

**Municipal Service Review
And
Sphere of Influence Recommendation**

**June Lake Fire Protection District
Mono County, California**

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SUMMARY

Municipal Service Review Determinations

1. Infrastructure Needs and Deficiencies

- The renovation or replacement of existing facilities will be needed to maintain or increase the quality of service provided by the district.
- Additional development, particularly the proposed resort development at the Rodeo Grounds, will place more pressure on the district to augment its service capacities.
- The replacement of aging equipment and the purchase of additional equipment will be needed to maintain or increase the quality of service provided by the district.
- The district needs a longterm solution to the lack of sufficient volunteer personnel.

2. Growth and Population Projections for the Affected Area

- The Mono County General Plan Land Use Element allows for additional development in the area served by the June Lake Fire Protection District.
- Growth is anticipated to occur primarily in and adjacent to existing developed areas.
- Visitors to the area will continue to increase demand for services such as emergency medical response and vehicular accident response while providing no commensurate increase in revenues available to provide those services. There is a need to have these users pay for their share of the services.
- The population in June Lake is projected to increase to 778 by 2020 and 837 by 2030, creating an increased demand for fire and emergency medical services.
- The population will continue to age, creating an increased demand for emergency medical services.
- Policies in the **June Lake Area Plan** in the **Mono County General Plan Land Use Element** require the county to allow additional residential development only when adequate services, including fire protection services, are available. The policies also contain a number of fire prevention measures to reduce the threat to life and property from fire hazards.

3. Financing Constraints and Opportunities

- The June Lake Fire Protection District's future financing will continue to rely primarily on property assessments and fire mitigation fees.
- The district's fire mitigation flat fee of \$832 is below the countywide average of 63 cents per square foot.
- It is becoming increasingly difficult to maintain existing service levels as costs increase over time.
- The district applies for and receives grant funding on an ongoing basis.

4. Cost Avoidance Opportunities

- In Mono County, each community area is a discrete geographic area; there are no overlapping service boundaries.
- Administrative costs are low for the JLFPD since it is staffed predominantly by volunteers.

- The district strives to keep operations and maintenance costs low by sharing services and training with other districts.
- Participating in group purchasing programs could result in lower prices or discounts.
- Cooperation among fire districts is an important part of reducing costs.
- The cost of volunteer training is unavoidable and may be lost when trained volunteers leave the district. A possibility exists for the district to offer benefit contracts so that a volunteer agrees to be with the district for a specific amount of time or to reimburse the district for training costs.
- Integrated planning, especially long range planning, is an important part of cost avoidance.

5. Opportunities for Rate Restructuring

- All funding mechanisms have inherent limitations that may prevent their implementation, use or restructure.
- The June Lake Fire Protection District should seek additional opportunities to reduce costs through cooperation and sharing with other agencies.
- The June Lake Fire Protection District applies for and receives grant funding on an ongoing basis.

6. Opportunities for Shared Facilities and Resources

- The largest impediment to greater sharing of resources and facilities in Mono County is geographic separation between fire protection districts.
- Fire districts in Mono County can share resources through joint training sessions, shared purchasing, and the implementation of mutual aid agreements.
- The **Local Hazard Mitigation Plan for Mono County** contains a number of mitigation measures to address fire hazard planning in the county's communities. While the focus of the plan is on mitigation planning for wildland fire hazards, the mitigation measures identified in the plan apply to all fire hazards in the area. Responsibility for implementing those fire hazard planning measures rests with the County, the Regional Planning Advisory Committees, and local fire protection districts.
- June Lake has paramedic service.

7. Government Structure Options

- In regions of the county with separate, distinct communities that are geographically remote from each other, public services are most logically provided by a combination of several single purpose special districts.
- If further study indicated that consolidation of services in June Lake under one service provider could save money and if June Lake residents were in favor of consolidation, fire protection, water and sewer services, mosquito abatement, and other local services could be provided by one multi-purpose agency in the future.

8. Evaluation of Management Efficiencies

- The June Lake Fire Protection District is managed by an elected board of commissioners and a volunteer fire chief.

- The board of directors' individual skills, knowledge, experience, qualifications, motivation and the time they have available for the district determine the effectiveness of the June Lake Fire Protection District and its efficiency.
- The June Lake Fire Protection District has a Capital Improvement Plan and an Equipment Replacement Plan but no other longterm planning documents that address budgeting, managing costs, and training and utilizing personnel.

9. Local Accountability and Governance

- The June Lake Fire Protection District complies with the minimum requirements for open meetings and public records.
- Public accessibility to district information appears to be limited and may be based on the availability of the board officers.
- The district works with the local fire safe council on community outreach programs.

Sphere of Influence Findings

1. Present and Planned Land Uses

Land use within June Lake is a mix of resort uses, commercial uses, and single-family residential uses. The planned land uses for the area are resort uses and single-family residential uses. Development will occur within and adjacent to existing development.

2. Present and Probable Need For Public Facilities and Services

June Lake has an existing and continuing need for public facilities and services to serve the increasing development in the area.

3. Present Capacity of Public Facilities and Adequacy of Public Services

The district currently provides an adequate level of service but has identified a need to improve both its facilities and services in order to serve additional development.

4. Social or Economic Communities of Interest

The district area exhibits social and economic interdependence with Mammoth Lakes, the only incorporated community in the County. This interdependence has no relevance in determining the sphere of influence for the district

Sphere of Influence Recommendation

The Sphere of Influence for the June Lake Fire Protection District should remain as it is, coterminous with the boundaries of the district.

I. INTRODUCTION

Municipal Service Reviews

The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 requires Local Agency Formation Commissions (LAFCOs) to conduct comprehensive reviews of all municipal services in each county in California and to periodically update that information. The purpose of the municipal service reviews is to gather detailed information on public service capacities and issues.

Relationship Between Municipal Service Reviews and Spheres of Influence

The Cortese-Knox-Hertzberg Local Government Reorganization Act requires LAFCOs to develop and determine the Sphere of Influence (SOI) for each applicable local governmental agency that provides services or facilities related to development. Government Code Section 56076 defines a SOI as “a plan for the probable physical boundaries and service area of a local agency.” Service reviews must be completed prior to the establishment or update of SOIs (§56430(a)). Spheres of influence must be reviewed and updated as necessary, but not less than once every five years (§56425).

The information and determinations contained in a Municipal Service Review are intended to guide and inform SOI decisions. Service reviews enable LAFCO to determine SOI boundaries and to establish the most efficient service provider for areas needing new service. They also function as the basis for other government reorganizations. Section 56430, as noted above, states that LAFCO can conduct these reviews “before, in conjunction with, but no later than the time it is considering an action to establish a SOI.”

The June Lake Fire Protection District Municipal Service Review is being conducted in response to, and in conjunction with, an update of the sphere of influence for the district.

