

Agenda Item 2



Balancing Community and Commerce

44 N. SAN JOAQUIN STREET SUITE 374 STOCKTON, CA 95202 209-468-3198

EXECUTIVE OFFICER'S REPORT

DATE: March 12, 2026
TO: LAFCo Commissioners
FROM: J.D. Hightower, Executive Officer
SUBJECT: FARMINGTON FIRE PROTECTION DISTRICT SERVICE REVIEW
AND AFFIRMING A COTERMINOUS SPHERE OF INFLUENCE

RECOMMENDATION

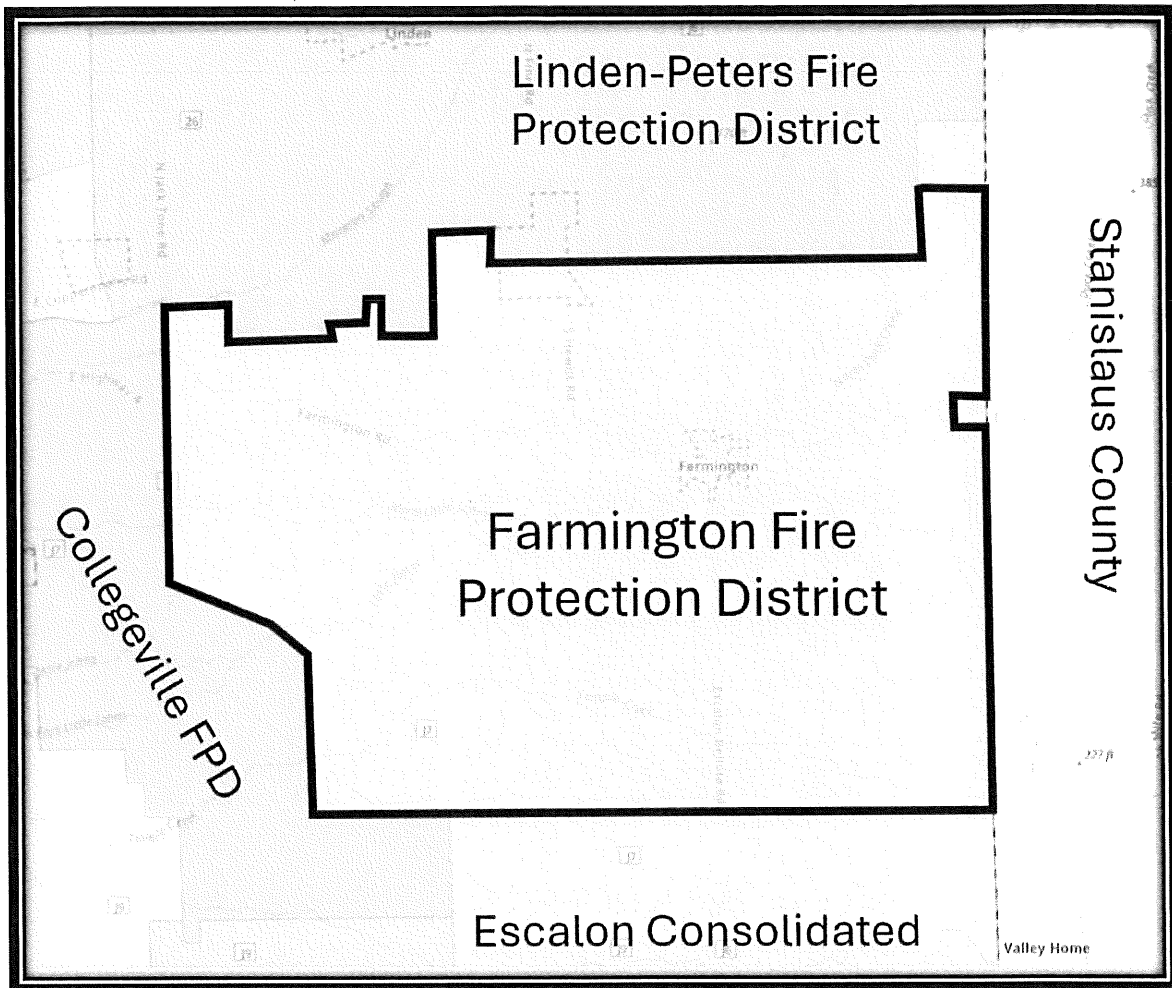
It is recommended that the Commission adopt a resolution adopting the service review of the Farmington Fire Protection District (District) and affirming the District's coterminous Sphere of Influence (SOI).

