 percent being transient general aviation, and 40 percent local general aviation.⁴

The District reported that the demand for airport services remained the same in the last few years. AVCSD has sufficient capacity to accommodate current service demand.

Infrastructure and Facilities

Boonville Airport covers 35 acres and has one runway surfaced with asphalt. There is no air traffic control tower, and the airport is unattended. The airport has a wind indicator and segmented circle.

The surface condition of the runway and markings are considered to be 'good' according to the Federal Aviation Administration (FAA) and the Caltrans Department of Aeronautics inspections.

⁴ <http://www.airnav.com/airport/D83>

Infrastructure Needs or Deficiencies

The District completed an engineering project in 2013 which prepared plans and specifications to widen the runway by 60-feet and resurface the entire runway. An FAA grant of \$70,200 was received for this project. The District is applying for an additional FAA grant of approximately \$900,000 in order to complete the construction phase of the runway project. Construction is anticipated to take place in the summer of 2014.

In 2016, the District intends to acquire additional land (to widen the south property line by 15-feet) in order to provide an adequate object-free area from the runway centerline; and acquire additional land adjacent to the transient parking area for future hangar construction.

Shared Facilities and Regional Collaboration

It was reported that Boonville Airport did not share any facilities with other agencies. No future opportunities for facility sharing were identified.

Service Adequacy

This section reviews indicators of service adequacy, including facility condition and FAA violations.

Boonville Airport was last inspected by the Caltrans Division of Aeronautics on January 23, 2014. No major violations were identified. According to the Division of Aeronautics report, the conditions of the runway and markings on the runway are adequate.

STREET LIGHTING SERVICES

Service Overview

AVCSD provides limited street lighting services within District boundaries through a contract with Pacific Gas and Electric Company (PG&E). Electrical costs for these street lights are paid for by the District.

Demand for Services

The District reported that it received about one service call per year. All lights are checked quarterly.

Infrastructure and Facilities

There are 27 public streetlights within the District, primarily located in Boonville. All lights are owned and maintained by PG&E. There are two private street lights at the Redwood Drive-In, paid for by the drive-in; as well as individual street lights installed by individual property owners.

Infrastructure Needs or Deficiencies

The District reported that the utility company installs new street lights for free if the poles are already existing.

AVCSD reported that there were no streetlight infrastructure needs.

Shared Facilities and Regional Collaboration

AVCSD oversees the street lighting services provided by PG&E.

Service Adequacy

This section reviews indicators of service adequacy, including length of response to service requests.

The District reported that it usually takes two to seven days to respond to a service call regarding a street light issue.

3. MSR DETERMINATIONS

Growth and Population Projections

1. There are approximately 3,700 residents within the District according to the 2010 Census.
2. The population of the District has increased over the last few years, due to growth in wineries in Anderson Valley. The majority of growth occurred in the Boonville area.
3. Moderate growth is anticipated within its boundaries in the next few years. Small parcel residential subdivisions and minor residential subdivisions (4-lots or less) are scattered throughout Anderson Valley.
4. Potential growth may also result from further growth in the wine industry in the region and more retirees moving into the area.

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

5. Within the Anderson Valley Community Service District boundary, there exist two Disadvantaged Unincorporated Communities (DUCs). They are Boonville, a 'census designated place' with an estimated population of 1,035, and located in the central portion of the District at the intersection of State Route 128 and State Route 253. The second is Philo, a 'census designated place' with an estimated population of 349, and located just northwest of Boonville along State Route 128. Both Boonville and Philo qualify as DUCs because their median household income is less than 80% of the State median household income of \$61,632. For Boonville, the median household income is \$40,242 (or 65.3% of the State median household income), while Philo is \$40,875 (or 66.3% of the State median household income).
6. For AVCSO, one of the three basic services – structural fire protection – is provided by the District. The AVCSO Fire Department provides adequate structural fire protection to Boonville and Philo. The District maintains a strong presence in Boonville where the main fire station is located, and in Philo where two satellite fire stations are located. The District does not provide water or sewer services, and is therefore not responsible for assuring that these services are adequately provided to the community.