II. JUNE LAKE FIRE PROTECTION DISTRICT

DISTRICT OVERVIEW

Service Area

The June Lake Fire Protection District was established in 1939 to provide structural fire protection to June Lake. At that time the district included the June Lake Village, Pine Cliff, and June Lake Junction; the remaining development in the Loop either paid a subscription fee or was billed for services. In 1994, subscription areas were annexed into the district, making it approximately 8.5 square miles starting at June Lake Junction and continuing around the Loop to just below Silver Lake (see Figure 1). June Lake is located in the center of Mono County, approximately 15 miles south of Lee Vining and Mono Lake and 15 miles north of Mammoth Lakes.

The June Lake Loop is located at the base of the Sierra Nevada Mountains. The area is bordered to the south and west by the mountains and to the north and east by the Mono Basin. The area contains private and public lands. Private lands are concentrated primarily in the June Lake Village and Down Canyon areas. Surrounding public lands are managed by the Inyo National Forest.

The June Lake Loop contains three lakes, June Lake, Gull Lake, and Silver Lake, Reversed Creek, and several other streams. Vegetation in the area is some of the most varied in the county and includes marshlands, meadows, riparian woodlands, mixed riparian areas, juniper-pine scrub, sagebrush-bitterbrush scrub, lodgepole pine, and mixed coniferous-fir communities.

The June Lake Loop is a popular recreation destination as well as a year-round residential community with five distinct community areas spread out along SR 158, the main access route through the area. June Lake Village is the Loop's commercial and residential center with stores, restaurants, lodging, offices, post office, library, community center, park, and a variety of residential uses. The West Village contains ballfields and condominiums, as well as the 145-acre Rodeo Grounds, the largest undeveloped privately owned area of land within the June Lake Loop. The Rodeo Grounds will be developed into a resort center with multi-family and single-family units. June Mountain Ski Area is adjacent to the West Village, on public land managed by the Inyo National Forest. The Down Canyon area of June Lake is predominantly seasonal and year-round single-family residential development with limited commercial development and lodging along SR 158. Silver Lake Meadow, west of Down Canyon, contains limited single-family residential development. Pine Cliff, northwest of June Lake, contains campgrounds and a materials processing operation.

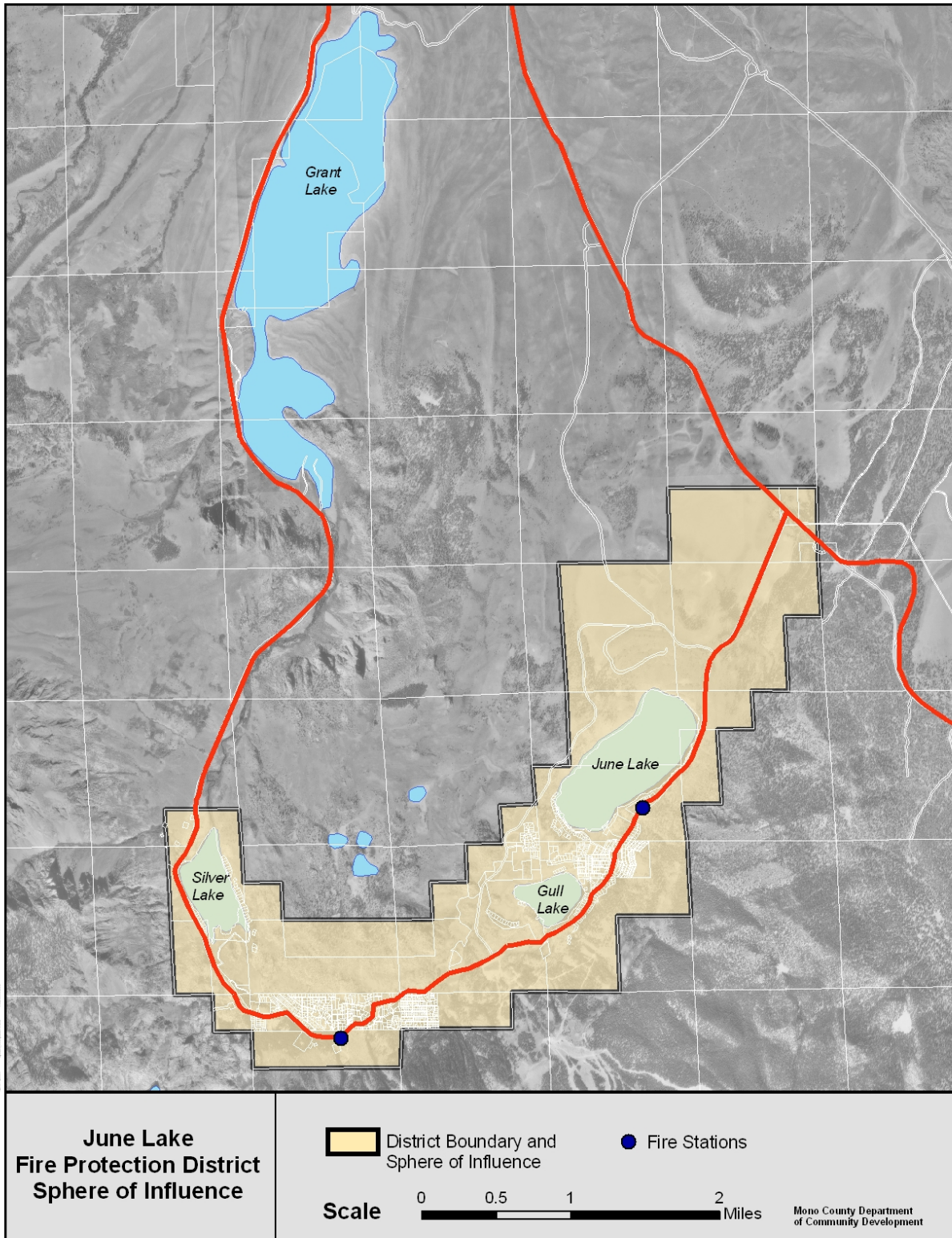


Figure 1
June Lake Fire Protection District Boundaries

Population Characteristics

Mono County GIS estimates that there are 1,187 parcels in the district, including approximately 615 developed parcels (residential or commercial parcels valued at \$10,000 or more). The district estimates that it serves approximately 223 households full-time and 571 households part-time with a population of 389. Population data from the 2000 US Census and California Department of Finance population estimates show the population of June Lake to be 613 in 2000 and 626 in 2003 (Census 2000 Summary File 1, Table 3, Mono County Housing Element).

In 2000, 4 percent of the population in June Lake was under 5 years old, 17 percent was 5-17 years old, 71 percent was 18 to 64, and 8 percent was over 65 (Census 2000 Summary File 1). The median age in June Lake in 2000 was 41.4, slightly higher than the countywide median age of 40 (Census 2000 Summary File 1).

In 2000, there were 264 households in June Lake (Census 2000 Summary File 1). Sixty-six percent of the households were owner-occupied and 34 percent were rented (Census 2000 Summary File 1).

Services Provided

The district serves a full time residential population and a substantial visitor population in the community of June Lake. It provides fire prevention/suppression and emergency medical response services, wildland firefighting, permit approvals and development proposal reviews, and hydrant testing and maintenance. Firefighters are trained for structural firefighting, medical services, wildland firefighting, hazardous materials, vehicle extrication, over the side rescue, ice rescue, and various other topics.

