

SAN MATEO



# LOCAL AGENCY FORMATION COMMISSION

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**May 14, 2025**

**To:** LAFCo Commissioners

**From:** Sarah Flamm, Management Analyst  
Rob Bartoli, Executive Officer

**Subject:** Consideration of Final Municipal Service Review Municipal Service Review for the Coastside Fire Protection District

## **Summary and Background**

This Municipal Service Review (MSR) examines the Coastside Fire Protection District (CFPD) and represents the first MSR completed for this District. CFPD is an independent special district in coastal San Mateo County with a Sphere of Influence that is coterminous with the District's current boundaries. CFPD protects a population of approximately 24,235 people (Census 2020) over 50 square miles of land. CFPD includes territories in the City of Half Moon Bay, Montara, El Granada, Moss Beach, Miramar, Princeton and other unincorporated areas of San Mateo County.

The District was formed in 2007 when LAFCo approved a consolidation between the Half Moon Bay Fire District and with the Point Montara Fire District. Shortly thereafter, in 2008, the District entered into a cooperative fire protection agreement with the California Department of Forestry and Fire Protection (CAL Fire) to provide all personnel and fire protection services. All employees of the District are employees of the State of California. The goal of this arrangement is to reduce cost and acquire resources and operational efficiencies through CAL FIRE. Under the current contract, CAL FIRE will continue providing fire protection services for seven years, from July 1, 2020 to June 30, 2027, for a total Not-to-Exceed amount of \$70.9M.

Revenue received by CFPD is sufficient for ongoing operations and maintenance expenditures, and there are no ongoing concerns regarding the District's financial ability to provide services. There are a total of 38.7 Full Time Equivalent (FTE) employees of CAL FIRE, contracted with CFPD. The District also has 12 volunteer fire fighter positions.

**COMMISSIONERS:** RAY MUELLER, CHAIR, COUNTY • VIRGINIA CHANG KIRALY, VICE CHAIR, SPECIAL DISTRICT • KATI MARTIN, SPECIAL DISTRICT  
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**STAFF:** ROB BARTOLI, EXECUTIVE OFFICER • SARAH FLAMM, MANAGEMENT ANALYST • TIM FOX, LEGAL COUNSEL •

DIANE ESTIPONA, CLERK

## **Comments On and Updates to Final Municipal Service Review**

San Mateo LAFCo staff did not receive any comments on the Draft Municipal Service Review.

## **Current Key Issues**

Key issues identified in compiling information on the Coastside Fire Protection District include:

- LAFCo staff does not have any concerns regarding the adequacy of the public services being delivered by the CFPD. However, the District does have outstanding California Public Employees' Retirement System (CalPERS) liabilities in the projected amount of \$13,763,066 as of June 30, 2023 related to legacy costs from the Half Moon Bay Fire District and the Point Montara Fire District.
- CFPD is the first-due/first response resource to the following areas which are outside official district boundaries: San Mateo County Fire Department jurisdiction on Highway 1 north of 1<sup>st</sup> Street in Montara and south of the City of Pacifica's corporate boundaries; the Quarry Park area; and the Tamarind Street and Purisima Way areas in the mid-coast to the east of CFPD's boundary. These areas are identified to be included within the amendment SOI for CFPD. See Attachment A.
- On February 24, 2025, the CAL FIRE state Fire Marshall published the new draft Local Response Area (LRA) Fire Hazard Severity Zone maps. New land in Half Moon Bay and the unincorporated areas within CFPD were included in the new moderate, high, and very high hazard designation. Any new regulations or requirements stemming from these changes in Severity Zone designation would be regulated by the City of Half Moon Bay, the County of San Mateo, and CFPD, which could result in a greater number of inspections and enforcement responsibilities for the District.

### **I. Proposed Municipal Service Review Determinations and Recommendations** **Growth and Population Determination**

Growth within the Coastside Fire Protection District service area is projected to be 1-5% over the next 5-10 years and will not directly impact the District's service needs and demands. It is notable, however, that CFPD is a popular destination for tourists throughout the year. An influx of visitors to festivals and beaches may result in temporary increases in demand for services. If area within the amended Sphere of Influence for CFPD is annexed to the District, service impacts will likely be minimal as the District is already providing service within these areas.

**Recommendation:** None

### **II. Disadvantaged Unincorporated Communities Determination**

Coastside Fire Protection District's sphere of influence and corporate boundaries do not include disadvantaged unincorporated communities. However, the District does contain two Environmental Justice Communities—Princeton and Moonridge—and is sometimes dispatched by San Mateo County's Public Safety Communications Center to provide fire protection and

emergency response services outside its boundaries to Pescadero West which is a High Priority Environmental Justice Community. Currently there is no reorganization necessary for CFPD.

**Recommendation:** None

### **III. Capacity and Adequacy of Public Facilities and Services Determination**

CFPD has undergone recent upgrades to its fire stations and consistently meets equipment and apparatus maintenance and replacements according to schedule. It is well equipped to serve the residents, visitors and businesses inside and adjacent to its official district boundaries. All upgrades to fire stations and equipment are fully funded through existing property tax revenue and/or Internal Service Funds.

**Recommendation:** None.

### **IV. Financial Ability Determination**

The District engages in responsible budgeting practices and is able to fully fund its operations. Budgets and contracts are transparent, and documents are available on the District's website. While the District has no long-term debt, it does have outstanding CalPERS liabilities in the projected amount of \$13,763,066 as of June 30, 2023. The District has employed the firm Foster & Foster to explore how to meet this obligation. As of February 2025, the Board of Directors has not yet decided how to proceed.

**Recommendation:**

1. LAFCo encourages the District Board of Directors to evaluation options that continues to address CalPERS Safety Plan liabilities.

### **V. Shared Service and Facilities Determination**

Through this MSR process, LAFCo staff has not identified any new opportunities for shared services or facilities. The CFPD currently partners with multiple agencies, including the San Mateo County Fire Department, North County Fire Protection District, and other special districts in providing emergency response services within the District, and in adjacent lands.

CFPD shares dispatch services through the County's Public Safety Communications Center, participates in the Pre-Hospital Emergency Services Providers Group, and contracts with CAL FIRE for personnel and services.

**Recommendation:** None

### **VI. Accountability, Structure, and Efficiencies Determination**

The District practices transparent budgeting and operations, recording its Board Meetings and publishing agendas, minutes, and staff reports on its website. It also maintains meeting archives

available online. The District has adopted all three recommendations from the San Mateo County Civil Grand Jury's 2023-24 report to annually evaluate and report to its Board of Directors on organizational risks and internal controls. In 2020, the District received the Transparency Certificate of Excellence from the Special District Leadership Foundation. This certificate highlights an agency's commitment to government transparency requirements, including the completion of ethics training for commissioners, adherence to the Brown Act for public meetings, and filing and reporting on financial transactions to the State in a timely manner.

The District is achieving operational efficiencies from its contract with CAL FIRE. CFPD has consistently achieved the goals identified in its annual Strategic Business Plans, and has adopted a new 2025 Strategic Business Plan.

**Recommendation:** None.

## **VII. Other Issues Determination**

CFPD collaborates with several agencies, such as the County of San Mateo, the San Mateo County Harbor District, the California Resource Conservation District, and others related to hazard mitigation and climate change.

**Recommendation:** None.

### **Sphere of Influence Determinations**

As required by State law, LAFCo is required to make five written determinations when establishing, amending, or updating an SOI for any local agency as set forth in Government Code Section 56425(e) that addresses the following:

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

CFPD is comprised of a range of land use designations, including tidelands, submerged lands, residential, commercial, industrial, open space, agricultural and rural. The District boundaries contain land that is under the jurisdiction of the County of San Mateo, the City of Half Moon Bay, the California Coastal Commission, as well as other agencies that have land use review authority. The District's mission is "to protect the lives, environment, and property of the community through fire suppression, fire prevention, emergency medical services, rescue services, public education and other related services."

#### **II. The present and probable need for public facilities and services in the area.**

Since the formation of CFPD, the District has regularly provided services not only within its district boundaries, but also to emergencies outside its official district boundaries. The Sphere of Influence for Coastside Fire Protection District is recommended to be updated to include the following areas in which it is regularly the first on scene and/or primary unit responder: County

Fire Zone 22, Quarry Park, and parcels along Tamarind St. and Purisima Way. See Attachment A. The proposed Sphere of Influence amendment would allow for future annexations of areas that CFPD is already serving and responding to. This would allow CFPD to collect property tax revenue from these areas and implement CFPD adopted fire code regulations to parcels the District already responds to. The Tunitas Creek Road area and the Harbor District area among others, are not proposed to be included within the SOI at this time as service in this area is a mix between CFPD and County Fire.

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

Under the current contract, CAL FIRE provides Emergency Fire Protection, Medical, and Rescue Response; Basic Life Support Services; Advanced Life Support Services; Fire Code Inspection, Prevention and Enforcement Services; Land Use/Pre-Fire Planning Services; Disaster Planning Services and specific service descriptions and staffing coverage. The CAL FIRE contract is fully funded by property tax revenue. The District is responsible for all costs associated with property and apparatus required for CAL FIRE personnel to perform their jobs. The District has fully funded its mobile apparatus replacements according to schedule and needs. The District also has three new or recently upgraded fire stations. The oldest station was built in 1998, and the newest is set for completion by the end of 2025.

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

CFPD includes the City of Half Moon Bay and unincorporated areas which host annual festivals that attract tourists. The District also encompasses beaches and commercial areas that are generally considered economic communities of interest.

**V. For an update of a SOI of a city or special district that provides public facilities or services related to sewers, municipal and industrial water, or structural fire protection, that occurs pursuant to Section 56425(g) on or after July 1, 2012, the present and probable need for those public facilities and services of any disadvantaged unincorporated communities within the existing sphere of influence.**

There are no disadvantaged unincorporated communities within CFPD boundaries, or in any areas in which CFPD provides services.

**Public/Agency Involvement**

San Mateo LAFCo submitted a request for data to the District, and on October 28, 2024, the District provided a response to this request. The information from the District's response has been incorporated into this report. Additional primary sources of information used in this MSR include the Adopted Budgets, Basic Financial Reports and Audits, the Strategic Business Plan, Meeting Minutes and Staff Reports, and Calls for Service data. No comments were submitted during the public review of the Draft MSR.

### **Environmental Review/CEQA**

The MSR is categorically exempt from the environmental review requirements of the California Environmental Quality Act (CEQA) under Section 15303, Class 6, which allows for the basic data collection, research, experimental management, and resource evaluation activities that do not result in a serious or major disturbance to an environmental resource. The MSR collects data for the purpose of evaluating municipal services provided by an agency. There are no land use changes or environmental impacts created by this study.

The MSR is also exempt from CEQA under section 15061(b)(3), the common sense provision, which states that CEQA applies only to projects which have the potential to cause a significant effect on the environment and where it is certain that the activity will have no possible significant effect on the environment, the activity is exempt from CEQA.

The MSR and SOI update will not have a significant effect on the environment as there are no land use changes associated with the documents.

### **Staff's Recommendation to Commission**

1. Open the public hearing and accept public comment.
2. Accept the Final Municipal Service Review for the Coastside Fire Protection District.
3. Adopt the Municipal Service Review Determinations and Recommendations contained in this report.

### **Attachments**

- A. Final Municipal Service Review for the Coastside Fire Protection District
- B. Proposed SOI Map for the Coastside Fire Protection District
- C. Resolution No. 1339
- D. MSR Areas of Determinations and Recommendations for Coastside Fire Protection District



**LOCAL AGENCY FORMATION COMMISSION**

**Municipal Service Review and Sphere of Influence  
Review for the Coastside Fire Protection District**

**Final**

**Adopted May 21, 2025**

Municipal Service Review and Sphere of Influence Review for the Coastside Fire Protection District

**SUBJECT AGENCY:**

**Coastside Fire Protection District**

1191 Main Street

Half Moon Bay, California 94019

Contact: Jed Wilson, Unit Fire Chief

**CONDUCTED BY:**

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Diane Estipona, Commission Clerk

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**Municipal Service Review and Sphere of Influence Review  
Coastside Fire Protection District**

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## **EXECUTIVE SUMMARY**

### **Section 1: MSR Overview**

This report is a Municipal Service Review (MSR) and Sphere of Influence (SOI) review for the Coastside Fire Protection District (CFPD). California Government Code Section 56430 requires that the Local Agency Formation Commissions (LAFCo’s) complete MSRs and SOI reviews on all cities and special districts. LAFCo is an independent entity with jurisdiction over the boundaries of cities and special districts. An SOI is a plan for the boundaries of a city or special district. The MSR and SOI do not represent a proposal<sup>1</sup> for reorganization of agencies, but rather a State-mandated study of service provisions of an agency.

Once adopted, the service review determinations are considered in reviewing and updating the SOI pursuant to Section 56425. The SOI, which serves as the plan for boundaries of a special district, is discussed in the second part of this report. This State-mandated study is intended to identify municipal service delivery challenges and opportunities and provides an opportunity for the public and affected agencies to comment on city, county, or special district services and finance; and opportunities to share resources prior to LAFCo adoption of required determinations.

### **San Mateo Local Agency Formation Commission**

San Mateo Local Agency Formation Commission (LAFCo or “the Commission”) is a State-mandated, independent commission with county-wide jurisdiction over the boundaries and organization of cities and special districts including annexations, detachments, incorporations, formations, and dissolutions. LAFCo also has authority over extensions of service outside city or district boundaries, and activation or divestiture of special district powers. The purpose of the Commission includes discouraging urban sprawl, preserving open space and prime agricultural lands, planning for the efficient provision of government services, and encouraging the orderly formation and development of local agencies based upon local conditions and circumstances. LAFCo operates pursuant to the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (CKH Act) contained in California Government Code Sections 56000 and 57000. The Commission includes two members of the County Board of Supervisors, two city councilmembers from two of the County’s 20 cities, two special district board members from two of the 21 independent special districts, one member of the public, and four alternate members (county, city, special district, and public).

In 1985, San Mateo LAFCo first prepared comprehensive SOI studies and adopted SOI’s for the County’s cities and special districts. Subsequently, LAFCo reviewed and updated SOI’s on a three-year cycle. SOI updates focus on changes in service demand within the boundaries of cities and special districts. In 2003, in order to comply with the newly enacted CKH Act, LAFCo began the process of preparing SOI updates/reviews in conjunction with or following a Municipal Service Reviews (MSR).

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<sup>1</sup> An application for annexation may be submitted by 5 percent of the voters or landowners of territory proposed for annexation or by resolution of the District.