BACKGROUND

The Farmington Fire Protection District (FPD) was formed in 1936. The District currently offers fire protection, suppression and prevention, fire inspection, hazardous material, and basic and emergency medical services. The District is governed by a five-member board of directors that are elected from within the District that serve four-year terms.

The District's service area is approximately 56,850 acres (89 square miles) and is located in the eastern portion of the County between Copperopolis Road to the north, Dodds Road to the South, Jack Tone Road to the west and the County border on the east. The District serves the communities of Farmington and the southern portion of the community of Peters. The Linden-Peters Rural FPD provides service to the northern portion of Peters.

Farmington FPD's total current resident population within its jurisdictional boundary is estimated at 2,288 as of 2024.



Farmington Fire Protection District and Surrounding Fire Protection Districts

The District is bounded by three other rural fire districts including Linden-Peters to the north, Collegeville to the west and south, and Escalon Consolidated FPD to the south. The county line and the Oakdale FPD (Stanislaus County) border the District on the east.

In 1984 the Commission adopted a sphere of influence for the District that included the existing territory and a 161-acre parcel located to the east that did not receive fire services from any county rural fire district. The parcel is within the CalFire State Responsibility Area. The Commission also considered the realignment of the District's northern boundary to avoid the division of the Peters community; the realignment being based on an equitable exchange of territory and revenues with the Linden-Peters Rural FPD. The boundary splitting the community of Peters remains in-tact and the 160-acre parcel has not been annexed.

ANALYSIS:

A sphere of influence (“SOI”) may be adopted and modified as determined by the Commission. The procedures for making sphere amendments are outlined in CKH, and and further refined by the Commission’s policies. Pursuant to Government Code Section 56430, the Commission must first conduct a services review prior to updating or amending a SOI.

Per Government Code Section 56430, a SOI shall consider and prepare a written statement of its determinations of the following factors:

- (1) Growth and population projections for the affected area.
- (2) The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence.
- (3) Present and planned capacity of public facilities, adequacy of public services and structural fire protection in any disadvantaged, unincorporated communities within or contiguous to the sphere of influence.
- (4) Financial ability of agencies to provide services.
- (5) Status of, and opportunities for, shared facilities.
- (6) Accountability for community service needs, including governmental structure and operational efficiencies.

	Farmington FPD	San Joaquin County
2010 Resident Population	2,253	685,327
2020 Resident Population	2,296	779,258
Annual Change (2010-2020)	0.2%	1.3%
2024 Resident Population	2,288	808,574
2029 Resident Population Projection	2,349	837,182
Annual Change (2024-2029)	0.5%	0.7%
2010 Median Age	37.1	32.7
2024 Median Age	39.7	36.4
% Change (2010-2024)	7.0%	11.3%
2024 Employment Levels (Ages 25-64)	96.3%	94.6%
2024 Unemployment Levels (Ages 25-64)	3.7%	5.4%