ISO Rating

The Insurance Services Office (ISO) is a private organization that supplies information used by underwriters to evaluate and price particular risks, including fire protection. ISO staff gathers information on individual properties and communities and, in turn, insurers use that information in underwriting personal and commercial property insurance, commercial liability and workers compensation policies. The ratings range from a score of 10 (no fire protection at all) to 1 (best fire protection possible). The ISO rating for the June Lake Fire Protection District is 4.

Land Ownership

The district includes islands of privately owned land surrounded by publicly owned land. Land surrounding the district is publicly owned and managed by Inyo National Forest.

Surrounding Fire Protection Facilities

The closest fire protection districts to the June Lake Fire Protection District are the Lee Vining Fire Protection District, located approximately 15 miles to the north in Lee Vining, and the Mammoth Lakes Fire Protection District, located approximately 15 miles to the south in Mammoth Lakes.

Fire Hazard

Wildfire hazards are considered to be one of the most prevalent natural hazards in Mono County due to their repeated occurrence, the damage they have caused in the past, and the geographically widespread nature of the hazard (Mono County Multi-Jurisdictional Local Hazard Mitigation Plan). Most of the developed parcels in the June Lake Fire Protection District are in areas identified by the California Department of Forestry and Fire Protection (CDF) as Wildland Fire Hazard Areas (see Figure 2).

Planned Land Uses

The Mono County Land Use Element provides for substantial additional development in June Lake. The additional development allowed by the plan would be a mix of uses, including single-family residential development, multi-family residential development, commercial uses, resort development, and commercial lodging. Development would occur in existing community areas along SR 158. The Rodeo Grounds is currently in the planning stages for a large-scale resort development that would include lodging, residential uses, and commercial uses.

Mono County Fire Safe Standards

The Mono County Fire Safe Standards (Chapter 22 of the Mono County Land Development Regulations) apply to new development in State Responsibility Areas, generally areas outside fire district boundaries. They are intended to provide the same practical effect as the State's Fire Safe Regulations. The Fire Safe Standards establish basic wildland fire protection standards in the State Responsibility Areas of Mono County for emergency access; signing and building numbering; private water supply reserves for fire use; roof covering standards; and vegetation modification.

Fire Safe Council

Fire safe councils are non-profit organizations created to advise citizens how best to deal with the threat of wildfires to homes, communities and natural resources in the urban/wildland interface. Fire safe councils provide information on creating defensible space around structures, creating fire safe landscaping, and provide home inspections. The Eastern Sierra Regional Fire Safe Council provides fire safe information to homeowners and communities throughout Inyo and Mono Counties. Many communities in Mono County have local fire safe councils. There is currently a fire safe council in June Lake that provides support with fuel reduction programs, with grant funding, and with public awareness for fire safety.

District Issues of Concern

The district's major concern is the development of the Rodeo Grounds and the impacts that will have on local service providers.

The district notes that adequate numbers of personnel is always a concern since they rely on volunteers in a seasonal resort with a dwindling full-time population. Constant changes in training requirements, along with limited training time for volunteers, are another problem for the district. The district has identified the lack of affordable housing in June Lake and a lack of jobs there as reasons for the district's declining firefighter numbers. The district currently has 7 badged firefighters; 6 of them work out of town.

The district needs to replace two Type I engines at a cost of approximately \$270,000. Inadequate addressing and street signage are an ongoing problem that the district is working on with the June Lake Fire Safe Council and Mono County.

District Planning

The FPD has a Capital Improvement Program (CIP) as well as a Vehicle Replacement Program. Planning for the district occurs by the fire chief and the board of commissioners at monthly board meetings and on an as-needed basis. The district considers itself to have adequately planned for future needs based on population and buildout figures.

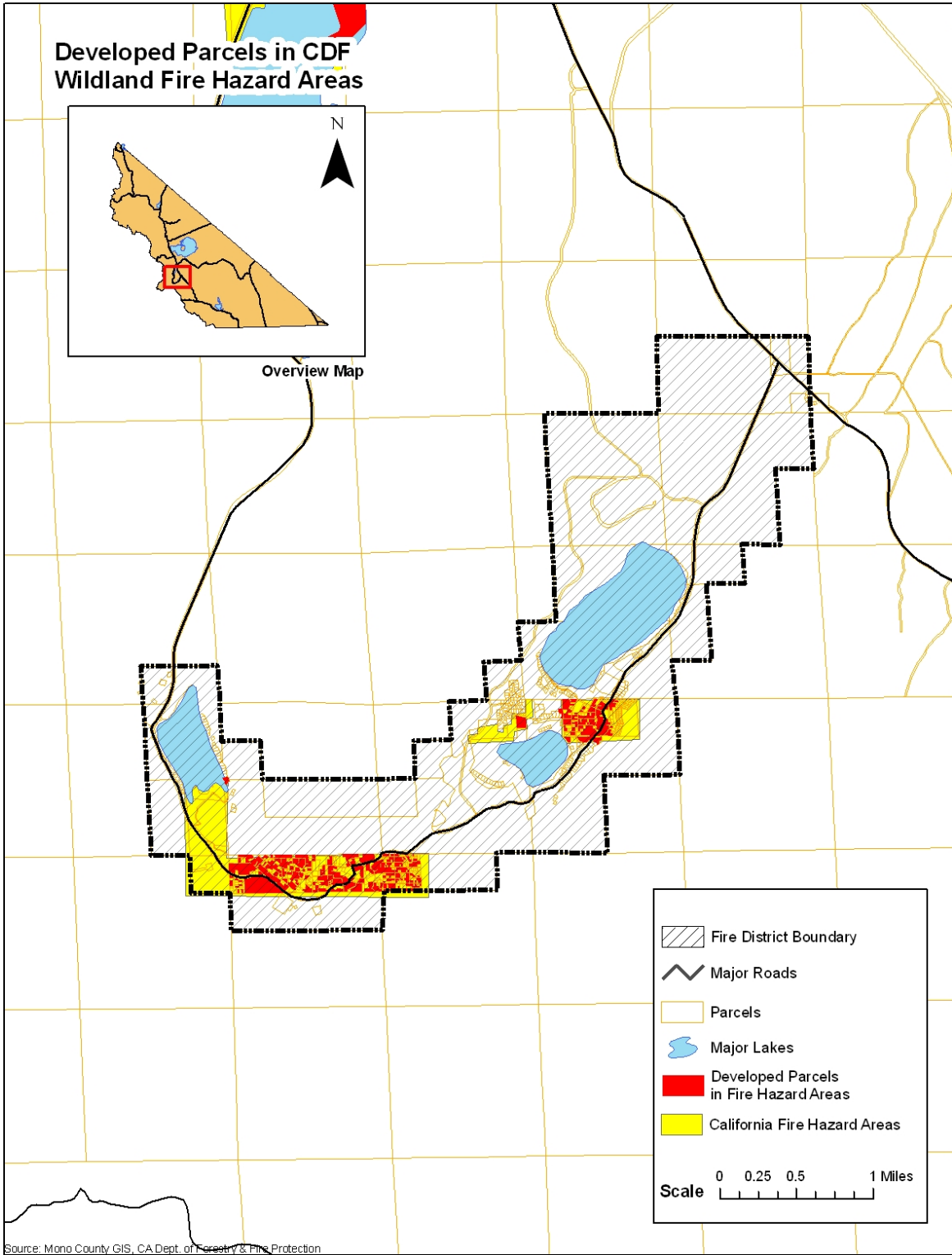


Figure 2
June Lake Wildland Fire Hazard Areas

DISTRICT SERVICES

Fire Suppression and Emergency Medical Response

Structural fire protection is provided to district residents from the district's main station in June Lake and a second station in the Down Canyon area. The two stations are manned by 19 volunteer firefighters, with an average of 10 of them being able to respond midday. There are currently 115 fire hydrants within the district. The district estimates that 80 percent of the district is accessible within 5 minutes and the remaining 20 percent is accessible within 10 minutes.