### Local Government in San Mateo County

Municipal service providers in San Mateo County include the County of San Mateo, 20 cities, 21 independent special districts, six subsidiary districts governed by city councils, and 33 County-governed special districts. Independent special districts provide a limited set of services based on their enabling legislation (i.e., fire, water, sanitation, etc.), while cities generally provide a wider array of basic services including police, recreation programs, planning, street repair, and building inspection. The County, as a subdivision of the State, provides a vast array of services for all residents across its cities, special districts and subsidiary districts, including social services, public health protection, housing programs, property tax assessments, tax collection, elections, and public safety. The County also provides basic municipal services for residents who live in unincorporated areas who are not part of any city or special district. According to Census 2020 data, 63,205 of the County’s total 765,417 residents live in unincorporated areas.

### Purpose of a Municipal Service Review

This Municipal Service Review (MSR) examines the Coastside Fire Protection District (CFPD) and represents the first MSR completed for this District. CFPD is an independent special district in coastal San Mateo County with a Sphere of Influence that is coterminous with the District’s current boundaries.

LAFCo prepared this MSR based on CFPD source documents that included Adopted Budgets, Basic Financial Reports and Audits, the Strategic Business Plan, Meeting Minutes and Staff Reports, and Calls for Service data. Draft MSRs are first circulated to the District under study, as well as interested individuals and groups. The Final MSR will include comments on the circulation draft as well as LAFCo staff’s recommended determinations to be presented before the Commission for consideration during its public meeting. MSR determinations must be adopted before the Commission updates or amends a SOI.

Per Government Code Section 56430, LAFCo is required to include the following areas in the MSR determinations:

- Growth and population projections for the affected area.
- The location and characteristics of any disadvantaged unincorporated communities<sup>2</sup> within or contiguous to the SOI.
- Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies including needs or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any disadvantaged, unincorporated communities within or contiguous to the SOI.
- Financial ability of agency to provide services.
- Status of, and opportunities for shared facilities.

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<sup>2</sup> “Disadvantaged community” means a community with an annual median household income that is less than 80 percent of the Statewide annual median household income. This area of determination does not apply to the study area.

- Accountability for community service needs, including governmental structure and operational efficiencies.
- Any other matter related to effective or efficient service delivery, as required by LAFCo policy.
  - Water Resiliency and Climate Change
  - Impact of Natural Hazards and Mitigation Planning

Per Government Code Section 56425, LAFCo is required to make five written determinations when establishing, amending, or updating a SOI for any local agency that address 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.
5. For an update of a sphere of influence of a city or special district that provides public facilities or services related to sewers, municipal and industrial water, or structural fire protection, that occurs pursuant to Section 56425(g) on or after July 1, 2012, the present and probable need for those public facilities and services of any disadvantaged unincorporated communities within the existing sphere of influence.

#### Disadvantaged Unincorporated Communities

In 2011, SB 244 (Chapter 513, Statutes of 2011) made changes to the CKH Act related to “disadvantaged unincorporated communities,” including the addition of MSR determination #2 and SOI determination #5 listed above. Disadvantaged unincorporated communities, or “DUCs,” are inhabited, unincorporated territories (containing 12 or more registered voters) where the annual median household income is less than 80 percent of the statewide annual median household income. There are no disadvantaged unincorporated communities within the District’s current boundaries or within its service area.

#### Section 2. Summary of Key Issues

This is the first MSR study conducted by San Mateo LAFCo for the Coastside Fire Protection District (CFPD, the District). The District was formed in 2007 when LAFCo approved a consolidation between the Half Moon Bay Fire District and with the Point Montara Fire District (Attachment B). Shortly thereafter, in 2008, the District entered into a cooperative fire protection agreement with the California Department of Forestry and Fire Protection (CAL FIRE) to provide all personnel and fire protection services. All employees of the District are employees of the State of California. The District Board of Directors sets the District’s budget and policies, and is responsible for providing all fire protection equipment and facilities.

Existing revenue is sufficient for ongoing operations and maintenance expenditures and there are no ongoing concerns regarding the District’s financial ability to provide services. In the event of a catastrophic emergency, the District has the capacity to respond and scale up with the establishment of mutual aid agreements from neighboring fire agencies. District personnel are regularly dispatched to emergencies outside the official District boundaries. CFPD is the first-due/first response resource to the following areas:

- San Mateo County Fire Department jurisdiction (zone COF22) on Highway 1 north of 1<sup>st</sup> Street in Montara and south of the City of Pacifica’s corporate boundaries.
- The Quarry Park area, and other areas of the mid-coast to the east of CFPD’s boundary.
- The Tunitas Creek Road area south of the District.

In general, special districts should adjust their boundaries to accurately reflect where services are being provided. This should be weighed against the fact that emergency response is a unique service area that requires cooperation and automatic mutual aid amongst local agencies across corporate boundaries to protect and serve the public. This topic is discussed in greater detail in Section 6.

On February 24, 2025, the CAL FIRE state Fire Marshall published the new draft Local Response Area (LRA) Fire Hazard Severity Zone maps. New land in Half Moon Bay and the unincorporated areas within CFPD were included in the new moderate, high and very high hazard designation. Any new regulations or requirements stemming from these changes in Severity Zone designation would be regulated by the City of Half Moon Bay, the County of San Mateo, and CFPD, which could result in a greater number of inspections and enforcement responsibilities for the District.

The District practices transparent budgeting and operations. Board Meetings are held at 4pm every other Wednesday, and streamed on Zoom. The public can participate online as well as in person to provide comments. Archived recordings of Board Meetings are published on the District’s website, along with agendas, minutes, and staff reports. **Section 3: Affected Agencies**

**Cities and County:** City of Half Moon Bay, San Mateo County unincorporated communities including Montara, Moss Beach, Princeton-by-the-Sea, El Granada, and Miramar

**School Districts:** Cabrillo Unified School District

**Independent Special Districts:** Montara Water and Sanitary District, Coastside County Water District, Granada Community Services District

**Dependent Special Districts:** County Service Area No. 6 Streetlighting, Montara Highway Lighting District, Granada Highway Lighting District

## **Section 4: Coastside Fire Protection District**

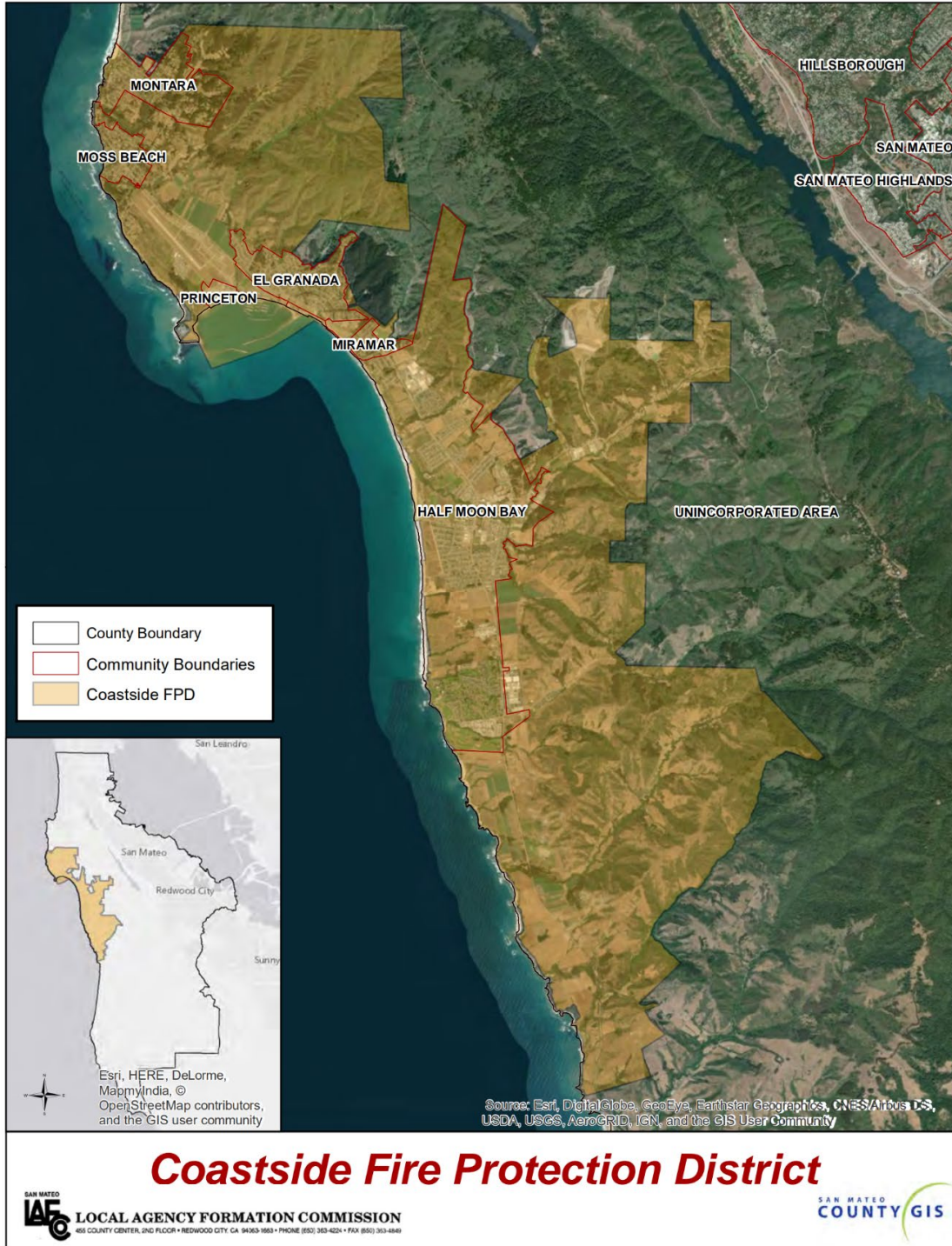
### **Background and Overview**

The Coastside Fire Protection District (CFPD) was formed on October 1, 2007 by consolidating the Half Moon Bay Fire Protection District (established in 1899, formed as a district in 1923,

reorganized in 1965) and the Point Montara Fire Protection District (formed in 1954). On June 1, 2008, the District contracted with the Department of Forestry Fire Services (CAL FIRE) to provide fire protection service including management, operation and personnel for the District, and transferred all of its employees except one full time employee to CAL FIRE.

CFPD is an independent special district that protects a population of approximately 24,235 people (Census 2020) over 50 square miles of land. CFPD includes territories in the City of Half Moon Bay, Montara, El Granada, Moss Beach, Miramar, Princeton and other unincorporated areas of San Mateo County. Figure 1 shows the current District boundaries.

*Figure 1. Current District Map*



Source: San Mateo County Information Services Department

As of September 2024, the CFPD ISO rating is a 3/3X.<sup>3</sup> CFPD has three fire stations and one administrative office. Fire Station No. 44 is in Moss Beach, Fire Station No. 41 is in El Granada, and Fire Station No. 40 and the administration office are co-located in Half Moon Bay.

CFPD is one of eleven fire agencies protecting 20 cities and towns, several unincorporated communities and the unincorporated areas of San Mateo County, as depicted in Table 1 below.

*Table 1. San Mateo County Fire Agencies*

<b>Fire Department</b>	<b>Organization Structure</b>
Central County Fire	Joint Powers Authority
Coastside Fire Protection District	District
Colma Fire Protection District	District
Menlo Park Fire Protection District	District
North County Fire Authority	Joint Powers Authority
Redwood City	City Department
San Bruno	City Department
San Mateo Consolidated	Joint Powers Authority
San Mateo County/CALFIRE	State Agency by Contract with County
South San Francisco	City Department
Woodside Fire Protection District	District

**Governance & Statutory Authority**

Government Code Section 56425 (i) and (j) requires that in conducting MSRs, LAFCo’s prepare an inventory of all authorized powers under a district’s enabling legislation and identify those powers that are active versus inactive. Government Code Section 56824.12 requires that before a District activates an inactive service or divests of an active service, it must first apply to LAFCo and obtain LAFCo approval. The CFPD was formed and is operating pursuant to Section 13800 et seq. of the CA Health and Safety Code. The CFPD is empowered to provide the following services: fire protection, rescue, emergency medical services, hazardous material emergency response, ambulance, and any other services relating to the protection of lives and property. CFPD is providing the full set of services authorized by the enabling legislation.<sup>4</sup>

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<sup>3</sup> ISO rating 3/3X refers to the public protection classification, with scores between 1 and 10, and lower numbers indicating a better score. Many variables are incorporated in the rating, including the area’s water supply for firefighting, the type and quantity of apparatus available to respond to fires, and staffing levels. The first number refers to the class that applies to properties within 5 road miles of a fire station and within 1,000 feet of a hydrant. The second number is the class that applies to properties within 5 road miles of a fire station but beyond 1000 feet of a hydrant.

<sup>4</sup> Fire Protection District Law of 1987, Health and Safety Code Section 13800, [Fire+Protection+District+Law+of+1987.pdf](#)

The CFPD Board of Directors is the governing body of the District. The Board is comprised of five Directors, each elected in district elections to serve a four-year term.<sup>5</sup> The Board develops and implements policies, provides strategy and plans regarding the future of the District, provides oversight of District operations and finances, and reviews and approves annual budgets audits and contracts.<sup>6</sup>

### CFPD Service Agreements

#### *CAL FIRE*

On June 2, 2008, Coastside Fire Protection District's Board of Directors entered into a cooperative fire protection agreement with CAL FIRE (California Department of Forestry and Fire Protection) to supply all management and personnel necessary to perform fire protection services. The original agreement was for two years, through June 30, 2010 for a total not to exceed amount of \$6,177,289. The goal of this arrangement is to reduce cost and acquire resources and operational efficiencies through CAL FIRE.

On July 1, 2020, CFPD and CAL FIRE renewed their contract for a third time (Resolution No. 2020-46). Under the contract renewal, CAL FIRE will continue providing fire protection services for seven years, from July 1, 2020 to June 30, 2027, for a total Not-to-Exceed amount of \$70.9M. The agreement functions on a reimbursement basis: the District makes quarterly payments based on the actual cost of services. There are a total of 38.7 Full Time Equivalent (FTE) employees of CAL FIRE, contracted with CFPD. CFPD also has 12 volunteer fire fighter positions. Notably, four volunteer fire fighters have served CFPD for decades. As of Feb 2024, one volunteer has served 50 years, another 45 years, another 30 years, and another 10 years.