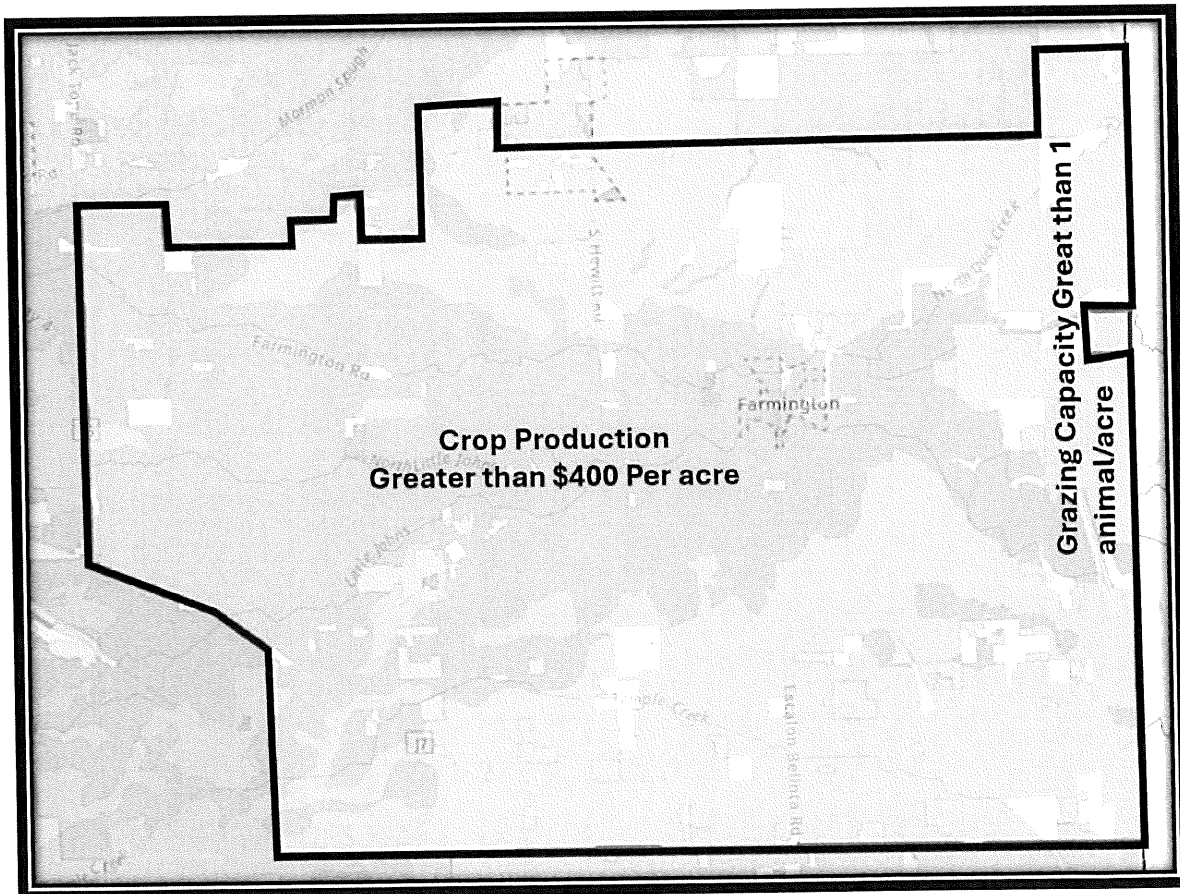
Farmington Fire Protection District and County wide Population Projection

The Commission adopted a “Sphere of Influence Policy” in September 2007 with amendments made in December 2012. This policy provides a framework for SOI updates and provides definitions for different types of SOI that that Commission may adopt, For the Farmington Fire Protection District it is recommended that the Commission affirm a coterminous SOI for the District. A coterminous SOI is defined as the geographical area aligning with the District’s existing service area

wherein there is no anticipated need for the agency's services outside of its jurisdictional boundary. In this case, the 160 acre parcel that the Commission included in the District's original SOI adopted in 1987 and not annexed is within the State's Responsibility Area.