The district provides emergency medical response with 2 of the volunteer firefighters qualified as EMT1s. Ten volunteers are trained as First Responders. The district provides first responder service or emergency backup service to the county's paramedic unit based at the fire station in June Lake. Medic-2 provides Advanced Life Support (ALS) services to the June Lake area.

Three volunteers have completed Firefighter I training; 13 have completed Firefighter II training. The district also has 13 personnel trained in wildland fire fighting. The district also reviews development proposals and building permits, tests and maintains hydrants, and provides community education.

Mutual Aid and Service Agreements

Mono County contains eleven fire protection districts, all of which belong to a county fire service association and are party to a countywide mutual aid agreement. The agreement formalizes the procedure for each district to send personnel and equipment to fires and emergencies beyond district boundaries when needed. The districts have also established informal service areas for the unserved private lands that are outside of any local fire protection district. These informal service areas reflect a recognized moral – not legal – responsibility of the districts to assist in the protection of life and property in such areas.

The district maintains mutual aid agreements with the Bureau of Land Management (BLM), the US Forest Service (USFS), the California Department of Forestry and Fire Protection (CDF), and other fire districts in the county. Although section 13007 of the Health and Safety Code authorizes fire protection districts to collect fees from the property owners to cover the cost of responding to a fire, the June Lake Fire Protection District derives little, if any, revenue from serving non-district areas. The district is, however, reimbursed for the cost of responding to fires on federal lands through its memorandum of understanding with the BLM and the USFS.

Table 1: June Lake Fire Protection District Services and Programs

Type of Service	Provider	Service Capacity and Other Notes
<i>Fire Services</i>		
Fire Suppression	All Staff	
Residential Inspection	Staff	
Commercial Inspection	Staff	
Burn Permits		Not provided
Fire Safe Inspections		Fire Safe Council
Hydrant Inspections	Staff	
Defensible Space/Brush Reduction		Fire Safe Council ¹
HazMat		Not provided
<i>Rescue Services</i>		
Swift Water Rescue		Not provided
Rope Rescue		Not provided
Extrication/Vehicle Rescue		Not provided
<i>Medical Services</i>		
Basic Life Support	2 EMTs	
First Responder	10 trained staff	
<i>Other Safety Services and Programs</i>		
Public Education Program	Staff	
School Programs	Staff	
Community Activities	Staff	
<i>Development</i>		
Plans Review	Chief	
Permit Approval	Chief	
Will-Serve Letters	Chief	

Infrastructure and Facilities

District facilities include the main fire station in June Lake and a second station in the Down Canyon area.

District equipment includes the following: five engines, one water tender, one ladder truck, one rescue vehicle, two wildland vehicles, and three pickups. Seventy percent of the equipment was purchased new, 20 percent was purchased used, and 10 percent was new and converted. The district indicates that it has a need to replace two Type I engines at a cost of \$270,000 each.

¹ Fire Safe Council = June Lake Fire Safe Council.

In addition, the district has 19 personal alert safety systems (PASS), 19 self-contained breathing apparatus (SCBA), and 19 sets of personal protective clothing (PPE), as required by Federal, State and local laws and standards, including those established by OSHA and NFPA.

Communications

Fires and medical emergencies are dispatched to the district from the Mono County Sheriff's Office in Bridgeport via the county's 911 emergency system. The district currently has 4 handheld radios. The district currently has cell phone towers on June Mountain that provide good cell phone communications. The district has complete internet access.

Administration and Staffing

The district is managed by an elected board of commissioners. Meetings are held monthly. Nineteen volunteer firefighters actively staff the district's facilities; most of the volunteers have received formal training in a variety of areas. Sixteen have formal training in structural firefighting; thirteen have completed Firefighter II training.

The volunteers receive training on a regular basis (approximately 12-15 hours a month) covering all aspects of fire suppression and use of the equipment. Training is provided in-house by the training officer. The district participates in joint training activities with other fire districts. District personnel also attend specialized training sessions out of the county.

Service Activity

The June Lake Fire Protection District responded to 55 calls in 2005. The district's service calls are predominantly emergency medical calls, structural fires, and vehicle accidents.

Table 2: June Lake Fire Protection District Call Log--2005

<i>Incident Type Summary</i>	Number of Responses	Percentage (%)
Structural	11	20%
Vehicle Accident	10	18%
Emergency Medical	18	33%
HazMat	0	0%
Rescue	4	7%
Wildland Fire	4	7%
False Alarm	8	15%
TOTAL	55	100%

Funding and Budget

The June Lake Fire Protection District relies heavily on property tax revenue for its funding. Services and supplies is the greatest expense of the JLFPD, at approximately 69 percent of the total budget. The district has an outstanding lease that provided the funding for the second fire station.

**Table 3: June Lake Fire Protection District Revenues and Expenditures,
FY 2006-2007**

Expenses	
Health and Sanitation	
Salaries and employee benefits	\$ 53,358
Services and Supplies	95,196
Interest	23,049
Depreciation expense	<u>110,213</u>
<i>Total Public Support</i>	281,816
Program Revenues	
Charges for services	69,061
Taxes	<u>372,846</u>
<i>Total Program Revenues</i>	441,907
Net Program Expense	160,091
General Revenue	
Other	17,187
Interest	<u>38,875</u>
<i>Total General Revenues</i>	56,062
Increase in net assets	216,153
Net assets, beginning of the year	1,060,221
Net assets, end of the year	1,276,374

III. SERVICE REVIEW ANALYSIS AND DETERMINATIONS

Government Code §56430 requires the analysis of nine factors when assessing the capabilities of public service agencies. Each of the required factors is discussed below as it pertains to fire protection districts in general and the June Lake Fire Protection District, Community Service District specifically.

1. Infrastructure Needs and Deficiencies

Overview

Purpose: To evaluate the infrastructure needs and deficiencies of a district in terms of capacity, condition of facilities, service quality, and levels of service and its relationship to existing and planned service users

The infrastructure elements of fire protection and emergency services include facilities (stations), rolling stock (engines and ambulances), dispatch systems, water supplies and roadways. Service also depends on trained personnel.

In the context of fire and emergency services, infrastructure needs and deficiencies are indicated by facilities that do not provide adequate capacity to accommodate current or projected demand for service in the affected area. Adequacy of service can be measured by reviewing response times, coverage, mutual aid, staffing and the underlying water and roadway systems.