Under the current contract, CAL FIRE provides Emergency Fire Protection, Medical, and Rescue Response; Basic Life Support Services; Advanced Life Support Services; Fire Code Inspection, Prevention and Enforcement Services; Land Use/Pre-Fire Planning Services; Disaster Planning Services and specific service descriptions and staffing coverage. In turn, CFPD is responsible for all costs associated with property and apparatus required for CAL FIRE personnel to perform their jobs.

#### *Dispatch*

All fire agencies in San Mateo County, including Coastside Fire Protection District, are dispatched through San Mateo County's Public Safety Communications Center.<sup>7</sup> Under this agreement, the County is able to dispatch responders across agency boundaries. In FY 2024-25, CFPD budgeted \$75,000 for these dispatch services.

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<sup>5</sup> In 2007, the Board consisted of 9 members elected at-large. In 2009 the Board reconstituted to seven members. In December of 2011, the Board sized down to five members. The District switched to district elections in 2022, as mandated by the State.

<sup>6</sup> Coastside Fire Protection District Board Policies Handbook 2024

<sup>7</sup> In accordance with the 1994 "Net Six Joint Powers Authority" agreement.

*San Mateo Pre-Hospital Emergency Services Providers Group*

In September 1997, fire agencies in San Mateo County established the San Mateo Pre-Hospital Emergency Services Providers Group through a Joint Powers Agreement.<sup>8</sup> This group provides pre-hospital emergency services (i.e. paramedic, ambulance and Advanced Life Support) in San Mateo County. The District receives revenue on a monthly basis for its portion of revenue from the Group. This amount totaled \$90,000 in FY 2023-24. In June 2019, the contract was reauthorized for an additional five years and signed with the option of an additional five-year term to June 30, 2029.

Revenue

Property tax comprises the main revenue source for Coastside Fire Protection District, accounting for approximately 94% of the District’s total revenue in FY 2024-25. Implementation of Proposition 13 in 1978 resulted in Coastside Fire Protection District receiving a share of the 1 percent property tax countywide in perpetuity. In Fiscal Year 2024-25, this amount was approximately \$12.2 million. The District also receives revenue from Fire Marshall services at an 80% cost recovery schedule.<sup>9</sup> These services include inspections, false alarm responses, temporary operational permits, building plan reviews, and more. More discussion of the District’s revenue can be found in Section 5, subsection 4: Financial Ability.

Prior Municipal Service Reviews and Current SOI

San Mateo LAFCo has not previously conducted a Municipal Service Review (MSR) or Sphere of Influence (SOI) update for Coastside Fire Protection District. In October 2008, LAFCo reviewed the SOI’s for jurisdictions along the San Mateo coastal region and stated that CFPD’s SOI is coterminous with District boundaries, as defined during CFPD’s formation in 2007 when Pt. Montara and Half Moon Bay Fire Protection District were consolidated.

**Section 5: Municipal Service Review**

The MSR determinations checked below are potentially significant, as indicated by “yes” or “maybe” answers to the key policy questions in the checklist and corresponding discussion on the following pages. If most or all determinations are not significant, as indicated by “no” answers, the Commission may find that an MSR update is not warranted.

1) Growth and Population

Growth and population projections for the affected area.	<i>Yes</i>	<i>Maybe</i>	<i>No</i>
Is the agency’s territory or surrounding area expected to experience any significant population change or development over the next 5-10 years?			X

<sup>8</sup> [JPA Medical Services Group](#)

<sup>9</sup> Cost Recovery and Fee Schedule Policy Nov 13, 2023

Will population changes have an impact on the subject agency’s service needs and demands?		X	
Will projected growth require a change in the agency’s service boundary?			X

**Discussion**

- a) Is the agency’s territory or surrounding area expected to experience any significant population change or development over the next 5-10 years?

Over the next 5-10 years, no significant population change or development is expected within the current CFPD boundaries based on a review of planning documents from the County of San Mateo, City of Half Moon Bay, and the Association of Bay Area Governments. Growth in the coastal area which encompasses CFPD is substantially limited by water supply, wastewater treatment capacity and land use policies, amongst other factors.

As of 2020, the District’s population is 24,235. Nearly half of the District’s population lives in the City of Half Moon Bay, while the remainder live in unincorporated communities. The projected population growth rate for this region for the ten-year period from 2025-2035 is between 1 to 5%.<sup>10</sup> This is below the growth rate of the larger Bay Area.<sup>11</sup> Projected demand for CFPD services is influenced by both by population and the geography of the service area.

CFPD land contains hilly terrain covered with combustible natural vegetation including eucalyptus trees. These areas have narrow roadways with steep grades and are difficult to access. CFPD also contains coastal zones that experience dense fog and rain, leading to hazardous road conditions, rockslides, and flooding. These conditions can result in many vehicular accidents. CFPD is also within a high activity seismic geological zone. During a seismic event, there is a great risk that there will be many emergency calls occurring simultaneously with multiple fires, breakage of water and gas mains, electrical power outages, and collapsed structures. In addition to resident population, demand for service is also influenced by visitor-serving facilities and development such as parks, beaches, coastal recreation activities and Highways 1 and 92.

- b) Will the population changes have an impact on the subject agency’s service needs and demands?

The District’s population is projected to remain relatively flat, therefore should not impact CFPD’s service needs and demands. It is notable, however, that CFPD is a popular destination for tourists throughout the year. An influx of visitors to festivals and beaches may result in temporary increases in demand for services.

<sup>10</sup> Association of Bay Area Governments (ABAG) [Projections 2040 - Forecasts for Population Households and Jobs](#)

<sup>11</sup> [2023-2031 Housing Element Update | Half Moon Bay, CA](#)

Indeed, over the 12-year period from 2008 to 2020, the number of CFPD full time equivalent employees (FTE’s) increased by only 3 FTE or 8%, from 35.7 FTE to 38.7 FTE (added positions included a Fire Captain, Fire Apparatus Engineer, and Division Chief for Operations).

c) Will projected growth require a change in the agency’s service boundary?

No change is required.

**Growth and Population MSR Determination**

Growth within the Coastside Fire Protection District service area is projected to be 1-5% over the next 5-10 years and will not directly impact the District’s service needs and demands. If area within the amended Sphere of Influence for CFPD is annexed to the District, service impacts will likely be minimal as the District is already providing service within these areas (See Section 6 for additional information).

2) Disadvantaged Unincorporated Communities

The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence.	<b>Yes</b>	<b>Maybe</b>	<b>No</b>
a) Does the subject agency provide public services related to sewers, municipal and industrial water, or structural fire protection?	X		
b) Are there any “inhabited unincorporated communities” within or adjacent to the subject agency’s sphere of influence that are considered “disadvantaged” (80% or less of the Statewide median household income)?		X	
c) If “yes” to both a) and b), is it feasible for the agency to be reorganized such that it can extend service to the disadvantaged unincorporated community? (if “no” to either a) or b), this question may be skipped)		X	

**Discussion:**

There are no disadvantaged unincorporated communities within CFPD. However, San Mateo County has identified two communities within District boundaries, Princeton and Moonridge, as Environmental Justice Communities.<sup>12</sup> According to this designation, Princeton and Moonridge are low-income communities where residents face two or three pollution or hazard indicators. The County has identified Pescadero West, a community adjacent to CFPD in which CFPD personnel often provide services, as a High Priority Environmental Justice Community. This

<sup>12</sup> San Mateo County Environmental Justice Element: Draft Technical Appendix, 2/11/2025

designation means that it is low-income and residents face four or more pollution or hazard indicators. No CFPD reorganization is necessary to serve these communities.

- a) Does the subject agency provide public services related to sewers, municipal and industrial water, or structural fire protection?

Yes, the Coastside Fire Protection District provides structural fire protection.

- b) Are there any inhabited unincorporated communities within or adjacent to the subject agency’s sphere of influence that are considered disadvantaged (80% or less of the statewide median household income)?

The District’s sphere of influence does not presently contain any disadvantaged unincorporated communities. However, the District does include the communities of Princeton (pop. 993) and Moonridge (pop. 1,758), which have been identified by San Mateo County as Environmental Justice communities (low-income with two or more pollution or hazard indicators).

Princeton is on the coast, just north of Half Moon Bay. The County has determined that residents in Princeton are exposed to high levels of pesticides, likely due to the agricultural activity in the area and the use of pesticides on San Mateo County Parks lands. Residents in Princeton are exposed to flooding and sea level rise, with parts of the community located in the 100 and 500-year flood zones. Also, the beaches have poor water quality.

Moonridge is a small affordable housing development southeast of Half Moon Bay. The majority (85%) of residents are Hispanic. Moonridge residents are exposed to high levels of pesticides, solid waste concerns, and flooding.

CFPD often provides structural fire protection outside its district boundaries to the “Pescadero West” community. Pescadero West is south of district boundaries. The County has identified “Pescadero West” (pop. 827) as a High Priority Environmental Justice Community (low-income with four or more pollution or hazard indicators). Residents of Pescadero West are exposed to pesticides, high level of contaminants of well drinking water, solid waste, flood risk and sea level rise. At present, covering this area is a shared responsibility with County Fire Department, which is also a CAL FIRE contractor. For further discussion of CFPD responses outside District boundaries, see Section 6.

- c) If yes to both, is it feasible for the agency to be reorganized such that it can extend service to the disadvantaged unincorporated community?

Currently there is no reorganization necessary for CFPD. Dispatch communications for CFPD, along with the ten other fire agencies in San Mateo County, is routed through one central dispatch. This boundary-less service model ensures quick response times to emergencies across the entire county.

### **Disadvantaged Unincorporated Communities MSR Determination**

Coastside Fire Protection District’s sphere of influence and corporate boundaries do not include disadvantaged unincorporated communities. However, the District does contain two Environmental Justice Communities—Princeton and Moonridge— and is sometimes dispatched by San Mateo County’s Public Safety Communications Center to provide fire protection and

emergency response services outside its boundaries to Pescadero West which is a High Priority Environmental Justice Community.

3) Capacity and Adequacy of Public Facilities and Services

Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies including needs or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any disadvantaged, unincorporated communities within or contiguous to the sphere of influence.	<i>Yes</i>	<i>Maybe</i>	<i>No</i>
a) Are there any deficiencies in agency capacity to meet service needs of existing development within its existing territory?			X
b) Are there any issues regarding the agency’s capacity to meet the service demand of reasonably foreseeable future growth?			X
c) Are there any concerns regarding public services provided by the agency being considered adequate?			X
d) Are there any significant infrastructure needs or deficiencies to be addressed?			X
e) Are there changes in State regulations on the horizon that will require significant facility and/or infrastructure upgrades?			X
f) Are there any service needs or deficiencies for disadvantaged unincorporated communities related to sewers, municipal and industrial water, and structural fire protection within or contiguous to the agency’s sphere of influence?			X

**Discussion:**

CFPD provides a range of services along the San Mateo midcoast region, including fire suppression, fire prevention, emergency medical services, rescue services, and public education to residents, visitors, and businesses. Since the District is operated under contract by CAL FIRE, it benefits from access to statewide cooperative efforts, shared resources, and qualified personnel.

The CFPD Fire Marshal Office offers various inspection and consulting services for a fee. CFPD facilities and apparatus are well maintained and replaced on schedule, in accordance with state standards.

The Coastside Fire Protection District Service Area and Facilities

CFPD is located on the Pacific Coast, approximately 25 miles south of the City of San Francisco. CFPD encompasses the City of Half Moon Bay and the communities of Montara, Moss Beach, Princeton, El Granada and Miramar, in addition to surrounding unincorporated areas. CFPD has three fire stations, and one Administrative Office that is co-located in Half Moon Bay with Fire Station No. 40 which was constructed in 1998. The new El Granada Fire Station No. 41 was constructed in 2020. The Moss Beach Fire Station No. 44 was constructed in 1962 and is currently being replaced with a new station. CFPD does not have any staff; All personnel assigned to CFPD are State of California (CAL FIRE) employees. There are currently 38.7 personnel.

- a) Are there any deficiencies in agency capacity to meet service needs of existing development within its existing territory?

LAFCo is not aware of any deficiencies regarding capacity to provide emergency services within CFPD’s service area. In addition to providing emergency response, CFPD has a Fire Marshal Office that provides services to residents and businesses, for a fee set at 80% cost recovery (except for smoke detector inspections at 50%). These services include plan reviews, building inspections, and defensible space inspections. With little to no increase in population and development expected in the District, it is probable that demand for these services will continue to be met. Table 2 below shows that there is no indication of a linear increase in public demand for Fire Marshal services for the four-year period from 2021- 2024.

*Table 2. CFPD Fire Marshal Office Services, 2021-2024<sup>13</sup>*

	<b>2024*</b>	<b>2023</b>	<b>2022</b>	<b>2021</b>
Plan Reviews	322	607	644	557
Construction Inspections	245	294	4,206	203
Mandatory Annual Inspections	95	97	23	80
Business Inspections	666	666	176	460
Smoke Detector Inspections	173	181	196	202
Defensible Space Inspections	157	162	162	550
Special Permits Issues	16	16	22	21
<b>Total Services</b>	<b>1,674</b>	<b>2,023</b>	<b>5,429</b>	<b>2,073</b>

The California Public Resources Code 4291 requires anyone who owns leases, controls, operates or maintains any building or structure in the State Responsibility Area (SRA) to maintain 100 feet clearance of defensible space, and remove debris from the roof and

<sup>13</sup> Data provided by CFPD for January 2021- December\* 2024.

clearance around chimneys. CAL FIRE inspects all properties in the SRA of San Mateo County and maintains a database of compliant and non-compliant properties.

- b) Are there any issues regarding the agency’s capacity to meet the service demand of reasonably foreseeable future growth?

No. The District has an ongoing contract with CAL FIRE for a seven-year term from July 1, 2020 through June 30, 2027. CAL FIRE is a large-scale organization with cooperative fire protection agreements across jurisdictions throughout the state of California. It can scale quickly to provide expert fire, rescue, and paramedic services to CFPD if necessary.

- c) Are there any concerns regarding the public services provided by the agency being considered adequate?

LAFCo staff does not have any concerns regarding the adequacy of the public services being delivered by the CFPD.

- d) Are there any significant infrastructure needs or deficiencies to be addressed?