Growth and population projections for affected area

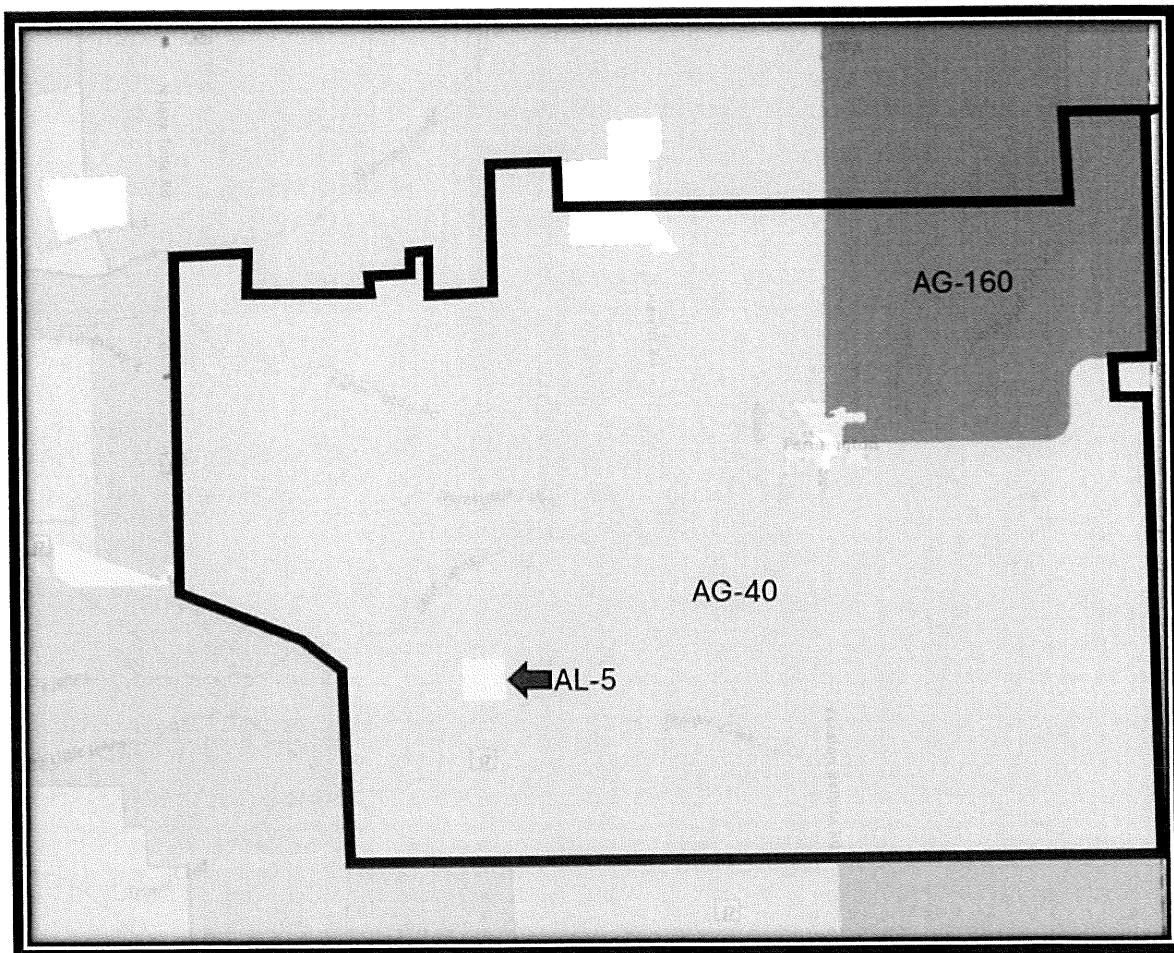
The Farmington community is small, population of 94, agricultural community with a crossroads development pattern unincorporated town. The intersection of State Route 4 and Escalon Bellota Road acts as the center of the town. The three principle public facilities are Farmington Elementary School, Post Office and the District Station, all of which are in very close proximity to the intersection and one another. There is a limited amount of commercial establishments surrounding this main intersection. The surrounding area and remainder of the district is as the community is named, farming and agriculture.



Farmington Fire Protection District Important Farmland Map

Reflecting the Prime Agricultural land capability of the land within the District service area, the County General Plan and zoning as designations are agricultural. The County General Plan designates a majority of the District as Agricultural

General and Open Space/Resource Conservation designation along the creeks and sloughs. The majority of the District is similarly zoned as General Agriculture 40 acre minimum lot size with the northeast corner of the intersection serving as the southwest corner of an area of the County zoning area as General Agriculture 160 acre minimum lot size. The Elementary school and a water storage tank owned by the Farmington Water Company are zoned Public Facility. Approximately 160 acres are zoned Agricultural Limited-5 acre minimum lot size around Gawne Road/Berkeley Road and Security Road. There is 5.6 acres of Commercial Rural Services on the northwest, southwest (District Station), and southeast corners of State Route 4 and Escalon-Bellota Road. In Peters on the southeast corner of Copperopolis Road and Fine Road there is 2.29 acres also zoned Commercial Rural Services.