June Lake Fire Protection District--Facilities

The district currently has two fire stations, one in June Lake and one in the Down Canyon area. The district estimates that 80 percent of its service area is accessible within 5 minutes; the remaining 20 percent is accessible within 10 minutes. The average response time to an emergency is approximately 5 minutes.

June Lake Fire Protection District--Apparatus and Other Equipment

The district has indicated that it needs to replace two aging Type I engines, at a cost of \$270,000 each. The development of the Rodeo Grounds may require additional equipment in the future.

June Lake Fire Protection District--Personnel

The district has a current volunteer staff of 19. Volunteer staff is increasingly difficult to attract and retain as June Lake develops into a seasonal resort with a declining fulltime resident population. Volunteers who live in June Lake may work outside of the community and may therefore be available only for very limited time periods or may not have the time or energy to provide community service at the level of intensity required for volunteer firefighters. Currently, 10 of the 19 district volunteers are available to respond during the middle of the day,

June Lake Fire Protection District--Dispatch System

The emergency services dispatch system in Mono County is operated by the Mono County Sheriff's office from facilities in Bridgeport. The district has no communications problems.

Mono County, along with the Town of Mammoth Lakes and emergency service providers throughout the county, is in the process of a 911 Addressing Project for the entire county. Addresses are being input into the county's GIS system and being field checked for accuracy. Once the project is complete, 911 dispatchers in Bridgeport will see the location of a call displayed on an interactive map on their computer and will be able to describe the location more accurately and quickly to emergency services personnel. The district has indicated that accurate addressing and street signs would improve its services.

June Lake Fire Protection District--Roadways

The main access through June Lake is SR 158, a paved two-lane state highway. Numerous other paved roads serve the various community areas. Snow storage may create access problems in winter. The Down Canyon area has many steep, narrow roads that may create access problems for emergency vehicles.

June Lake Fire Protection District--Water Supply

The district currently has 115 fire hydrants, installed by developers and maintained by the June Lake FPD. Water is provided by the June Lake Public Utility District, from lakes and streams in the area.

Determinations

- The renovation or replacement of existing facilities will be needed to maintain or increase the quality of service provided by the district.
- Additional development, particularly the proposed resort development at the Rodeo Grounds, will place more pressure on the district to augment its service capacities.
- The replacement of aging equipment and the purchase of additional equipment will be needed to maintain or increase the quality of service provided by the district.
- The district needs a longterm solution to the lack of sufficient volunteer personnel.

2. Growth and Population Projections for the Affected Area

Overview

Purpose: To evaluate service needs based on existing and anticipated growth patterns and population projections.

Existing and Anticipated Growth Patterns in June Lake

The June Lake Loop is a popular recreation destination as well as a year-round residential community with five distinct community areas spread out along SR 158, the main access route through the area. The Loop contains commercial and residential centers, along with extensive resort development. June Mountain Ski Area is adjacent to the West Village, on public land managed by the Inyo National Forest. The Down Canyon area of June Lake is predominantly seasonal and year-round single-family residential development with limited commercial development and lodging along SR 158. Silver Lake Meadow, west of Down Canyon, contains limited single-family residential development. Pine Cliff, northwest of June Lake, contains campgrounds and a materials processing operation.

The Mono County General Plan Land Use Element provides for the following buildout in June Lake:

Table 4: Buildout Figures for June Lake

Land Use Designation	Density	Acres	Maximum Potential Dwelling Units
ER Estate Residential	1 du/acre	9	9
SFR Single-Family Residential	5.8 du/acre	164	951
MFR-L Multiple-Family Residential – Low	11.6 du/acre	9	104
MFR-M Multiple-Family Residential – Moderate	15 du/acre	9	135
MU Mixed Use	15 du/acre	14	210
CL, M Commercial Lodging – Moderate	15 du/acre	21	315
CL, H Commercial Lodging – High	15 du/acre	20	300
RU Rural Resort	1 du/5 acres	152	---
C Commercial	15 du/acre	26	390
RE Resource Extraction	---	132	---
PF Public/Quasi-Public Facilities	---	4	---
NHP Natural Habitat Protection	1 du/5 acres	31	6
SP Specific Plan	---	145	1,450 ^a
Total Private Lands		736	3,870
RM Resource Management – Federal/State	---	46,892	---
OS Open Space – LADWP	1 du/80 acres	8,024	100
Total		55,652	3,970

Notes:

du = dwelling unit

a. 145 acres = Rodeo Grounds Specific Plan which permits 10 du/acre. Other sites identified as SP on the June Lake Land Use Maps reflect potential exchange parcels with the US Forest Service.

Seasonal Population

In addition to the projected residential growth, June Lake’s population experiences significant seasonal increases due to tourism and second homeowners. The June Lake Loop accommodates large numbers of recreational users and is a vacation destination for outdoor and wilderness activities such as skiing, fishing and hiking. While these visitors cause an increased demand for services such as emergency medical response, vehicular accident response, and search and rescue, there is no commensurate increase in revenues available to provide those services.

In 2000, the Census counted 727 housing units in the June Lake Loop; 76 percent of those units were single-family residences, 8 percent were mobilehomes, and 17 percent were multi-family units (Table 35, Housing Element). Sixty-five percent of the units were vacant in 2000; approximately 95 percent of the vacant units were seasonal uses residences, the remaining vacant units were for sale (Table 14, Housing Element).

Population Projections

Population data from the 2000 US Census and California Department of Finance population estimates show the population in June Lake to be 613 in 2000 and 626 in 2003. In 2000, there were 264 households in June Lake. The population in June Lake is projected to increase to 778 by 2020 and 837 by 2030 (State Department of Finance Report P-3, Population Projections²). Overall, the population in Mono County is aging. The median age in the unincorporated area increased from 33 in 1990 to 40.1 in 2000 (Mono County Housing Element). The number of seniors 65 years and older increased from 10 percent of the unincorporated population in 1990 to 12 percent in 2000. June Lake, however, has one of the smallest percentages of older residents. In 2000, 8 percent of the total population in June Lake was 65 or older.

Area Plan Development Policies

The Safety Element of the **June Lake Area Plan** addresses fire and emergency medical services, i.e.:

OBJECTIVE K

Assure that new development has an adequate level of fire protection services.

Policy 1: Use the Planning Permit process to insure that new development has adequate fire protection services.

Action 1.1: Coordinate efforts with the JLFPD to insure that the District has the capability to adequately serve new development.

OBJECTIVE L

Minimize the impacts of wildland fires on developed private lands in June Lake.

Policy 1: Develop a wildland fire mitigation program that balances the threat or risk of fires on developed community areas against negative visual impacts and impacts on vegetation and wildlife.

Action 1.1: The County and the JLFPD should work with the California Department of Forestry and Fire Protection and other agencies to develop a fuel modification program.

OBJECTIVE N

Maintain a requisite level of emergency medical and rescue services in June Lake and expand services when needed.

Policy 1: Maintain and if demanded, expand inter-loop emergency response services.