The Mobile Equipment Replacement Plan is a ten-year plan adopted by the CFPD Board of Directors in March 2022. The Plan details the District’s inventory of 22 pieces of fire apparatus (i.e. fire engines, ladder trucks, staff vehicles, and chief officer command vehicles). The Replacement Plan is based on the National Fire Protection Association guidelines for apparatus replacement, and updated supply chain timelines for fire apparatus deliveries. Table 3 shows seven out of the ten years in the Plan. According to the Plan, for example, in Year FY 2025-26, the District will replace the Type 6 Fire Engine No. 644. The Plan is fully funded from the District’s Internal Service Fund (LAIF) Apparatus Replacement Reserve. As of September 2024, the Apparatus Replacement Reserve has \$880,610.

*Table 3. Mobile Equipment Replacement Plan FY 24/25 - FY30/31*

	FY 24-25	FY 25-26	FY 26-27	FY 27-28	FY 28-29	FY 29-30	FY30-31
<b>Expenditures (Est.)</b>	\$0	\$349,787	\$0	\$79,998	\$280,749	\$83,638	\$97,737

Each of the three fire stations is less than 30 years old and well maintained. The oldest fire station is the Half Moon Bay Fire Station No. 40 which was constructed in 1998. Over the past three fiscal years, (FY 2022-23 to FY 2024-25), CFPD has budgeted approximately \$1.1M toward fire stations improvements. Information on each project, including plans, photos and contractor details, is available on the District’s website.

The new Moss Beach Fire Station No. 44 is under construction to replace the old fire station that was constructed in 1962. The new station completion date is estimated for the fourth quarter of 2025. The District has cash on hand to fully fund the entire project, using currently budgeted funds and reserves. The District’s Internal Service Fund has a Fire Station Improvement Reserve that the District annually contributes towards. As of September 2024, \$15,089,676 is available in reserves for the New Fire Station No. 44.

The new El Granada Fire Station No. 41 was completed in the fall of 2020. The Station No. 41 South Lot Improvements Project is ongoing. This project will construct a drought tolerant, fire-safe interpretive garden with a walking path, educational signs, and bench on the vacant lot south of the fire station. This project is in conjunction with Connect the Coastside and the Safe Routes to School plans. CFPD is securing additional funds to install a sidewalk around the fire station property, and a crosswalk across Obispo Avenue at Coronado Street. The Project is estimated to be completed by the summer of 2025 and is funded from a combination of budgeted funds in the General Fund (mostly property tax revenue) and the Internal Service Fund (annual contributions from the District).

- e) Are there changes in State regulations on the horizon that will require significant facility and/or infrastructure upgrades?

In 2021, California Senate Bill 63 required that CAL FIRE adopt a map of three Fire Hazard Severity Zone classes (Moderate, High, and Very High) in the Local Responsibility Area (LRA).<sup>14</sup> Previously, only Very High Fire Hazard Severity Zones were required for adoption in Local Responsibility Areas. On February 24, 2025, the CAL FIRE state Fire Marshall published the new draft LRA Fire Hazard Severity Zone maps. The updated maps designate over 1,000 acres of land (countywide) that is now considered under “very high” fire hazard. New land in Half Moon Bay and the unincorporated areas within CFPD were included in the new “very high” hazard designation.

The implications of being in a high fire severity zone extend to additional requirements for property owners and developers regarding the materials and construction methods of new buildings; natural hazard real estate disclosure at the time of sale; 100-foot defensible space clearance landscaping requirements around buildings; property development standards such as road widths, water supply and signage; and consideration during future General Plan development. Any new regulations or requirements stemming from these changes in Fire Hazard Severity Zone designation would be regulated by the City of Half Moon Bay, the County of San Mateo, and CFPD, which could result in a greater number of inspections and enforcement responsibilities for the District.

- f) Are there any service needs or deficiencies for disadvantaged unincorporated communities related to sewers, municipal and industrial water, and structural fire protection within or contiguous to the agency’s sphere of influence?

There are no disadvantaged unincorporated communities identified within or adjacent to CFPD. However, CFPD contains two Environmental Justice Communities within district boundaries, and responds to emergencies outside district boundaries in High Priority Environmental Justice Communities. The responsibility to respond to calls outside district boundaries is shared with other fire agencies including San Mateo County Fire, which is also under contract with CAL FIRE.

### **Capacity and Adequacy of Public Facilities and Services MSR Determination**

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<sup>14</sup> The assessment maps evaluate hazard “based on the physical conditions that create expected fire behavior over a 50-year period without considering short-term modifications”. [LRA Legislation Factsheet - Flipbook combined - Flipbook - Page 3](#)

CFPD has undergone recent upgrades to its fire stations and consistently meets equipment and apparatus maintenance and replacements according to schedule. It is well equipped to serve the residents, visitors and businesses inside and adjacent to its official district boundaries. All upgrades to fire stations and equipment are fully funded through existing property tax revenue and/or Internal Service Funds.

4) Financial Ability

Financial ability of agencies to provide service	<i>Yes</i>	<i>Maybe</i>	<i>No</i>
a) Does the organization routinely engage in budgeting practices that may indicate poor financial management, such as overspending its revenues, failing to commission independent audits, or adopting its budget late?			X
b) Is the organization lacking adequate reserve to protect against unexpected events or upcoming significant costs?			X
c) Is the organization’s rate/fee schedule insufficient to fund an adequate level of service, and/or is the fee inconsistent with the schedules of similar service organizations?			X
d) Is the organization unable to fund necessary infrastructure maintenance, replacement and/or any needed expansion?			X
e) Is the organization lacking financial policies that ensure its continued financial accountability and stability?			X
f) Is the organization’s debt at an unmanageable level?			X

a) Does the District routinely engage in budgeting practices that may indicate poor financial management such as overspending its revenue, failing to commission independent audits, or adopted its budget late?

The District hired a certified public accountant to conduct annual audits of its finances, each year since its inception in 2007 through 2023. All audit reports are publicly available on the District’s website.

There has only been one audit report of note. In December 2009, the auditor noted in the annual report to the Board of Directors that the District had a “Significant Deficiency” in that the District was not ready for the audit in a timely manner, and didn’t have the controls in place to ensure proper and timely closing of its fiscal year. The District has since developed internal financial reporting policies and procedures. The District’s budget is consistently adopted on

time and presented to the Board in a public meeting. All budgets are available on CFPD’s website.

As shown in Table 4, CFPD tends to operate a net surplus, except in FY 2024-25 where there is an anticipated \$5.7M deficit due to financing the construction of the new Fire Station No. 44. According to the District, the budget will be balanced though the use of onetime fund balance. Currently, the District has a prior year fund balance in the amount of \$7.7M. Once the rollover capital is incorporated into the budget, the District will have \$2M operating reserves.

*Table 4. Coastside Fire Protection District Net Expenditures, FY 2021/22- FY 2024/25*

	<b>FY 2024-25 (Projected)</b>	<b>FY 2023-24 (Actual, unaudited)</b>	<b>FY 2022-23 (Actual)</b>	<b>FY 2021-22 (Actual)</b>
Revenue	\$15,723,568	\$16,028,742	\$15,569,887	\$14,495,178
Expenditures	\$21,473,299	\$13,220,320	\$12,432,022	\$12,724,528
Net	\$(5,749,731)	\$2,808,422	\$3,137,865	\$1,770,650

*Funds*

CFPD has one General Fund and four investment funds. The General Fund is the operating fund of the District, and its monies are held with the San Mateo County Treasury. Internal Service Fund reserves are held in the Local Agency Investment Fund (LAIF), a State of California external investment pool. Funds are operationally transferred out of the LAIF and into the General Fund as budgeted with approval from the District Board. Surplus revenue is invested in the LAIF. See Table 5, below.

*Table 5. Local Agency Investment Fund (LAIF) Balance, FY2021-22- FY 2024-25*

	FY 24-25 (Final Budget)	FY 23-24 (Final Budget)	FY 22-23 (Final Budget)	FY 21-22 (Actual)
<b>Revenue</b>	<b>\$16,064,143</b>	<b>\$19,906,709</b>	<b>\$13,354,467</b>	<b>\$13,522,368</b>
<b>Expenditures</b>	<b>\$16,064,143</b>	<b>\$19,906,709</b>	<b>\$13,354,467</b>	<b>\$13,522,368</b>
New Fire Station 44	\$15,089,676	\$14,500,000	\$11,350,000	\$11,500,000
Weed Abatement Reserve	\$24,467	\$30,000	\$24,467	\$22,368
Apparatus Replacement	\$700,000	\$2,000,000	\$700,000	\$1,000,000
Tools and Equipment Reserve	\$250,000	\$1,876,709	\$250,000	\$1,000,000
CLASS Investment	-	\$1,500,000	-	-
Other	-	-	\$1,030,000	-

The District maintains a significant portion of its investments in the San Mateo County Treasury as part of a common investment pool. As of June 30, 2023, the District has \$8,504,248 in the San Mateo County Treasury.

Since June 4, 2009, the District has also invested in PARS Public Agencies Post-Retirement Health Care Plan Trust to fund post-retirement benefits for retirees. There are 24 inactive employees currently receiving benefits. The fund balance as of September 30, 2024 is \$4,105,584.56. The five-year annualized return rate is 7.49%.

As of 2024, the District began investing in California CLASS (Cooperative Liquid Assets Securities System) Enhanced Cash Fund. This is a new Joint Powers Authority investment pool that started in 2022. The District initially transferred \$1,500,000 into CLASS, and as of September 2024 has \$1,551,333. The one-year annualized return rate is 5.39%.

*Revenue Sources*

For FY 2024-25, CFPD projects \$15.7M in total revenue. Of that, 94% is non-operating revenue from property taxes. The percentage of non-operating revenue to operating revenue has remained consistently above 90% over the past ten years. Implementation of Proposition 13 in 1978 resulted in Coastside Fire Protection District receiving a share of the 1 percent property tax countywide in perpetuity. Included in the property tax revenue line item in Table 6, below is the ERAF (Educational Revenue Augmentation Fund) refund from the State of California. In FY 2023-24, the District received an ERAF refund amount of \$1,694,362. This amount is uncertain every year and the District budgets ERAF funds based on the prior year actuals.

*Table 6. CFPD Revenue, FY 2024/25-FY 2021/22*

	FY 2024-25 (Budget)	FY 2023-24 (Actual)	FY 2022-23 (Actual)	FY 2021-22 (Actual)
Property Tax Revenue	\$14,818,429	\$14,741,868	\$13,995,068	\$13,260,260
Other Revenue	\$905,139	\$1,286,874	\$1,353,660	\$1,214,913
<b>Total Revenue</b>	<b>\$15,723,568</b>	<b>\$16,028,742</b>	<b>\$15,348,728</b>	<b>\$14,475,172</b>

CFPD contains federal lands. The District received \$4,200 per year for fire protection of Pillar Point Air Force Base.

*Expenditures*

The consistently largest expense for the District is the CAL FIRE contract, as shown in Table 7 below. In FY 2024-25, CAL FIRE contractual costs are estimated to total \$10,588,961 which equates to approximately 67% of the projected \$15,723,568 in total estimated revenues. (This is below the District’s target of 75% personnel cost to revenue ratio.) All positions in the CAL FIRE contract are budgeted at “top step” and CAL FIRE only bills for actual services utilized, which most often results in lower-than-budgeted expenses for the District. The large increase in

FY 2024-25 in the “Other” expenditure category is due in large part to the construction of the new Fire Station No. 44 which is expected to open by the end of 2025.

*Table 7. CFPD Expenditures, FY 2024/25-FY 2021/22*

	FY 2024-25 (Budget)	FY 2023-24 (Actual)	FY 2022-23 (Actual)	FY 2021-22 (Actual)
CAL FIRE Contract	\$10,588,961	\$8,608,844	\$7,843,804	\$7,286,103
Other Pay & Benefits	\$1,354,090	\$1,640,124	\$1,492,104	\$1,430,842
Fire Station Improvements	\$700,000	\$286,739	\$109,573	0
Equipment Maintenance	\$694,500	\$566,713	\$624,927	\$407,046
Equipment & Apparatus	\$818,732	\$599,745	\$1,082,876	\$2,107,860
Contractual Services	\$609,000	\$494,471	\$467,317	\$449,004
Service and Supplies	\$400,750	\$326,401	\$379,825	\$363,092
Other	\$6,307,266	\$697,283	\$392,750	\$240,113
<b>Total Expenditures</b>	<b>\$21,473,299</b>	<b>\$13,220,320</b>	<b>\$12,393,176</b>	<b>\$12,284,060</b>

*Strategic Business Plan*

The CFPD Board of Directors on an annual basis adopts a Strategic Business Plan which restates the District’s values and identifies priorities and actions for the District in the upcoming year. In 2025, the Plan lists the following three initiatives to be completed by the end of the year: Break ground on the New Fire Station No. 44; Establish a CalPERS-intended Dedicated Fund (Target \$5M); and Review the Vegetation Management Program for Revamping or Removal of Weed Abatement (last updated in 2020). No cost estimates were assigned to these three initiatives.

b) Is the organization lacking adequate reserves to protect against unexpected events or upcoming significant costs?

The District does not have specific reserve requirements. According to the District’s annual independent financial audits, the District’s government-wide net position (difference between assets and liabilities) was \$34,683,182 as of June 30, 2023. This is an increase from the net position of \$29,531,930 on June 30, 2022, and \$27,338,529 on June 30, 2021.

As of September 2024, all funds were adequate for operating costs: the General Fund had a net balance of \$4,507,384; Internal Service Fund reserves had a net balance of \$16,244,753; PARS had a balance of \$4,105,585; and CLASS had a balance of \$1,551,133.

Furthermore, in order to mitigate against risks such as lawsuits, damage, injuries, and natural disasters, the District is insured for general liability and property by volunteer firemen’s insurance services. The District has not had claims that have exceeded the insurance coverage.

c) Is the City’s rate/fee schedule insufficient to fund an adequate level of service, and/or is the fee inconsistent with the schedules of similar service organizations?

The District has not experienced any challenges in raising rates or fees. In November 2023, CFPD adopted a Cost Recovery and Fee Schedule Policy. This Policy articulates the “guidelines for establishing and maintaining a user fee schedule to ensure that the District adequately recovers costs for the provision of fire prevention services...”. The District may conduct a user fee study every 5-7 years to determine the true cost of providing fee-based Fire Marshall services such as extinguishing and alarm system inspections, land use/entitlement application review, and occupancy inspections, among other services. The policy document states that CFPD may also annually adjust fees based on Bay Area Consumer Price Index increases. CFPD has established a target cost recovery goal of 80% for all its fees, except for smoke detector inspections (\$25 per inspection) which are performed at a lower recovery rate since they are determined to be critical life-safety service.