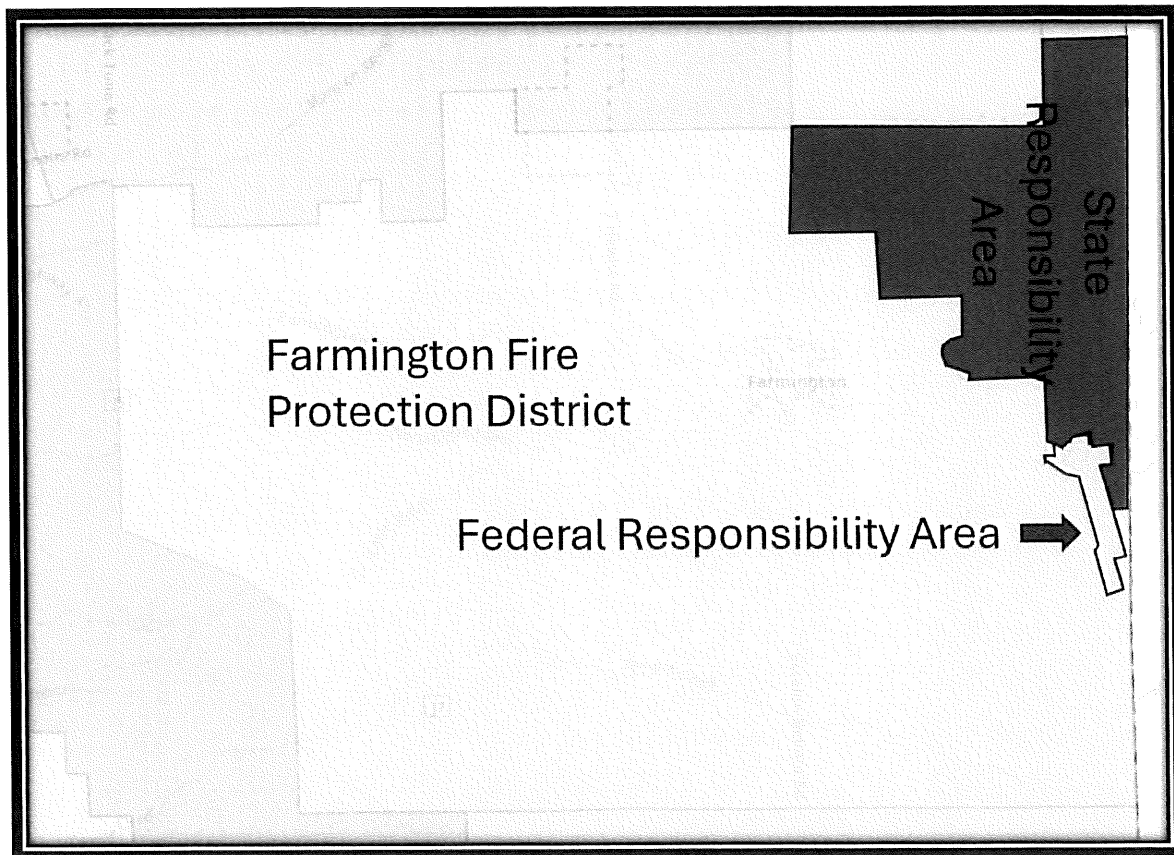


Farmington Fire Protection District County Zoning

Approximately 6,950 acres of the northeastern corner of the District (0.1% of District) lies within the State responsibility Area (SRA) under CalFire. The SRA includes lands classified by the State Board of Forestry as areas in which the primary financial responsibility for preventing and suppressing wild land fires is that

of the State during fire season. These lands are covered wholly or in part by timber, brush, undergrowth or grass and lands used principally for range or forage purposes. Structural fires and other fire services are the responsibility of the local fire agency year round. There are very few residential units and some farm structures located in the SRA area. The State Bureau of Land Management provides fire protection to the Farmington Flood Control Basin also located within the District.

The 430.46 acres of Federal Responsibility Area is an area maintained by the Army Corp of Engineers for flood control purposes.



Farmington Fire Protection District Areas of Responsibility

Land use control is the exclusive power of San Joaquin County. Currently, the territory within the District is and forecasted to remain under agricultural production. The stability of the agricultural land use is reflected in the relatively stable demographic forecasts:

- There are approximately 2,288 residents in the Farmington FPD as of 2024. The District's population has increased by 35 residents since 2010.
- The Farmington FPD has lost approximately 2 housing units since 2010. This accounts for an annual decrease of 0.14 housing units.

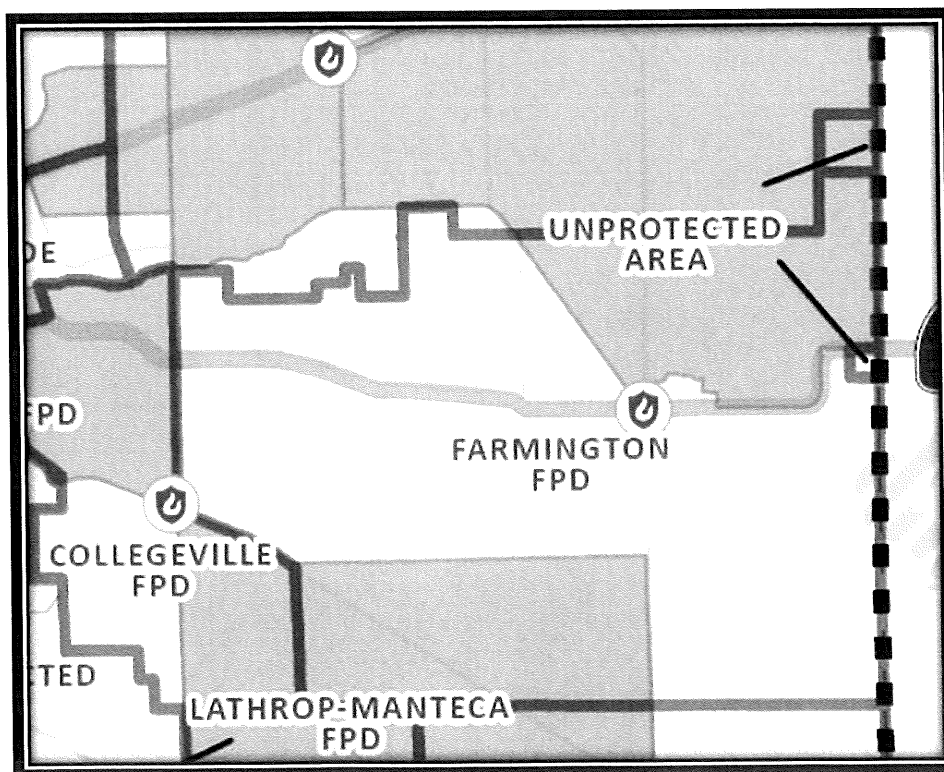
- The Farmington FPD resident population is expected to amount to 2,349 residents by 2029. This accounts for an annual growth rate of approximately 0.7%.
- The number of housing units in the Farmington FPD is expected increase by 25 to reach 827 units by 2029.