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

7. The District's current facilities generally have the capacity to adequately serve current demand and future growth for fire protection, airport operations and street lighting services. However, the Fire Department struggles to provide a sufficient level of services in the eastern remote area of the District and relies heavily on mutual aid.
8. Recreation services currently provided are adequately delivered. However, there is an additional need for more recreational programs, but lack of funding for their implementation.
9. The AVCSD Fire Department reported that Old Philo Station needed structural repair and rewiring; and Navarro Station similarly needed rewiring and insulation. The Signal Ridge Station reportedly needs to be replaced with a small metal building.
10. AVCSD is working on multiple infrastructure improvements including a new fire station at Holmes Ranch, a control tower/restroom building at the airport, and resurfacing the tennis courts at the high school. The District is also supporting community organizations that make improvements to recreational equipment and facilities. Most of the District's needs are fulfilled by volunteers.
11. The airport is currently pursuing a federal grant to widen the runway to 60 feet and resurface the entire runway. Completion is scheduled for the summer of 2014.
12. AVCSD reported that there were no streetlight infrastructure needs.
13. Capital improvement needs for the District are generally planned in the budget. However, in 2007, the Airport Department developed a Capital Improvement Plan (CIP). The Fire Chief reported that the Fire Department Long Range Plan is a planning tool for the fire department.

Financial Ability of Agency to Provide Services

14. AVCSD reported that current financing levels were adequate to deliver services. However, there is not enough funding to accommodate an additional need for expansion of recreational services.

15. Additional financing opportunities identified by the District include grants for the teen center and airport, impact fees, and going to the voters for approval of a new benefit assessment when the current assessment becomes inadequate.
16. AVCS D charges minimal fees for recreational and airport services.
17. The fire department receives income from a special tax which varies depending on the type of parcel and square footage. The department charges \$168 per parcel per year to provide contract services to those parcels with out-of-area service agreements. The District's out-of-County strike team gets reimbursed for responding to wild fires. The AVCS D Fire Department also charges emergency fire response fees for providing services to non-residents who do not have a contract with the District.
18. In FY 11-12, total expenditures exceeded total revenues by \$58,943.
19. Long-term debt at the end of FY 11-12 consisted of a capital lease, secured for the firehouse and a 2005 fire truck. The loan is scheduled to be paid off in 2014.
20. Every department of AVCS D, except for street lighting and the teen center, maintains financial reserves.

Status and Opportunities for Shared Facilities

21. Multiple fire stations operated by AVCS D are owned by other entities. The District collaborates with other fire service providers through statewide and countywide mutual aid agreements. AVCS D has contributed to the creation of the Mendocino Fire Plan through the Mendocino County Fire Safe Council. The District is a member of the California Special Districts Association (CSDA), the Mendocino County Fire Safe Council, and the Mendocino County Fire Chief's Association.
22. The teen center is housed in the Methodist Church leased by the District for \$1.00 per year. The AVCS D Recreation Committee has collaborated with the school district to increase recreation opportunities and facilities.
23. AVCS D oversees the street lighting services provided by PG&E.
24. It was reported that Boonville Airport did not share any facilities with other agencies.
25. None of the departments identified future opportunities for facility sharing.

Accountability for Community Services, Including Governmental Structure and Operational Efficiencies

26. AVCSD is governed by an elected five-person Board of Directors. The Board Members and district residents also form committees to better oversee operations of each service offered by the CSD. In addition to the required agendas and minutes, AVCSD tries to inform its constituents through multiple outreach activities.
27. The District maintains a website where it posts information about district activities, documents and updates.
28. An alternative governance structure option is for the District to annex the parcels it is currently serving through contracts and which it proposes to be serving through contracts.
29. The agency demonstrated accountability in its cooperation with the Mendocino LAFCo information requests.

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