CFPD last conducted a comprehensive fee study in October 2023, and the Board of Directors most recently adopted a new fee schedule in March 2024. Indeed, the new fee schedule complies with the 80% cost recovery policy.

d) Is the agency unable to fund necessary infrastructure maintenance, replacement and/or any needed expansion?

As previously mentioned, the District is able to fully fund with cash on hand all necessary apparatus replacement and new fire station construction.

Furthermore, the District has two special fire service assessment fees in place: the Half Moon Bay Fire Protection District Special Assessment and the Point Montara Fire Protection District Special Assessment. These special assessments were in place before the two agencies consolidated into the Coastside Fire Protection District. The District is not planning to expand these two assessment districts, nor levy a special tax for fire services district-wide.

e) Is the agency lacking financial policies that ensure its continued financial accountability and stability?

The District has an Investment Policy that governs the investment of surplus funds for purposes of generating investment income for the District. The Policy is reviewed by the Board at a public meeting annually. According to the Policy, the Fire Chief shall submit a quarterly investment report to the Board of Directors.

f) Is the agency’s debt at an unmanageable level?

The District had no long-term debt since 2010. The only outstanding liabilities are California Public Employees’ Retirement System (CalPERS) costs.

#### *California Public Employees’ Retirement System (CalPERS)*

On June 1, 2008, with the signing of the CAL FIRE contract, District employees became State of California employees. While new employees then became the responsibility of the State for salary and benefits going forward, the District inherited the legacy CalPERS obligations of the outstanding employees from the Half Moon Bay Fire District and Point Montara Fire District. As

of 2023, there are 31 transferred, 3 separated, and 62 retired workers from the consolidated districts.

The legacy CalPERS obligations included two plans: the Miscellaneous Employee Plan and the Classic Safety Plan. In March of 2023, CFPD terminated the Miscellaneous Employee Retirement Plan by fully funding (\$1.5M) the member group and transferring accumulated contributions to the terminated agency pool. The accumulated contributions are held in the terminated agency pool for the exclusive benefit of each member of the miscellaneous member group in relation to the credited service of each miscellaneous member.

Under the CalPERS Safety Plan, the retirees receive 3% of their salary at age 55. CFPD’s net pension liability as of June 30, 2023 was \$13,763,066, compared to its June 30, 2022 liability of \$13,949,922. The District has hired the accounting firm Foster & Foster to explore how to address this liability, including options for fully-funding and terminating the District’s liability. Foster & Foster presented options at the District Board’s December 2024 meeting, but as of February 2025, the District has not yet taken further action.

**Financial Ability MSR Determination**

The District engages in responsible budgeting practices and is able to fully fund its operations. Budgets and contracts are transparent, and documents are available on the District’s website. While the District has no long-term debt, it does have outstanding CalPERS liabilities in the projected amount of \$13,763,066 as of June 30, 2023. The District has employed the firm Foster & Foster to explore how to meet this obligation. As of February 2025, the Board of Directors has not yet decided how to proceed.

**Recommendation**

1. LAFCo encourages the District Board of Directors to evaluation options that continues to address CalPERS Safety Plan liabilities.

5) Shared Service and Facilities

Status of, and opportunities for, shared facilities	<i>Yes</i>	<i>Maybe</i>	<i>No</i>
a) Is the agency currently sharing services or facilities with other organizations? If so, describe the status of such efforts.	X		
b) Are there any opportunities for the organization to share services or facilities with neighboring or overlapping organizations that are not currently being utilized?		X	

c) Are there governance options to allow appropriate facilities and/or resources to be shared, or making excess capacity available to others, and avoid construction of extra or unnecessary infrastructure or eliminate duplicative resources?		X	
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a) Is the agency currently sharing services or facilities with other organizations?

*Personnel*

The District and San Mateo County Fire Department (also under contract with CAL FIRE) currently have two shared services positions. These two positions are split funded under a 50/50 cost sharing agreement for the Fire Marshal (i.e. Battalion Chief) and the Deputy Chief.

*Leases*

In 2015, the District purchased property located at 531 Obispo Road in El Granada from the San Mateo County Harbor District for \$845,000. The Property became the site of Fire Station No. 41. Subsequently, a new Fire Station No. 41 was built at 555 Obispo Road and now the old site is leased to the San Mateo County Sherriff’s Office and County’s Emergency Services Bureau. The lease is for 20 years, from August 1, 2024 through July 31, 2044. In FY 2024-25, the District will receive \$66,564 in lease revenue from the County.

Since 2020, CFPD has also leased “one sleeping room and one outside ambulance parking space” to American Medical Response West (AMR) at Fire Station No. 40 located at 1191 Main Street in Half Moon Bay. In FY 2024-25, the District will received \$45,625 in lease revenue from AMR.

*Liaisons*

The CFPD Board appoints Directors to be liaisons to the San Mateo Pre-Hospital Emergency Medical Group (JPA) and the San Mateo County Special District Association. The Board also appoints an Emergency Preparedness Liaison, and a Community Emergency Response Team (CERT) Liaison.

Coastside County Water District (CCWD) and Montara Water and Sanitary District (MWSD) are within CFPD’s service area. Per CFPD staff, the districts have strong working relationships and communication.

*Maritime Search and Rescue*

CFPD is a partner in a maritime search-and-rescue network on the Pacific Coast that includes the County of San Mateo Sheriff's Department, the Harbor District, and several fire agencies. On August 29, 2024, CFPD signed an MOU with San Mateo County Harbor District to ensure a coordinated response to maritime emergencies (i.e. boat fires, water rescues, medical aid and cliff and beach rescues) within State waters on the San Mateo County coast, from Pedro Point to Pigeon Point. The MOU delineates responsibilities and procedures for various emergency

scenarios and commits the two Districts to conduct emergency response operations training together at least quarterly.

b) Are there any opportunities for the organization to share services or facilities with neighboring or overlapping organizations that are not currently being utilized?

None that LAFCo is aware of.

c) Are there governance options to allow appropriate facilities and/or resources to be shared, or making excess capacity available to others, and avoid construction of extra or unnecessary infrastructure or eliminate duplicative resources?

None identified.

### **Shared Services MSR Determination**

Through this MSR process, LAFCo staff has not identified any new opportunities for shared services or facilities. The CFPD currently partners with multiple agencies, including the San Mateo County Fire Department, North County Fire Protection District, and other special districts in providing emergency response services within the District, and in adjacent lands.

CFPD shares dispatch services through the County's Public Safety Communications Center, participates in the Pre-Hospital Emergency Services Providers Group, and contracts with CAL FIRE for personnel and services.

6) Accountability, Structure, and Efficiencies

Accountability for community service needs, including governmental structure and operational efficiencies	<i>Yes</i>	<i>Maybe</i>	<i>No</i>
a) Are there any issues with meetings being accessible and well publicized? Any failures to comply with disclosure laws and the Brown Act?			X
b) Are there any issues with staff turnover or operational efficiencies?			X
c) Is there a lack of regular audits, adopted budgets and public access to these documents?			X
d) Are there any recommended changes to the organization’s governance structure that will increase accountability and efficiency?			X
e) Are there any governance restructure options to enhance services and/or eliminate deficiencies or redundancies?			X
f) Are there any opportunities to eliminate overlapping boundaries that confuse the public, cause service inefficiencies, unnecessarily increase the cost of infrastructure, exacerbate rate issues and/or undermine good planning practices?		X	

**Discussion:**

The Coastside Fire Protection District Board of Directors is the elected body that oversees the CFPD Fire Chief and District Legal Counsel and is responsible for ratifying annual budgets, audits and expenditures. The Board is comprised of five members who act as the legislative arm of the District. Each Director is elected in district elections<sup>15</sup> to serve a four-year term. Directors are compensated \$193.90 per meeting, up to twice a month.

CFPD benefits in terms of operational and overhead efficiencies from its contract with CAL FIRE. CAL FIRE provides personnel training and other resources that are shared across contracting agencies, most immediately with San Mateo County Fire. Per District staff, the depth and breadth of trained employees available to work in CFPD is greater than prior to 2008, when the District had its own staff. There are some occasions of service overlap in which both CFPD and

<sup>15</sup> The District switched from at-large to district elections in November 2022, per State requirements. [Updated District Map Urgency Ordinance 4.13.2022](#)

County Fire are dispatched to the same emergency. LAFCo encourages the District to continue utilizing CAL FIRE as a resource to enhance services and reduce redundancies.

a) Are there any issues with meetings being accessible and well publicized? Any failures to comply with disclosure laws and the Brown Act?

In 2020, the District received the Transparency Certificate of Excellence from the Special District Leadership Foundation (expires in 2027). This certificate highlights an agency's commitment to government transparency requirements, including the completion of ethics training for commissioners, adherence to the Brown Act for public meetings, and the filing and reporting for financial transactions and reports to the State in a timely manner.

The CFPD meets in person at the District Offices located at 1191 Main Street, Half Moon Bay, CA 94019 on the 4<sup>th</sup> Wednesday of every month at 4pm. Regular meetings are also accessible to the public by Zoom. Recording of the meetings are available on the District website. Agendas, agenda packets and meeting presentations are posted to the CFPD website at least 72 hours prior to meeting dates.

The District is compliance with the Public Records Act and no violations have been reported within the last five years. LAFCo staff is not aware of compliance issues with a public records request.

The District's website includes information regarding financial documents including budgets and audits, wage and compensation data, archived meeting minutes, and currently adopted policies on reserves financial transactions, conflict of interest, and ethics code.

b) Are there issues with staff turnover or operational efficiencies?

There are many operational efficiencies associated with CFPD and the neighboring San Mateo County Fire Department being under contract with CAL FIRE. The depth and breadth of trained employees available to work in CFPD is greater than prior to 2008, when the District had its own staff. Personnel training is standardized, and resources are shared across CAL FIRE agencies, including emergency medical services training, truck academy, volunteer academy, multi-company training, narcotics tracking, apparatus records, equipment committee standardization, policies and procedures, and more. Additionally, all employee-related services (I.e. human resources, payroll, equal employment opportunity, etc.) are the responsibility of CAL FIRE, not the CFPD.

CFPD does not have staff (all staff are CAL FIRE employees), and therefore CFPD is not responsible for measuring staff turnover. CAL FIRE cooperative fire protection agreements do not require staff turnover reporting, as they are a contract for service.

c) Is there a lack of regular audits, adopted budgets, and public access to these documents?

The CFPD prepares an annual budget and contracts with an accounting firm to conduct annual audits, both of which are presented to the Board of Directors at a public hearing and are published on the District's website.

The San Mateo County Civil Grand Jury issued a report dated June 27, 2024 regarding local agencies status on assessing and reporting internal controls. The report issued three

recommendations to all local agencies, and requested that the Coastside Fire Protection District provide a written response.<sup>16</sup> In November 2024 the District responded to the report, agreeing with its three findings, and adopting all recommendations, which consist of annually reporting to the Board of Directors on organizational risks and internal controls.

d-f) Changes in governance structure?

There are no proposed changes in governance structure.

**Accountability, Structure, and Efficiencies MSR Determination**

The District practices transparent budgeting and operations, recording its Board Meetings and publishing agendas, minutes, and staff reports on its website. It also maintains meeting archives available online. The District has adopted all three recommendations from the San Mateo County Civil Grand Jury’s 2023-24 report to annually evaluate and report to its Board of Directors on organizational risks and internal controls. In 2020, the District received the Transparency Certificate of Excellence from the Special District Leadership Foundation. This certificate highlights an agency’s commitment to government transparency requirements, including the completion of ethics training for commissioners, adherence to the Brown Act for public meetings, and filing and reporting on financial transactions to the State in a timely manner.

The District is achieving operational efficiencies from its contract with CAL FIRE. CFPD has consistently achieved the goals identified in its annual Strategic Business Plans, and has adopted a new 2025 Strategic Business Plan.

7) Other

Any other matter related to effective or efficient service delivery, as required by commission policy.	<i>Yes</i>	<i>Maybe</i>	<i>No</i>
a) Are there any other service delivery issues that can be resolved by the MSR/SOI process?			X
b) Water Resiliency and Climate Change			
i) Does the organization support a governance model that enhances and provides a more robust water supply capacity?		X	
ii) Does the organization support multi-agency collaboration and a governance model that provide risk reduction solutions that address sea level rise and other measures to adapt to climate change?	X		

<sup>16</sup> [Assessing and Reporting Internal Controls in San Mateo County Agencies and School Districts](#), 2023-24.

c) Natural Hazards and Mitigation Planning			
i) Has the agency planned for how natural hazards may impact service delivery?	X		
ii) Does the organization support multi-agency collaboration and a governance model that provides risk reduction for all natural hazards?	X		

a) Other service delivery issues that can be resolved by the MSR/SOI process.

LAFCo staff did not identify any other service delivery issues that can be resolved by the MSR/SOI process.

b) Water Resiliency and Climate Change

CFPD receives most of its water from Coastside County Water District and Montara Water and Sanitary District. The District reports that approximately 90% of all fire flows meet the requirement necessary for proposed construction projects.

c) Natural Hazards and Mitigation Planning

CFPD established a Vegetation Management Action Plan after the CZU Lightning Complex in August 2020, and has also increased defensible space inspections throughout the District. The District also works collaboratively with the California Resource Conservation District on a wildfire study for the area above El Granada/Quarry Park. The District also sponsors a growing Coastside Community Emergency Response Team (CERT), which is a group of community members who are trained in basic emergency and disaster response. However, the Coastside Fire Protection District did not participate in the 2021 Multijurisdictional Local Hazard Mitigation Plan for the County. The three other fire protection districts, Colma, Menlo Park, and Woodside were members of the plan along with a number of special districts, all cities, and the County.

**Other Issues MSR Determination**

CFPD collaborates with several agencies, such as the County of San Mateo, the San Mateo County Harbor District, the California Resource Conservation District, and others related to hazard mitigation and climate change.

**Section 6. Sphere of Influence Review**

**Determinations**

Government Code Section 56425 requires the San Mateo LAFCo 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. These include the following determinations:

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

CFPD is comprised of a range of land use designations, including tidelands, submerged lands, residential, commercial, industrial, open space, agricultural and rural. The District boundaries contain land that is under the jurisdiction of the County of San Mateo, the City of Half Moon Bay, the California Coastal Commission, as well as other agencies that have land use review authority. The District’s mission is “to protect the lives, environment, and property of the community through fire suppression, fire prevention, emergency medical services, rescue services, public education and other related services.”