Additional demographic information is presented within the Service Review.

Location and Characteristics of Disadvantaged Unincorporated Communities within or Contiguous to SOI

The median household income of Farmington FPD is \$102,871, which is approximately 14.1% higher than the County's median household income of \$90,150.

Although the median household income within the district is higher than countywide median, there are two mapped areas of disadvantaged unincorporated communities in the District: 1) The north eastern portion of the District, that roughly corresponds to the area zoned by the County as Agricultural General 160; and 2) The southwestern portion of the District. Farmington FPD has a poverty level rate of 15.5%, which is approximately 23.0% higher than the County's poverty level rate of 12.6% suggesting that residents within the District may face greater socioeconomic challenges that could potentially impact service needs and fiscal capacity to fund these services.



Farmington FPD -- Disadvantaged Unincorporated Communities Present and Planned Capacity

As a result of the agricultural productivity taking place on the territory within the District, service calls are expected to remain increase at a sustainable rate as shown below:

	2020	2021	2022	2023	2024	Average	Trend
Category							
Fire	44	74	69	81	79	69	14.5%
EMS	155	181	159	170	173	168	8.8%
Total Fire & EMS Calls	199	255	228	251	252	247	10.5%

Source: Valley Regional Emergency Communications Center (VRECC)

The Service Review analysis indicates the District is adequately staffed and equipped to serve its current population and projected growth. Call volume has shown a gradual, manageable increase over time, suggesting the District can sustain service delivery without a significant strain on resources. Should call activity continue to rise at the same pace, the District is expected to maintain operational efficiency and responsiveness within its current service boundaries for the foreseeable future.

Racial Year	2020	2021	2022	2023	2024	Average	Trend
Type:							
Full-Time Positions	1	1	1	1	1	1	0.0%
Part-Time Positions	0	0	4	5	6	3	50.0%
Volunteer Firefighters	12	12	8	7	6	9	-50.0%
Total	13	13	13	13	13	13	0.0%
Per 100 residents	0.6	0.6	0.6	0.6	0.6	0.6	0.0%

Source: Farmington FPD

The following statements apply to the Farmington FPD with respect to the availability, adequacy, and performance of its fire protection and emergency medical services available under Health and Safety Code 13800 et. seq. The findings of the Service Review confirm that Farmington FPD has adequate capacity, infrastructure and availability to continue providing fire protection and emergency medical services to its residents now and into the foreseeable future. The MSR provides detailed analysis of the present and future service capacity of the District.

- The Farmington FPD provides fire protection and emergency medical services from its fire station – Farmington Station No. 4-1 located at 25474 East Highway 4 in Farmington - with a total public safety staffing of 10 as of FY 2024.
- Farmington Station No. 4-1 has undergone several improvements in the last 10 years and is in good condition. Recently the station was remodeled to provide bedding for personnel providing overnight service coverage. The