Action 1.1: Where feasible, the County shall continue to maintain Paramedic and Search and Rescue services.

Action 1.2: Seek alternative funding programs such as increases in sales or bed taxes and user fees.

Policy 2: Promote the development of self-help emergency response programs for June Lake Loop residents.

Action 2.1: Coordinate activities with the local fire department or other agencies to teach periodic First Aid/CPR classes and if feasible, to distribute literature that helps residents prepare for and react in emergency situations.

Determinations

² This assumes that the population in the unincorporated area remains at approximately 45 percent of the total county population and that the population in June Lake remains at approximately 3.4 percent of the total unincorporated population, as they were in 2000.

- The Mono County General Plan Land Use Element allows for additional development in the area served by the June Lake Fire Protection District.
- Growth is anticipated to occur primarily in and adjacent to existing developed areas.
- Visitors to the area will continue to increase demand for services such as emergency medical response and vehicular accident response while providing no commensurate increase in revenues available to provide those services. There is a need to have these users pay for their share of the services.
- The population in June Lake is projected to increase to 778 by 2020 and 837 by 2030, creating an increased demand for fire and emergency medical services.
- The population will continue to age, creating an increased demand for emergency medical services.
- Policies in the **June Lake Area Plan** in the **Mono County General Plan Land Use Element** require the county to allow additional residential development only when adequate services, including fire protection services, are available. The policies also contain a number of fire prevention measures to reduce the threat to life and property from fire hazards.

3. Financing Constraints and Opportunities

Overview

Purpose: To evaluate factors that affect the financing of needed improvements.

Expenses for special districts generally fall into one of three categories: (1) acquisition of facilities and major capital equipment, (2) employee expenses, and (3) ongoing operations and maintenance costs. The primary criteria that should be considered when evaluating adequacy of potential funding sources is availability, adequacy to meet the need, equity between existing and future residents, stability, and ability to cover on-going operating and maintenance costs.

June Lake Fire Protection District

The June Lake Fire Protection District is dependent on property assessments as its single most important source of revenue, followed by fire mitigation fees. The district charges a flat fee of \$832 (\$0.41 per square foot for a 2,000 square foot house) for fire mitigation fees for all new development; for houses larger than 2,000 square feet an additional fee is added. The district also receives funding from the County's Special District Augmentation Fund. This is a discretionary program intended to assist fire districts achieve longterm financial stability. Augmentation funds can only be used to provide equipment for enhanced fire protection and emergency medical services within the fire districts.

With the increase in growth, previously adequate funding arrangements may no longer be adequate. To fund the infrastructure needed to support new residents, the district may need to rely more heavily on mechanisms such as impact fees, grants, and partnerships. Absent such changes, the June Lake Fire Protection District may be hard pressed to maintain service levels in the long run.

The district regularly applies for and receives grant funding. In recent years, the district has received grants for fuels reduction and street signage.

Determinations

- The June Lake Fire Protection District's future financing will continue to rely primarily on property assessments and fire mitigation fees.
- The district's fire mitigation flat fee of \$832 is below the countywide average of 63 cents per square foot.
- It is becoming increasingly difficult to maintain existing service levels as costs increase over time.
- The district applies for and receives grant funding on an ongoing basis.

4. Cost Avoidance Opportunities

Overview

Purpose: To identify practices or opportunities that may aid in eliminating unnecessary costs.

Cost avoidance opportunities are defined as actions to eliminate unnecessary costs derived from, but not limited to, duplication of service efforts, higher than necessary administration/operation cost ratios, use of outdated or deteriorating infrastructure and equipment, underutilized equipment or buildings or facilities, overlapping/inefficient service boundaries, inefficient purchasing or budgeting practices, and lack of economies of scale.

June Lake Fire Protection District

Generally, in Mono County each community area is a discrete geographic area and, as a result, there is no duplication of service efforts or overlapping or inefficient service boundaries. The June Lake Loop is its own discrete geographic area; the nearest communities are Lee Vining, approximately 15 miles to the north, and Mammoth Lakes, approximately 15 miles to the south.

The June Lake FPD is managed and administered by volunteer fire fighters and an elected board of commissioners. The department conducts joint training with other fire departments. As the level of cooperation among fire districts in the county has increased in recent years, the districts routinely share information and best practices in order to reduce or avoid unnecessary costs. One cost that is difficult to avoid is volunteer training. Small districts may spend limited resources to train volunteer personnel only to have those qualified volunteers leave the district.

Since some of the district's infrastructure and equipment is old, there may be unnecessary costs associated with maintenance of its facilities and equipment. The district has indicated that they need replacement equipment and are concerned about the service needs of the proposed Rodeo Grounds development. The district has noted that it does not participate in any group purchasing programs, such as the state GSA and the County Fire Chiefs' Association that could result in discounts or lower prices.

The FPD has an adopted Capital Improvement Plan and an adopted Equipment Replacement Plan.

Determinations

- In Mono County, each community area is a discrete geographic area; there are no overlapping service boundaries.
- Administrative costs are low for the JLFPD since it is staffed predominantly by volunteers.
- The district strives to keep operations and maintenance costs low by sharing services and training with other districts.
- Participating in group purchasing programs could result in lower prices or discounts.
- Cooperation among fire districts is an important part of reducing costs.
- The cost of volunteer training is unavoidable and may be lost when trained volunteers leave the district. A possibility exists for the district to offer benefit contracts so that a volunteer agrees to be with the district for a specific amount of time or to reimburse the district for training costs.
- Integrated planning, especially long range planning, is an important part of cost avoidance.

5. Opportunities for Rate Restructuring

Overview

Purpose: To identify opportunities to positively impact rates without decreasing service levels.

As noted in the Financing Constraints and Opportunities Section, funding for fire protection districts in Mono County relies heavily on property tax revenues combined with mitigation fees, augmentation funds, and other smaller revenue sources (grants, fundraisers, etc.). Each of these categories has inherent constraints that prevent an agency from restructuring them.

June Lake Fire Protection District

Property taxes – In California, the maximum property tax assessed on any land is generally 1% of the property's value.

Fire Mitigation Fees – The district has a resolution adopted by the County Board of Supervisors on the agency's behalf that sets the fire fees for all new construction. The district's flat fee of \$832 is below the countywide average of \$.63 per square foot for a 2,000 square foot house. However, the district does collect additional fees for houses larger than 2,000 square feet.

Grants – Grant money is a one-time source that is useful in funding certain special projects but may be too unreliable or variable for ongoing expenses or recurring needs. Grants have helped get funding for items that would have to be purchased out of budget. As noted in Section 3, Financing Constraints and Opportunities, the June Lake FPD applies for and receives grant funding on an ongoing basis.

Determinations

- All funding mechanisms have inherent limitations that may prevent their implementation, use or restructure.

- The June Lake Fire Protection District should seek additional opportunities to reduce costs through cooperation and sharing with other agencies.
- The June Lake Fire Protection District applies for and receives grant funding on an ongoing basis.

6. Opportunities for Shared Facilities and Resources

Overview

Purpose: To evaluate the opportunities for a jurisdiction to share facilities and resources to develop more efficient service delivery systems.