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

Since the formation of CFPD, the District has regularly provided services not only within its district boundaries, but also to emergencies outside its official district boundaries. Through a series of mutual and automatic aid agreements each fire department in San Mateo County responds seamlessly to provide citizens with the closest available units. All are dispatched through one central dispatch, the San Mateo County’s Public Safety Communications. This creates a “boundary drop” that enables all fire agencies in San Mateo County to operate as a single fire department. The closest engine responds regardless of boundary designation. In addition, all fire departments in San Mateo County participate in a JPA providing Advanced Life Support (ALS), paramedic and ambulance services.

The majority (97%) of emergency incidents where CFPD was the primary unit or first on scene occurred within CFPD boundaries, as shown in Table 8, below. For comparison, see Table 9 which shows that County Fire Department responded to a larger share of calls outside its own response zone boundary.

*Table 8. CFPD First On Scene or Primary Unit Incidents, 2/1/2021-9/30/2024<sup>17</sup>*

	Incidents	Share
Within District	10,001	97%
Outside District	316	3%
<b>Total</b>	<b>10,317</b>	<b>100%</b>

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<sup>17</sup> Source: San Mateo County Department of Public Safety Data Request to LAFCo

*Table 9. County Fire Department First On Scene or Primary Unit Incidents, 2/1/2021-9/30/2024<sup>18</sup>*

	Incidents	Share
Within District	5,000	73%
Outside District	1,828	27%
<b>Total</b>	<b>6,828</b>	<b>100%</b>

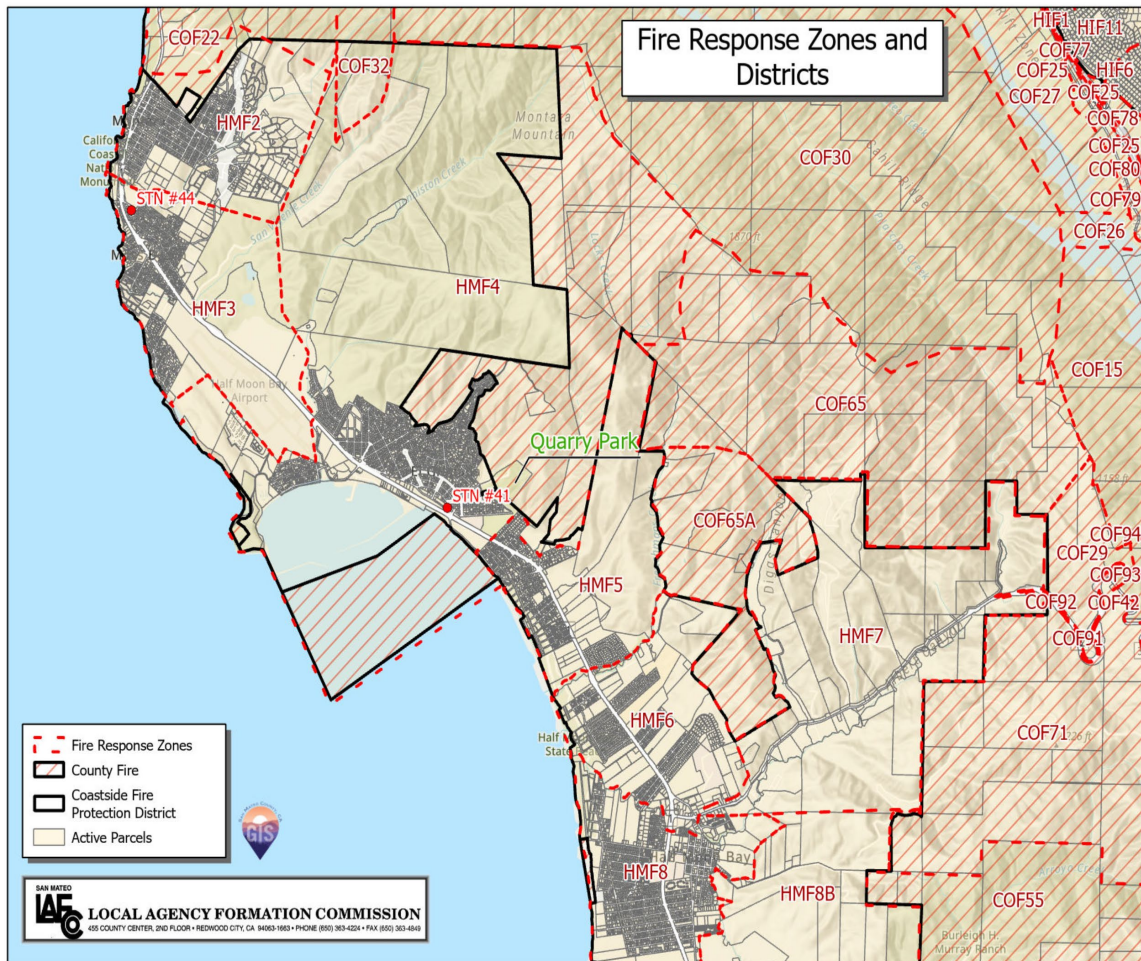
The CFPD and County Fire Department have informally agreed that CFPD is the first-due resource based on the fire station locations, to the following response areas that are outside the CFPD district boundary:

- **County Fire Zone 22 (COF22):** San Mateo County Fire Department jurisdiction (County Zone 22) on Highway 1 north of 1<sup>st</sup> Street in Montara and south of the City of Pacifica’s corporate boundaries. This includes several beaches, the Devils Slide Tunnels, numerous recreational areas and Montara Mountain. The largest share of CFPD’s responses outside District boundaries (149 responses out of 316, or 47%) are in County Zone 22. See Table 10 Below. The County Fire Department did not respond to any incidents in COF22 over the same period. LAFCo recommends County Zone 22 be included in CFPD boundaries.
- **Quarry Park:** Quarry Park is a 517-acre San Mateo County park located in the community of El Granada. The entrance to the park is located at the corner of Santa Maria Ave. and Columbus St. San Mateo County Public Safety Communications includes Quarry Park within the response area of CFPD (HMF4). However, only a portion of Quarry Park, (1195 Columbus St, El Granada, APN 047-340-010) is within the boundaries of CFPD. The majority of the park is located outside of CFPD and within the boundaries of County Fire (APN 047-340-040 and APN 047-340-290). (See Figure 2)

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<sup>18</sup> ibid

Figure 2. Quarry Park, Outside CFPD Boundary, within Response Area



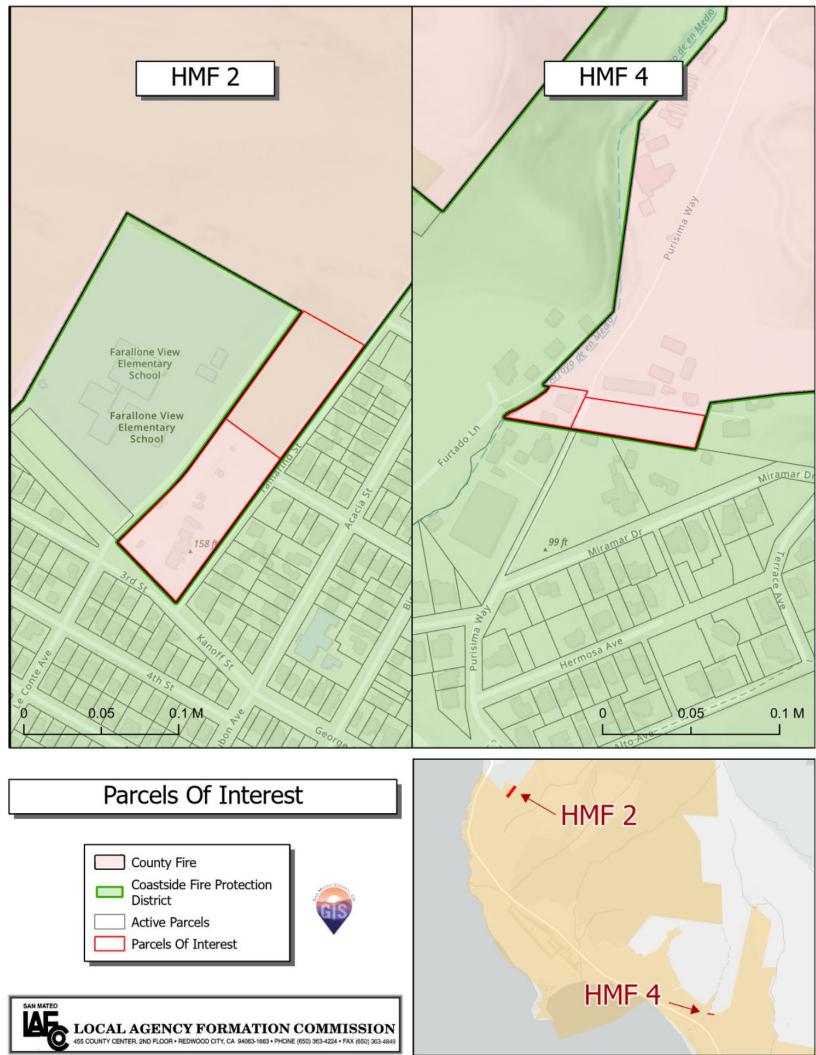
Source: San Mateo County Information Services Department

From 2/1/2021 to 9/30/2024, CFPD responded to 16 incidents as the first on scene or primary unit at Quarry Park.<sup>19</sup> County Fire responded to zero incidents as the first on scene or primary unit at Quarry Park. LAFCo recommends that the CFPD sphere of influence be expanded to include the entire Quarry Park. Given that the parking lot is already included in CFPD boundaries, the rest of the park should also be included. This will be a more accurate reflection of the fire agency that is responsible for responding to Quarry Park incidents. Updating the boundaries will provide clarity for future coordination efforts.

<sup>19</sup> The following three addresses were used to calculate the number of incidents that occurred at Quarry Park: Columbus St/Santa Maria Ave (1), Santa Maria Ave/Columbus St (2), and the Quarry Park parking lot at 1195 Columbus St (13), for a total of 16 incidents.

- **Midcoast Area:** There are also several smaller parcels located in the midcoast area near Tamarind St. and Purisima Way (see Figure 3 below), that are within the CFPD response area but are currently outside of the District’s political boundary.

Figure 3. CFPD Excluded Parcels, Tamarind St. & Purisima Way

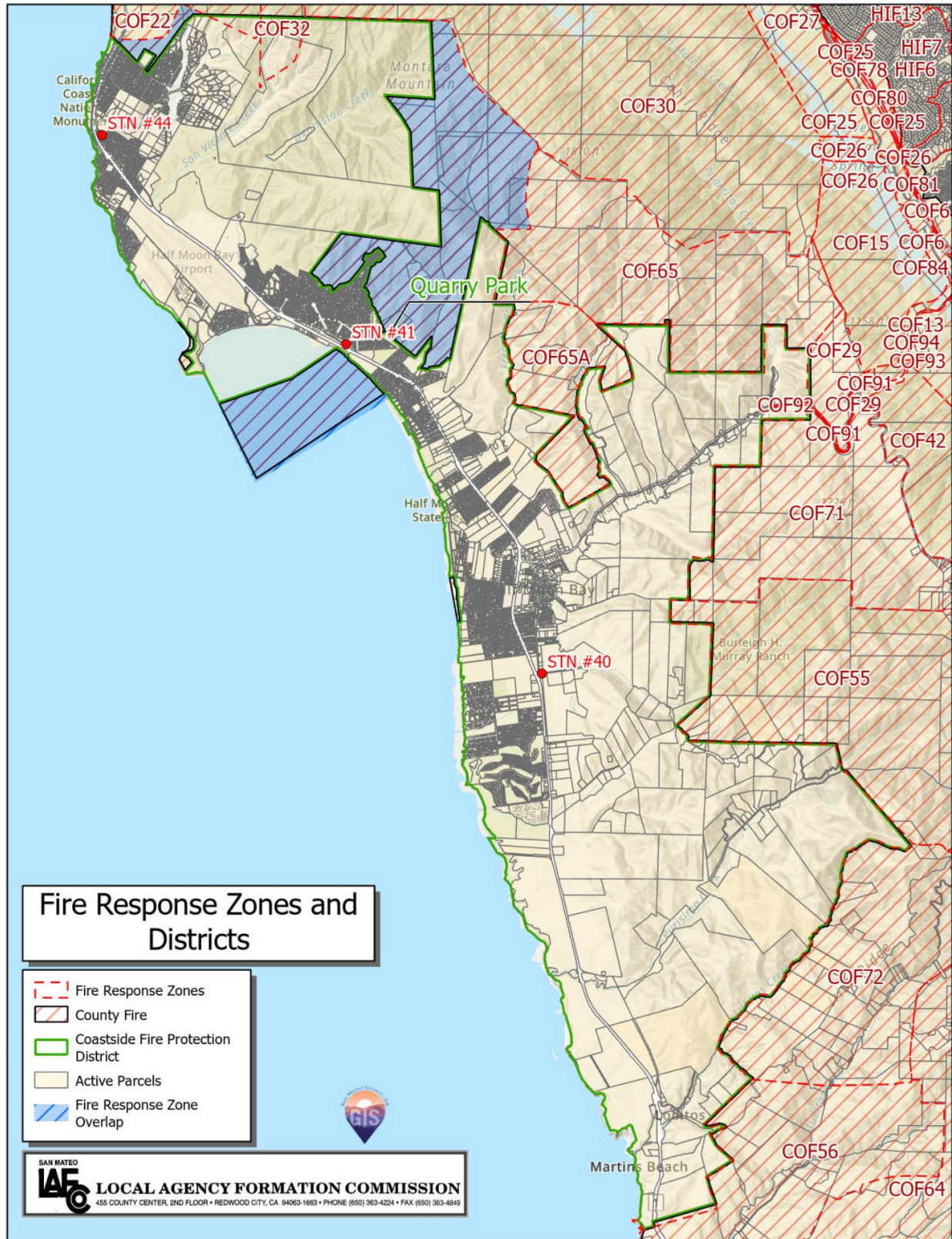


Source: San Mateo County Information Services Department

- **Tunitas Creek Road Area:** The Tunitas Creek Road area south of the District includes County Zone 72, which comprised 6% or 18 out of 316 incidents CFPD responded to outside its boundary from 2/1/2021 to 9/30/2024. See Table 10, below.

County Fire Zone 22 (COF22), Quarry Park, and the Midcoast Area are identified to be included within the amendment SOI for CFPD. See Figure 4 below.