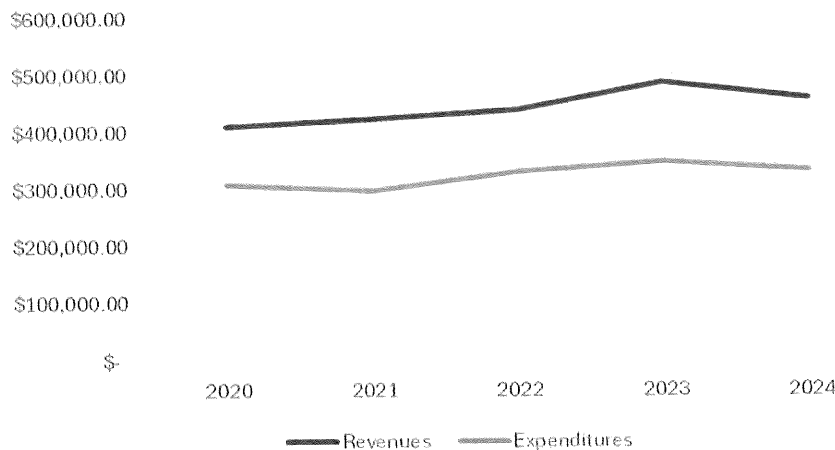
District recently purchased approximately two (2) acres located west of the station to accommodate future expansion of the station, including sleeping quarters.

- Overall demands for fire protection and emergency medical services from Farmington FPD from FY 2020 to FY 2024 (“report period”) have averaged 247 dispatched calls annually or 0.68 calls per day.
- The Farmington FPD’s most recent evaluation of structural fire protection capabilities from the Insurance Services Office (ISO) was completed in 2020 and resulted in a Class 4/4Y rating. This rating is considered appropriate for a relatively rural service area where population density and land use require lesser demand for robust fire protection services and infrastructure.
- Farmington FPD currently lacks an adopted response time standard. The NFPA 1720 Response Time Standard for a rural fire protection service is 14 minutes.
- Farmington FPD’s average turnout time for fire protection and EMS calls, or the time between notification and the departure of an apparatus from the station, was 2 minutes and 22 seconds. The District’s overall response time, or the time from call receipt to arrival, averaged 8 minutes and 34 seconds.
- The District’s ability to respond to its calls for service appears to meet NFPA rural standards, District Board Members noted that only about four (4) fire personnel reside within the District boundary, which raises concerns about the District’s future ability to provide timely and adequate response to larger or simultaneous incidents.

Financial Ability

The Farmington FPD has the financial ability to provide fire and emergency medical services to its existing residents. For the past five years, District revenues have exceeded expenditures by an average of \$125,392.00.

Five Year Revenues and Expenditures



The MSR notes that the District heavily relies on revenues generated from its share of the 1.0% general property tax levy and does not have a special assessment in place. Additional financial information is provided below and discussed in detail within the MSR.

- The District's total revenues amounted to \$530,305 and reflect an overall increase of \$118,606 – or 18.1% - since FY 2020.
- The District's total expenditures at the end of FY 2024 totaled \$381,130, accounting for an overall increase of \$72,850 - or 12.9% - since FY 2020.
- The District's net income has increased by 33.5% during the report period - from \$103,419 in FY 2020 to \$149,175 in FY 2024.
- Compared to the countywide average TIF of 11.9%, the District's property tax allocation (5.4%) is relatively low compared to the average of the other rural fire districts in the County.
- The District does not have a special tax in place, relying solely on property tax revenues and other limited sources, with no dedicated supplemental funding. Among the 19 rural fire protection service providers in the County, Farmington FPD is one of six districts that do not levy a special tax.
- The District's funding profile reflects the structural disadvantage faced by districts with historically low tax increment factors and below-average supplemental allocations, constraining long-term fiscal capacity despite increasing service demands.
- The District's overall net position has increased by \$523,731 – or 28.1% - during the report period.
- Based on the five-year forecast, it is projected that the District's revenues will increase overall by \$129,142 – or 23.7% by FY 2029. The District's total expenditures are expected to increase by \$152,616 – 38.0% - by FY 2029. This widening gap between the District's revenues and expenditures may constrain the District's financial flexibility and raises concerns about its ability to absorb future unanticipated costs.
- The District is currently exploring the expansion of its Station 4-1 to establish living quarters to improve overnight service coverage, which will also increase staffing costs for the District once implemented. The District should consider applying for grant opportunities to fund both its station expansion, in addition to its increased level of staffing.

Shared Facilities

The District shares and meets demand for dispatch and communication services by cooperating with other rural fire districts. The District services are dispatched by the Valley Regional Emergency Communication Center. The District can also communicate with other rural districts during emergency responses as a member of the San Joaquin County Joint Radio Users Group (JPA).