Sharing facilities and resources can result in a more efficient and cost-effective delivery of resources.

June Lake Fire Protection District

Due to the geographic distance between most communities in the county, sharing facilities is not possible. Fire districts do share resources through mutual aid agreements. The most beneficial sharing of resources to residents in the County is the practice of deploying the nearest resource to an emergency. While there are costs associated with mutual aid and/or automatic aid, there is a direct benefit when an agency can rely on its neighbors for support. This ensures that residents of the County can be assured that there will be someone who will respond to an emergency without regard to jurisdictional issues. The fire districts in Mono County tend to do this very well.

The June Lake Fire Protection District shares resources in several other ways:

- They attend shared training sessions with the Mammoth Lakes FPD.
- They maintain mutual aid agreements with BLM, CDF, USFS (for wildland fires), and other FPDs in the county.
- They attend monthly county fire chiefs meetings.

The **Multi-Jurisdictional Local Hazard Mitigation Plan** prepared for Mono County and the Town of Mammoth Lakes identified a number of mitigation measures to address fire hazard planning in the county's communities. While the focus of the **Local Hazard Mitigation Plan** is on mitigation planning for wildland fire hazards, the mitigation measures identified in the plan apply to all fire hazards in the area, i.e.:

Mitigation W-3: Review and, if necessary update, the County's General Plan land use policies and regulations and building regulations to ensure that they address fire hazard planning as a component of the development process.

Mitigation W-5: Develop community-level fire plans for communities throughout the county, utilizing resources and assistance from the California Fire Alliance. These fire plans should address the following:

- Developing an informed, educated public that takes responsibility for its own decisions relating to wildfire protection.
- Developing an effective wildfire suppression program for local communities.

- Developing an aggressive hazardous fuel management program.
- Revising land use policies and standards to ensure that they protect life, property and local resource values.
- Implementing construction and property standards that provide defensible space.

Mitigation W-6: Develop and implement an ongoing countywide program to increase public awareness of wildland fire hazards.

Mitigation W-7: All communities and fire protection districts should participate in the Eastern Sierra Regional Firesafe Council.

Mitigation W-8: The county and the town should appoint a fire hazard coordinator with the responsibility for developing fire plans for the county, participating in the Eastern Sierra Regional Firesafe Council and the California Fire Alliance, coordinating with local, state, and federal fire protection and suppression entities, developing and implementing public education and awareness programs concerning fire safety including safe building materials and landscaping, and applying for funding for fire hazard mitigation such as fuel reduction programs.

Mitigation W-10: Help local landowners participate in the state's Vegetation Management Program (VMP), when applicable. The Vegetation Management Program (VMP) is a cost-sharing program that focuses on the use of prescribed fire and mechanical means to address wildland fire fuel hazards and other resource management issues on State Responsibility Area (SRA) lands.

Mitigation W-11: Help local landowners participate in CDF's hazardous fuel reduction program.

Mitigation W-12: Help local landowners participate in the BLM's Wildland Urban Interface Grant Awards program for hazardous fuel reduction.

Responsibility for implementation of these mitigation measures lies with the County, the Regional Planning Advisory Committees, local fire protection districts, and the County Office of Emergency Services.

Emergency Medical Services

In areas of the county with paramedic services (generally along the Highway 395 corridor from the Nevada state line south to the Inyo County line), local fire protection district personnel play a crucial role in supporting the County paramedics with manpower, extrication services, and as "first responders". June Lake has a paramedic unit stationed at the main fire station.

Determinations

- The largest impediment to greater sharing of resources and facilities in Mono County is geographic separation between fire protection districts.
- Fire districts in Mono County can share resources through joint training sessions, shared purchasing, and the implementation of mutual aid agreements.
- The **Local Hazard Mitigation Plan for Mono County** contains a number of mitigation measures to address fire hazard planning in the county's communities. While the focus of the plan is on mitigation planning for wildland fire hazards, the mitigation measures identified in the plan apply to all fire hazards in the area. Responsibility for implementing those fire hazard planning measures rests with the County, the Regional Planning Advisory Committees, and local fire protection districts.
- June Lake has paramedic service.

7. Government Structure Options

Overview

Purpose: To consider the advantages and disadvantages of various government structures to provide service.

Government Code §56001 declares that it is the policy of the State to encourage orderly growth and development essential to the social, fiscal, and economic well being of the State. The Code further states that “this policy should be effected by the logical formation and modification of the boundaries of local agencies, with a preference granted to accommodating additional growth within, or through the expansion of, the boundaries of those local agencies which can best accommodate and provide necessary governmental services.”

For local agency consolidations to occur there has to be significant (and popularly desired) cost savings or an increase in service. For fire protection districts, consolidations might be recommended if any of the following would occur as a result of consolidation:

1. A reduction in the number of stations where service coverage might create unnecessary overlap.
2. An increase in the staffing of stations where currently staffing is limited.
3. An increase in staffing that reduces response times can be achieved.
4. A reduction in the number of senior administrative staff can be achieved.
5. Economies of scale for costly services can be attained.

June Lake Fire Protection District

June Lake is isolated from the nearest fire district by approximately 15 miles and in winter is often isolated by severe winter weather. These geographic constraints make it infeasible to consolidate with another FPD.

June Lake is currently served by several special districts with overlapping service boundaries, i.e.:

June Lake Fire Protection District	Fire protection and emergency medical services
June Lake Public Utility District	Water and sewer services

LAFCO law and local LAFCO policies promote the consolidation of services under the authority of one multi-purpose agency in order to alleviate government overlap and fragmentation. The June Lake Public Utility District is a multi-purpose district under which local services could be consolidated. A Community Services District might also meet overall service needs for June Lake. If further study indicated that consolidation of services in June Lake under one service provider could save money and if June Lake residents were in favor of consolidation, fire protection, water and sewer services, mosquito abatement, and other local services could be provided by one multi-purpose agency in the future.

Determinations

- In regions of the county with separate, distinct communities that are geographically remote from each other, public services are most logically provided by a combination of several single purpose special districts.
- If further study indicated that consolidation of services in June Lake under one service provider could save money and if June Lake residents were in favor of consolidation, fire protection, water and sewer services, mosquito abatement, and other local services could be provided by one multi-purpose agency in the future.

8. Evaluation of Management Efficiencies

Overview

Purpose: To evaluate the quality of public services in comparison to cost.

As defined by OPR, the term “management efficiency,” refers to the organized provision of the highest quality public services with the lowest necessary expenditure of public funds. An efficiently managed entity (1) promotes and demonstrates implementation of continuous improvement plans and strategies for budgeting, managing costs, training and utilizing personnel and customer service and involvement, (2) has the ability to provide service over the short and long term, (3) has the resources (fiscal, manpower, equipment, adopted service or work plans) to provide adequate service, (4) meets or exceeds environmental and industry service standards, as feasible considering local conditions or circumstances, (5) and maintains adequate contingency reserves. “Management Efficiency” is generally seen as organizational efficiency including the potential for consolidation.