Figure 4. Coastside Fire and County Fire Response Areas and District Boundaries



Source: San Mateo County Information Services Department

Table 10. Incident Response, Primary or First On Scene, CFPD vs County Fire, 2/1/2021 - 9/30/2024<sup>20</sup>

	CFPD Responses	County Fire Responses
Grey Whale Cove/ Devil’s Slide (County Zone 22)	149	0
Pescadero West (County Zone 56)	57	12
Pacifica (PIF7, North County Fire)	44	0
Tunitas Creek Road Area (County Zone 72)	18	11
Other Incidents Outside Boundary	48	1,806
<b>Total Outside Boundary</b>	<b>316</b>	<b>1,828</b>

Depending on the call type and location, additional resources from San Mateo County Fire Department or Pacifica Fire Department (North County Fire) may also respond. The District does not have a reimbursement agreement with other fire agencies. The response framework is cooperative on the coast, as CFPD assists County Fire Department or North County Fire with incidents outside of its jurisdiction, while County Fire responds to incidents within CFPD on the first alarm (i.e. structure fires, vegetation fires, etc.). Additionally, due to the ALS JPA Paramedic coverage requirements, CFPD receives station coverage from San Mateo County Fire whenever the District has two or more resources committed to incidents. According to CFPD staff, this happens several times a week. CFPD responses into Pacifica (PIF7) are similarly a result of automatic mutual aid. CFPD says that the current arrangement is mutually beneficial to all agencies.

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

Under the current contract, CAL FIRE provides Emergency Fire Protection, Medical, and Rescue Response; Basic Life Support Services; Advanced Life Support Services; Fire Code Inspection, Prevention and Enforcement Services; Land Use/Pre-Fire Planning Services; Disaster Planning Services and specific service descriptions and staffing coverage. The CAL FIRE contract is fully funded by property tax revenue. The majority (51%) of emergency incidents that CFPD responds to are medical-related, as shown in Table 11.

<sup>20</sup> Source: San Mateo County Department of Public Safety Data Request to LAFCo

Table 11. CFPD Incident Responses, 2/1/2021 - 9/30/2024<sup>21</sup>

	<b>Primary Unit or First On Scene Incidents</b>	<b>Share</b>
Medical Response	5,282	51%
Public Assistance/Other	4,234	41%
Traffic Accident	511	5%
Fire	290	3%
<b>Total</b>	<b>10,317</b>	<b>100%</b>

The District is responsible for all costs associated with property and apparatus required for CAL FIRE personnel to perform their jobs. The District has fully funded its mobile apparatus replacements according to schedule and needs. The District also has three new or recently upgraded fire stations. The oldest station was built in 1998, and the newest is set for completion by the end of 2025.

**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.**

CFPD includes the City of Half Moon Bay and unincorporated areas which host annual festivals that attract tourists. The District also encompasses beaches and commercial areas that are generally considered economic communities of interest.

**5. For an update of a sphere of influence of a city or special district that provides public facilities or services related to sewers, municipal and industrial water, or structural fire protection, the present and probable need for those public facilities and services of any disadvantaged unincorporated communities within the existing sphere of influence.**

There are no disadvantaged unincorporated communities within CFPD boundaries, or in any areas in which CFPD provides services.

On the basis of the Municipal Service Review:

Staff has reviewed the agency’s Sphere of Influence and recommends that a SOI Update is NOT NECESSARY in accordance with Government Code Section 56425(g). Therefore, NO CHANGE to the agency’s SOI is recommended and SOI determinations HAVE NOT been made.

Staff has reviewed the agency’s Sphere of Influence and recommends that a SOI Update IS NECESSARY in accordance with Government Code Section 56425(g). Therefore, A CHANGE to the agency’s SOI is recommended and SOI determinations HAVE been made and are included in this MSR/SOI study.

The Sphere of Influence for Coastside Fire Protection District is recommended to be updated to include the following areas in which it is regularly the first on scene and/or primary unit responder: County Fire Zone 22, Quarry Park, and parcels near Tamarind St. and Purisima Way.

<sup>21</sup> Source: San Mateo County Department of Public Safety Data Request to LAFCo.

The proposed SOI amendment would allow for future annexations of areas that CFPD is already serving and responding to. This would allow CFPD to collect property tax revenue from these areas and implement CFPD adopted fire code regulations to parcels the District already responds to. The areas around Tunitas Creek and the Harbor District are not proposed to be included within the SOI at this time as service in this area is a mix for CFPD and County Fire.

Figure 5. Proposed New SOI Map to Include Blue Areas



Source: San Mateo County Information Services Department

**Appendix A. Coastside Fire Protection District Fact Sheet**

*Unit Fire Chief:* Jed Wilson

*Deputy Fire Chief- San Mateo Division:* Jonathan Cox

*Physical Address:* 1191 Main Street Half Moon Bay, CA 94019

*Email Address:* jed.wilson@fire.ca.gov

*Phone Number:* (831) 335-6700

*Date of Formation:* 2007

*District Board of Directors:* The Board is the supervisory body for the Fire Chief and District Legal Counsel.

<b>Directors</b>	<b>Term Expiration Date</b>
Gary Burke, (President) District E	2026
JB Cockrell, (Vice President) District A	2028
Bruce MacKimmie, District B	2028
Patrick Hanna, District C	2026
Cynthia L. Sherrill, District D	2026

*Compensation:* District Directors receive \$193.90 per meeting, for no more than two meetings per month.

*Public Meetings:* Board meetings are held in person at the District Administrative Offices located at 1191 Main Street, Half Moon Bay, CA 94019 on the 4<sup>th</sup> Wednesday of every month at 4pm. Regular meetings are also accessible to the public by Zoom. Recordings of regular, special and emergency Board meetings are available on the District website.

*Services Provided:* Fire suppression, fire prevention, emergency medical services, rescue services, public education and other related services.

*Agency staff:* 38.7 FTE, and 12 volunteer firefighters (not paid)

*Area Served:* 50 square miles of land area

*Population:* 24,235 people

*Sphere of Influence:* The City of Half Moon Bay and the Communities of Montara, Moss Beach, Princeton, El Granada and Miramar in addition to the surrounding unincorporated areas.

*FY 2024-25 Budget:* \$16,582,659

**Appendix B. References**

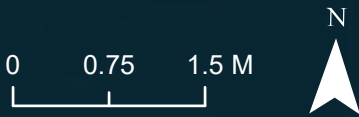
October 31, 2024 email correspondence with attachments received by LAFCo Staff from CFPD.





**Attachment B**

LAFCo approved certificate of consolidation and Resolution No. 1005 between the Half Moon Bay Fire District and with the Point Montara Fire District.

# Sphere of Influence

PACIFICA  
COF22  
MONTARA  
MOSS BEACH  
UNINCORPORATED AREA  
PRINCETON  
EL GRANADA  
MIRAMAR  
HALF MOON BAY



-  Fire Response Zones
-  Coastside Fire Protection District
-  Fire Response Zone Overlap
-  City/Land Boundaries



SAN MATEO



# LOCAL AGENCY FORMATION COMMISSION

455 COUNTY CENTER, 2ND FLOOR • REDWOOD CITY, CA 94063-1663 • PHONE (650) 363-4224 • FAX (650) 363-4849

## CERTIFICATE OF COMPLETION

Pursuant to Government Code Section 57200, this Certificate is issued by the Executive Officer of the Local Agency Formation Commission of San Mateo County, California.

1. The short-form designation, as determined by LAFCo is: Consolidation of the Half Moon Bay Fire Protection and Pt. Montara Fire Protection Districts forming Coastside Fire Protection District.
2. The name of each district or city involved in this change of organization or reorganization and the kind or type of change of organization ordered for each city or district are as follows:

<u>City or District</u>	<u>Type of Change of Organization</u>
Half Moon Bay Fire Prot. Dist.	Consolidation
<u>Pt. Montara Fire Protection Dist.</u>	Consolidation

3. The above listed districts are located within the following counties: San Mateo County only.
4. The boundaries of the consolidated district are coterminous with the existing boundaries of the Half Moon Bay Fire and Point Montara Fire Protection Districts and are shown on the attached Exhibit B.
5. The territory involved in this change of organization is inhabited.
6. This change of organization has been approved subject to the terms and conditions found in Exhibit A (attached) and the effective date for consolidation is October 1, 2007.
7. The resolution confirming this change of organization was adopted on June 21, 2007, by the LAFCo Executive Officer as delegated by the Commission, is marked Exhibit C and by reference incorporated herein.

I hereby certify that I have examined the above-cited resolution, including any terms and conditions, and have found these documents to be in compliance with Resolution 1002, adopted on April 25, 2007.

Dated: June 27, 2007

**2007-097607 CONF**

10:13am 06/27/07 CCL Fee: NO FEE

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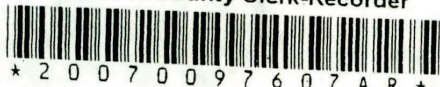
Recorded in Official Records

County of San Mateo

Warren Slocum

Assessor-County Clerk-Recorder

Martha Poyatos  
Executive Officer



\* 2 0 0 7 0 0 9 7 6 0 7 A R \*

**Resolution No. 1005**

**Resolution of Conducting Authority  
Making Findings on Value of Written Protest  
Filed and Not Withdrawn  
Pursuant to Government Code Section 57000 et seq.  
And Ordering Consolidation**

**San Mateo  
Local Agency Formation Commission**  
455 County Center  
Redwood City, California 94063  
Phone (650) 363-4224 Fax (650) 363-4849

**APPROVED**  
SAN MATEO LOCAL AGENCY  
FORMATION COMMISSION  
455 COUNTY CENTER  
REDWOOD CITY, CA 94063  
EXHIBIT C PAGE 1 OF 2

**Re: LAFCo File No. 07-06—Consolidation of Half Moon Bay and Point Montara  
Fire Protection Districts Forming Coastside Fire Protection District**

**Whereas**, on April 25, 2007, the San Mateo Local Agency Formation Commission (“San Mateo LAFCo”) adopted Resolution 1002 approving the above noted consolidation and delegating conducting authority proceedings to the Executive Officer; and

**Whereas**, on June 11, 2007 the Executive Officer, as delegated by the Commission, acting as conducting authority, held a noticed protest hearing and received and considered protests; and

**Whereas**, as of June 11, 2007, there are 14,141 registered voters in the consolidation area and the total assessed valuation of the consolidation area is \$3,957,958,217; and

**Whereas**, the value of written protest submitted at the protest hearing was less than 25% of the registered voters and less than 25% of the landowners owning less than 25% of the assessed value of land within the consolidation area.

**Now therefore**, as delegated by the San Mateo Local Agency Formation Commission, the Executive Officer acting as conducting authority resolves that:

1. This action is being taken pursuant to the Cortese Knox Hertzberg Local Government Reorganization Act of 2000.
2. In accordance with Government Code Section 57075(a)(3), written protests submitted and not withdrawn were received from less than 25% of the registered voters and less than 25% of the number of owners of land owning less than 25% of the assessed value of land in the consolidation area, and this consolidation is hereby ordered without an election.
3. The change of organization is designated: Consolidation of Half Moon Bay and Point Montara Fire Protection Districts Forming Coastside Fire Protection District
4. The type of change of organization is: consolidation.
5. The reason for this change of organization is: to better serve the residents, businesses and visitors in the consolidation area.

**Resolution 1005**

6. This change of organization is subject to all the terms and conditions adopted by San Mateo LAFCo by LAFCo Resolution 1002, as described in Exhibit A, attached hereto and incorporated by reference herein.
7. The exterior boundaries are coterminous with boundaries of Half Moon Bay Fire and Point Montara Fire Protection Districts and are more specifically shown on the attached Exhibit B and by reference incorporated herein.
8. The regular San Mateo County assessment roll will be utilized.
9. No existing bonded indebtedness shall be affected by this reorganization.
10. Pursuant to the Conditions of Approval the effective date of consolidation shall be October 1, 2007.

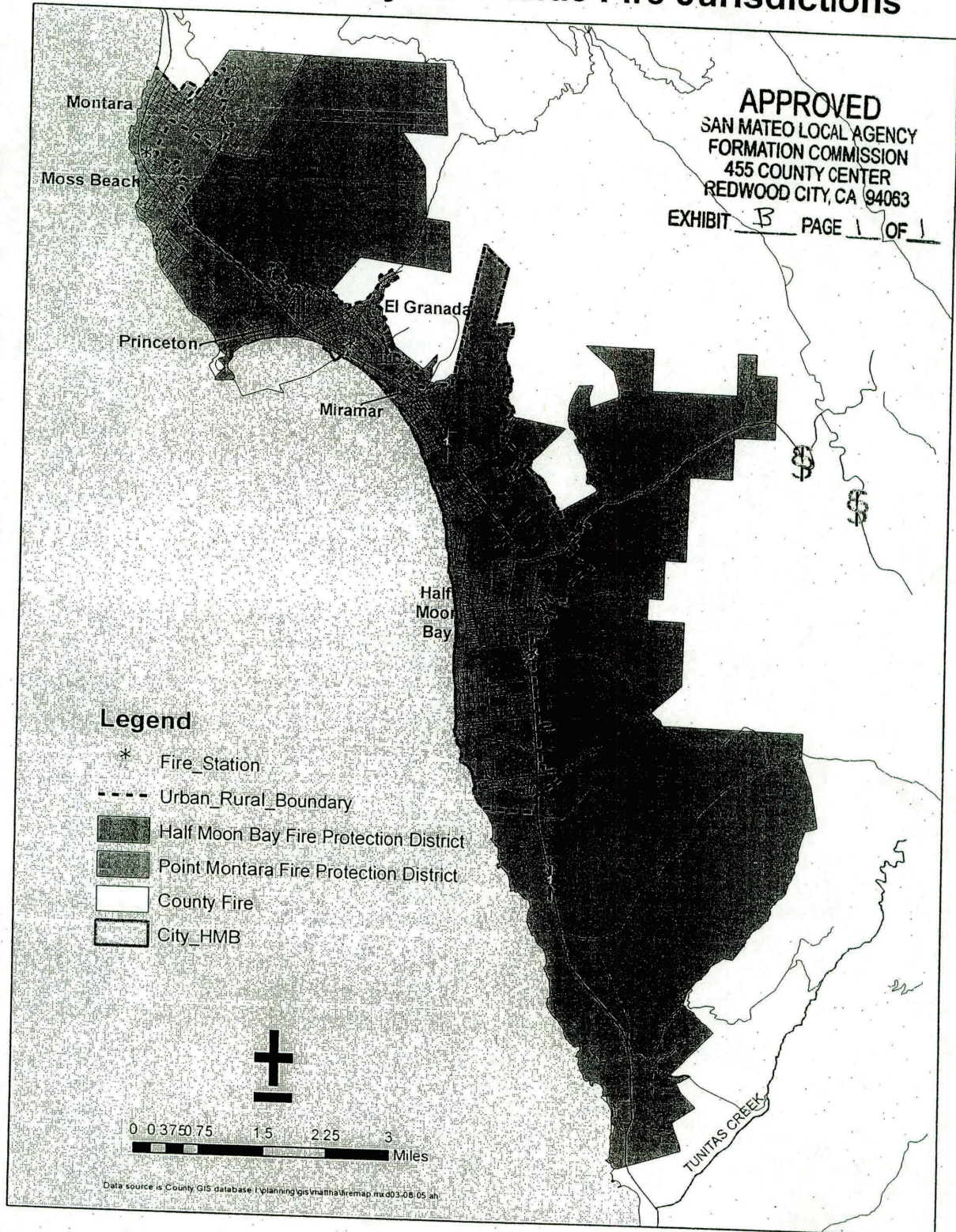
Accordingly, the subject change of organization is hereby ordered as described above pursuant to authority of the Local Agency Formation Commission of San Mateo County as delegated by the Commission to its Executive Officer.

  
\_\_\_\_\_  
Martha Poyatos, Executive Officer

Date: June 27, 2007

**APPROVED**  
SAN MATEO LOCAL AGENCY  
FORMATION COMMISSION  
455 COUNTY CENTER  
REDWOOD CITY, CA 94063  
EXHIBIT C PAGE 2 OF 2

# San Mateo County Coastside Fire Jurisdictions



**EXHIBIT A:**  
CONDITIONS OF APPROVAL OF THE CONSOLIDATION  
OF HALF MOON BAY AND  
POINT MONTARA FIRE PROTECTION DISTRICTS  
FORMING COASTSIDE FIRE PROTECTION DISTRICT

- a) The effective date of the consolidation shall be July 1, 2007, or the first day of the subsequent fiscal quarter thereafter.
- b) The name of the consolidated district shall be the COASTSIDE FIRE PROTECTION DISTRICT.
- c) All assets, revenues, funds on deposit (including impact and/or developer fees held by the County of San Mateo), liabilities for payment of principal and interest on contractual obligations for real property, furnishings and equipment, fire fighting apparatus and equipment, operating expenses, supplies, licenses and permits, and any contingent liabilities for existing civil litigation of both districts shall accrue to the consolidated district.
- d) Agreements for service or regulating wages, benefits, and working conditions, in effect for the Half Moon Bay Fire Protection District or Point Montara Fire Protection District at the time of the consolidation shall be followed as adopted unless and until such time that a contract for service with CalFire or other agency is implemented.
- e) All ordinances and resolutions of the Half Moon Bay Fire Protection District and the Point Montara Fire Protection District shall remain in effect after the consolidation until superseded by new ordinances and resolutions adopted by the Board of Directors of the consolidated district.
- f) Pursuant to Government Code Section 56844(t), Fire Suppression Assessment Fee currently collected by the Half Moon Bay Fire Protection District and the Point Montara Fire Protection District in their respective service areas shall continue to be assessed and collected in the

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EXHIBIT   A   PAGE   1   OF   3

currently affected area after the consolidation in zones of benefit.

- g) Gann Limit: The provisional appropriations limit for the consolidated district shall be \$9,042,619.30.
- h) Employees Generally: As of the effective date of the consolidation, all of the Half Moon Bay Fire District and Point Montara Fire Protection Districts' employees shall become employees of the consolidated district and shall maintain their seniority (date of initial hire) and their promotion date by rank which existed on the consolidation's effective date. These provisions shall not limit the authority of the Fire Chief or the Board of Directors of the consolidated district to exercise its management rights of assignment, reassignment and/or transfer.
- i) Leave Balances: The following leave balances of employees of the Half Moon Bay Fire Protection District and Point Montara Fire Protection District shall accrue as employees of the consolidated district:
  - (1) Accrued but unused sick leave; and
  - (2) Accrued but unused Vacation, PTO, Holiday, Administrative and Compensatory Time Off
- j) Board Composition and Election: Bylaws of the consolidated district shall incorporate the board composition plan contained in the application that results in a five-member board of directors, including that upon consolidation if one of the eight existing board members does not volunteer to step down a ninth member would be appointed by the consolidated board, with board positions later being eliminated as election terms end until the board composition is reduced to five members. Board members shall be elected at large.

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- k) Between the date of adoption of the Resolution approving consolidation and the effective date of the consolidation, neither District will do any of the following without majority approval of the Board of Directors of both entities unless the action has been provided for in the adopted budget:
1. Approve any discretionary changes in employees' compensation, promotions, or permanent assignments. Vacancies may be filled for positions budgeted in the 2006/2007 budget.
  2. Purchase or dispose of fixed assets or amend existing contracts.

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EXHIBIT A PAGE 3 OF 3

RESOLUTION NO. 1339

**RESOLUTION OF THE LOCAL AGENCY FORMATION COMMISSION  
OF THE COUNTY OF SAN MATEO  
MAKING DETERMINATIONS PURSUANT TO GOVERNMENT CODE  
SECTION 56430 FOR THE COASTSIDE FIRE PROTECTION DISTRICT**

RESOLVED, by the Local Agency Formation Commission of the County of San Mateo, State of California, that:

**WHEREAS**, the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000, set forth in Government Code Section 56000 et seq., governs the organization and reorganization of cities and special districts by local agency formation commissions established in each county, as defined and specified in Government Code Section 56000 et seq.,

**WHEREAS**, Government Code Section 56425 et seq. requires the Local Agency Formation Commission (LAFCo or Commission) to develop and determine the sphere of influence of each local governmental agency within the County; and

**WHEREAS**, the Commission conducted a Municipal Service Review pursuant to Government Code Section 56430 for the Coastsides Fire Protection District;

**WHEREAS**, the Executive Officer prepared a written report of the Municipal Service Review that was provided to the Commission and affected agencies; and

**WHEREAS**, the Executive Officer set a public hearing date for May 21, 2025 for the consideration of the final Municipal Service Review and caused notice thereof to be posted, published and mailed at the times and in the manner required by law at least twenty-one (21) days in advance of the date; and

**WHEREAS**, the Commission heard and fully considered all the evidence presented at a public hearing held on May 21, 2025; and

**WHEREAS**, a public hearing by this Commission was held on the report and at the hearing this Commission heard and received all oral and written protests, objections and evidence which were made, presented or filed, and all persons present were given an opportunity to hear and

be heard with respect to the proposal and the Executive Officer's report; and

**WHEREAS**, the Commission is required pursuant to Government Code Section 56430 to make statement of written determinations with regards to certain factors; and

**WHEREAS**, the Commission is required pursuant to Government Code Section 56425 and local Commission policy to make statement of written determinations with regards to the following factors:

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

CFPD is comprised of a range of land use designations, including tidelands, submerged lands, residential, commercial, industrial, open space, agricultural and rural. The District boundaries contain land that is under the jurisdiction of the County of San Mateo, the City of Half Moon Bay, the California Coastal Commission, as well as other agencies that have land use review authority. The District's mission is "to protect the lives, environment, and property of the community through fire suppression, fire prevention, emergency medical services, rescue services, public education and other related services."

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

Since the formation of CFPD, the District has regularly provided services not only within its district boundaries, but also to emergencies outside its official district boundaries. The Sphere of Influence for Coastside Fire Protection District is recommended to be updated to include the following areas in which it is regularly the first on scene and/or primary unit responder: County Fire Zone 22, Quarry Park, and parcels along Tamarind St. and Purisima Way. See Attachment A. The proposed Sphere of Influence amendment would allow for future annexations of areas that CFPD is already serving and responding to. This would allow CFPD to collect property tax revenue from these areas and implement CFPD adopted fire code regulations to parcels the District already responds to. The Tunitas Creek Road area and the Harbor District area among others, are not proposed to be included within the SOI at this time as service in this area is a mix between CFPD and County Fire.

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

Under the current contract, CAL FIRE provides Emergency Fire Protection, Medical, and Rescue Response; Basic Life Support Services; Advanced Life Support Services; Fire Code Inspection, Prevention and Enforcement Services; Land Use/Pre-Fire Planning Services;

Disaster Planning Services and specific service descriptions and staffing coverage. The CAL FIRE contract is fully funded by property tax revenue. The District is responsible for all costs associated with property and apparatus required for CAL FIRE personnel to perform their jobs. The District has fully funded its mobile apparatus replacements according to schedule and needs. The District also has three new or recently upgraded fire stations. The oldest station was built in 1998, and the newest is set for completion by the end of 2025.

**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.**

CFPD includes the City of Half Moon Bay and unincorporated areas which host annual festivals that attract tourists. The District also encompasses beaches and commercial areas that are generally considered economic communities of interest.

**5. For an update of a sphere of influence of a city or special district that provides public facilities or services related to sewers, municipal and industrial water, or structural fire protection, that occurs pursuant to Section 56425(g) on or after July 1, 2012, the present and probable need for those public facilities and services of any disadvantaged unincorporated communities within the existing sphere of influence.**

There are no disadvantaged unincorporated communities within CFPD boundaries, or in any areas in which CFPD provides services.

**WHEREAS**, based on the results of the MSR, staff has determined that the SOI for the Coastside Fire Protection District does need to be updated at this time; and

**WHEREAS**, the Municipal Service Review is categorically exempt from the environmental review requirements of the California Environmental Quality Act (CEQA) under Section 15303, Class 6, which allows for basic data collection, research, experimental management, and resource evaluation activities which do not result in a serious or major disturbance to an environmental resource. The Municipal Service Review collects data for the purpose of evaluating municipal services provided by an agency. There are no land use changes or environmental impacts created by this study.

The Municipal Service Review also is exempt from CEQA under the section 15061(b)(3), the common-sense provision, which states that CEQA applies only to projects which have the

potential for causing a significant effect on the environment and where it is certain that the activity will have no possible significant effect on the environment, the activity is exempt from CEQA; and

**NOW, THEREFORE**, the Local Agency Formation Commission of the County of San Mateo DOES HEREBY RESOLVE, DETERMINE AND ORDER as follows:

Section 1. By Resolution, the Commission accepts the Executive Officer's Report dated May 14, 2025, Final Municipal Service Review for the San Mateo County Coastside Fire Protection District, and all written comments and attachments incorporated herein and contained in attached "Exhibit A."

Section 2. By Motion, the Commission adopts the Municipal Service Review determinations set forth in "Exhibit B" which is attached and hereby incorporated by reference.



## Exhibit B

Municipal Service Review (MSR) Areas of Determination and Recommendations for  
the San Mateo County Coastside Fire Protection District**Areas of Determinations and Recommendations****Growth and population projections for the affected area.***Determination*

Growth within the Coastside Fire Protection District service area is projected to be 1-5% over the next 5-10 years and will not directly impact the District's service needs and demands. It is notable, however, that CFPD is a popular destination for tourists throughout the year. An influx of visitors to festivals and beaches may result in temporary increases in demand for services. If area within the amended Sphere of Influence for CFPD is annexed to the District, service impacts will likely be minimal as the District is already providing service within these areas.

*Recommendation: None*

**The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the SOI.***Determination*

Coastside Fire Protection District's sphere of influence and corporate boundaries do not include disadvantaged unincorporated communities. However, the District does contain two Environmental Justice Communities—Princeton and Moonridge— and is sometimes dispatched by San Mateo County's Public Safety Communications Center to provide fire protection and emergency response services outside its boundaries to Pescadero West which is a High Priority Environmental Justice Community. Currently there is no reorganization necessary for CFPD.

*Recommendation: None*

**Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies including needs or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any disadvantaged, unincorporated communities within or contiguous to the SOI.***Determination*

CFPD has undergone recent upgrades to its fire stations and consistently meets equipment and apparatus maintenance and replacements according to schedule. It is well equipped to serve the residents, visitors and businesses inside and adjacent to its official district boundaries. All upgrades to fire stations and equipment are fully funded through existing property tax revenue and/or Internal Service Funds.

*Recommendation: None*

**Financial ability of agency to provide services.**

*Determination*

The District engages in responsible budgeting practices and is able to fully fund its operations. Budgets and contracts are transparent, and documents are available on the District's website. While the District has no long-term debt, it does have outstanding CalPERS liabilities in the projected amount of \$13,763,066 as of June 30, 2023. The District has employed the firm Foster & Foster to explore how to meet this obligation. As of February 2025, the Board of Directors has not yet decided how to proceed.

*Recommendation:*

1. LAFCo encourages the District Board of Directors to evaluation options that continues to address CalPERS Safety Plan liabilities.

**Status of, and opportunities for, shared facilities.**

*Determination*

Through this MSR process, LAFCo staff has not identified any new opportunities for shared services or facilities. The CFPD currently partners with multiple agencies, including the San Mateo County Fire Department, North County Fire Protection District, and other special districts in providing emergency response services within the District, and in adjacent lands.

CFPD shares dispatch services through the County's Public Safety Communications Center, participates in the Pre-Hospital Emergency Services Providers Group, and contracts with CAL FIRE for personnel and services.

*Recommendation:* None

**Accountability for community service needs, including governmental structure and operational efficiencies.**

*Determination*

The District practices transparent budgeting and operations, recording its Board Meetings and publishing agendas, minutes, and staff reports on its website. It also maintains meeting archives available online. The District has adopted all three recommendations from the San Mateo County Civil Grand Jury's 2023-24 report to annually evaluate and report to its Board of Directors on organizational risks and internal controls. In 2020, the District received the Transparency Certificate of Excellence from the Special District Leadership Foundation. This certificate highlights an agency's commitment to government transparency requirements,

including the completion of ethics training for commissioners, adherence to the Brown Act for public meetings, and filing and reporting on financial transactions to the State in a timely manner.

The District is achieving operational efficiencies from its contract with CAL FIRE. CFPD has consistently achieved the goals identified in its annual Strategic Business Plans, and has adopted a new 2025 Strategic Business Plan.

*Recommendation: None*

**Any other matter related to effective or efficient service delivery, as required by LAFCo policy including the following:**

- i. Water Resiliency and Climate Change**
- ii. Impact of Natural Hazards and Mitigation Planning**

*Determination*

CFPD collaborates with several agencies, such as the County of San Mateo, the San Mateo County Harbor District, the California Resource Conservation District, and others related to hazard mitigation and climate change.