The purpose of management is to effectively carry out the principal function and purpose of an agency. Good management will ensure that the agency’s mission is accomplished and that the agency’s efforts are sustainable into the future. Unfortunately, “good management” is a relatively subjective issue, and one that is hard to quantify.

June Lake Fire Protection District

The June Lake Fire Protection District is managed by an elected board of commissioners and a volunteer fire chief. Management input is also provided during monthly Mono County fire chief meetings. As a small district, the June Lake Fire Protection District has limited physical and financial resources. The district is able to provide adequate service in the short-term to the existing residents of the area but may not have the resources to provide longterm services to the planned development in the area.

The district currently has a Capital Improvement Plan and an Equipment Replacement Plan but no other longterm planning documents. The district currently sets long-range goals and objectives at monthly board meetings and on an “as need” basis. The district’s current ISO rating is 4.

Determinations

- The June Lake Fire Protection District is managed by an elected board of commissioners and a volunteer fire chief.
- The board of directors' individual skills, knowledge, experience, qualifications, motivation and the time they have available for the district determine the effectiveness of the June Lake Fire Protection District and its efficiency.
- The June Lake Fire Protection District has a Capital Improvement Plan and an Equipment Replacement Plan but no other longterm planning documents that address budgeting, managing costs, and training and utilizing personnel.

9. Local Accountability and Governance

Overview

Purpose: To evaluate the accessibility and levels of public participation associated with an agency's decision-making and management processes.

Special districts such as fire protection districts are required to adopt budgets at open public meetings and to file their budgets with the county auditor. They are required to have annual or biennial independent audits. Districts are subject to the Ralph M. Brown Act for meetings, agendas and minutes. They are also subject to the Public Records Act.

Complying with the minimum open meeting and information requirements is not sufficient to allow an adequate amount of visibility and accountability. Outreach efforts, including convenient meeting times, additional notice of meetings and dissemination of district information, are desirable.

June Lake Fire Protection District

The June Lake Fire Protection District complies with the minimum open meetings and public information requirements. The board meets monthly; meeting notices and agendas are posted on a bulletin board at the fire station.

The district works with the local fire safe council on community outreach programs.

Determinations

- The June Lake Fire Protection District complies with the minimum requirements for open meetings and public records.
- Public accessibility to district information appears to be limited and may be based on the availability of the board officers.
- The district works with the local fire safe council on community outreach programs.

IV. SPHERE OF INFLUENCE RECOMMENDATION

In determining the sphere of influence for each local agency, Government Code §56425 requires the Local Agency Formation Commission to consider and prepare a written statement of its determination with respect to four required findings. Each of the required findings is discussed below as it pertains to the June Lake Fire Protection District, Community Service District.

1. Present and Planned Land Uses

Discussion:

The June Lake Loop is a popular recreation destination as well as a year-round residential community with five distinct community areas spread out along SR 158, the main access route through the area. June Lake Village is the Loop's commercial and residential center with stores, restaurants, lodging, offices, post office, library, community center, park, and a variety of residential uses. The West Village contains ballfields and condominiums, as well as the 145-acre Rodeo Grounds, the largest undeveloped privately owned area of land within the June Lake Loop. The Rodeo Grounds will be developed into a resort center with multi-family and single-family units. June Mountain Ski Area is adjacent to the West Village, on public land managed by the Inyo National Forest. The Down Canyon area of June Lake is predominantly seasonal and year-round single-family residential development with limited commercial development and lodging along SR 158. Silver Lake Meadow, west of Down Canyon, contains limited single-family residential development. Pine Cliff, northwest of June Lake, contains campgrounds and a materials processing operation.

The Mono County GIS estimates that 1,187 parcels in the district, including approximately 615 developed parcels (residential or commercial parcels valued at \$10,000 or more). Population data from the 2000 US Census and California Department of Finance population estimates show the population of June Lake to be 613 in 2000 and 626 in 2003. In 2000, there were 264 households in June Lake.

The Mono County General Plan Land Use Element provides for the following buildout in June Lake:

Table 4: Buildout Figures for June Lake

Land Use Designation	Density	Acres	Maximum Potential Dwelling Units
ER Estate Residential	1 du/acre	9	9
SFR Single-Family Residential	5.8 du/acre	164	951
MFR-L Multiple-Family Residential – Low	11.6 du/acre	9	104
MFR-M Multiple-Family Residential – Moderate	15 du/acre	9	135
MU Mixed Use	15 du/acre	14	210
CL, M Commercial Lodging – Moderate	15 du/acre	21	315
CL, H Commercial Lodging – High	15 du/acre	20	300
RU Rural Resort	1 du/5 acres	152	---
C Commercial	15 du/acre	26	390
RE Resource Extraction	---	132	---
PF Public/Quasi-Public Facilities	---	4	---
NHP Natural Habitat Protection	1 du/5 acres	31	6
SP Specific Plan	---	145	1,450 ^a
Total Private Lands		736	3,870
RM Resource Management – Federal/State	---	46,892	---
OS Open Space – LADWP	1 du/80 acres	8,024	100
Total		55,652	3,970

Notes:

du = dwelling unit

a. 145 acres = Rodeo Grounds Specific Plan which permits 10 du/acre. Other sites identified as SP on the June Lake Land Use Maps reflect potential exchange parcels with the US Forest Service.

Finding:

Land use within June Lake is a mix of resort uses, commercial uses, and single-family residential uses. The planned land uses for the area are resort uses and single-family residential uses. Development will occur within and adjacent to existing development.

2. Present and Probable Need For Public Facilities and Services

Discussion:

Increased development throughout the district’s service area has created an increased need for fire protection services now. The buildout allowed by the General Plan will create a greater demand for those services in the future. The district is concerned about the potential impacts of the planned development at the Rodeo Grounds.

Finding:

June Lake has an existing and continuing need for public facilities and services to serve the increasing development in the area.

3. Present Capacity of Public Facilities and Adequacy of Public Services

Discussion:

The district has no latent powers; fire protection is the only service it is authorized to provide. The district provides adequate services with its existing facilities, infrastructure, and personnel; its ISO rating is 4.

Finding:

The district currently provides an adequate level of service but has identified a need to improve both its facilities and services in order to serve additional development.

4. Social or Economic Communities of Interest

Discussion:

Residents of June Lake tend to interact socially and economically with the Town of Mammoth Lakes. Interaction with other communities in Mono County is limited due to the geographic distances involved and the lack of commercial and social centers in other communities. Mammoth Lakes is the only incorporated community in the County; services there are provided by the Town and several special districts. Although June Lake shares social and economic communities of interest with Mammoth Lakes, the physical distance between the two communities and the fact that one is an incorporated entity and one is not make the interdependence of the two communities irrelevant in determining the sphere of influence for the district.

Finding:

The district area exhibits social and economic interdependence with Mammoth Lakes, the only incorporated community in the County. This interdependence has no relevance in determining the sphere of influence for the district.

Sphere of Influence Recommendation

The Sphere of Influence for the June Lake Fire Protection District should remain as it is, coterminous with the boundaries of the district.

V. REFERENCES

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Population and housing estimates and projections

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Persons Consulted

June Lake Fire Protection District

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