Recently the District has experienced the resignation of multiple resignations in a short-time period. This has led to an unprecedented level of cooperation amongst all of the rural fire districts as well as the City of Stockton FD in providing needed assistance to the District. This demonstrates the need and ability of the District to share facilities. In the past, the District has hosted trainings at its Station 4-1 every Tuesday, as well as hosting additional special trainings at the station throughout the calendar year in which fire personnel from neighboring districts could attend.

Recently, the City of Stockton offered training opportunities and shift coverage. . offered by the City of Stockton in the following areas:

1. Assist w/ teaching Operator 1A/1B
2. Volunteer signups (Captains or BC's) for a work a shift
3. Inspection of current staff turnouts and SCBAs
4. SCBA fit test if it hasn't been done in the last year
5. Fireground safety/watch out classroom presentation
6. Basic firefighting skills training
7. Refresher EMS skills

The above services complement the service assistance of the Linden-Peters Fire Protection District. Linden Peters FD has helping in manning the station during short-handed periods whenever possible. Additional information on shared facilities is within the MSR.

Accountability for Community Service Needs, including Governmental Structure and Operational Efficiencies

The Service Review noted several concerns regarding the District's governance structure and operational efficiencies, including an inability to establish consistent quorum, lack of regular Board meetings, and unprofessional behavior during regular Board meetings. Additional details can be found below:

- Farmington FPD is governed by a five-member Board of Directors that serve approximately four-year terms.
- Pursuant to the Fire Protection District Law of 1987 (Health and Safety Code Section 13855), a district board shall meet at least once every three months. While the District has held at least five (5) regular Board meetings throughout 2025 as of October 2025, the District had an insufficient number of Board members to establish a quorum at regular Board meetings between May and September 2025, raising concerns regarding the District's ability to adequately represent its constituents, exercise administrative and operational oversight, and undertake essential decision-making.
- While the District has intermittently achieved the minimum amount of Board Member seats to establish a quorum, dissensus amongst the Board Members and District staff has led to the continued inability for the District to successfully conduct regular meetings.
- The District maintains an active website wherein meeting agenda and related materials are posted. However, other pertinent files, such as audited annual

financial reports and annual budgets, were unavailable on the District's website.

The District has recently undergone a brief but intense level of organizational change. A majority of the Board resigned at one meeting, making achieving a quorum not possible. In response, the Board of Supervisors appointed a District Board of Director to allow a quorum. Since the appointment of one of the former Directors, who reconsidered resignation only upon assurance that civil public meetings would take place (sergeant-at-arms usually Sheriff Officer and attorney) , the District Board has met at it's regularly scheduled time 7:00 pm on the 4th Monday of each month.

Simultaneously with the turnover in the Board of Directors, the District experienced key personnel turnover. The Assistant Chief, Interim Chief, and full-time engineer resigned. The Chief is out of office due to a reported work sustained injury. Neighboring fire districts are providing assistance during this time of change. The Chief of Colleeville Fire Protection District is has been appointed as Interim Chief on a short-term basis, 4-6 weeks, to allow the District to recruit a longer-term interim chief. Linder-Peters Fire District, when possible, has assigned fire fighters to the District while the District is recruiting for these positions. The City of Stockton has offered to continue training for the remaining District fire fighters and potentially backfill key personnel positions, if needed. This assistance by other Districts is in addition to the Board President presence at the station to provide necessary coverage as a former fire engineer and qualified to drive the District response vehicles.

The response by the District and all other rural fire districts has allowed the District to take necessary corrective action steps. The District appointment of a longer-term Interim Chief will enable the Board of Directors to focus on oversight and guidance of the District's assets, both human and capital. The District has taken steps to increase the level of transparency to the public during public hearings. Vehicle inspection and maintenance by certified mechanics is now taking place. It was also observed that the level of community interest in the District is high. These trends are expected to continue as the District's governmental structure is stabilized and operational efficiencies are achieved. Progress will be measured via the recommended 6 month reports over the next year. Additional discussion on accountability is documented within the MSR.

Service Review Recommendations:

Staff's recommendation is that the Commission adopt a coterminous sphere of influence for the Farmington FPD with the condition that LAFCO reassess the District's governance and financial health every 6-months over the next calendar year. Although the District has made progress to ensure public agency success, the progress made is expected to continue. Please note that demonstration of progress includes, but is not limited to, the following factors:

- The District should take all necessary steps to hold the minimum number of board meetings required by the Fire Protection District Law of 1987, codified under Health and Safety Code 13800-13970. Government Code Section 56375.1(a)(1)(D) specifies that a district that has failed to meet the minimum number of times required in its principal act may be eligible for a LAFCO-initiated dissolution.
- To ensure that Board meetings are legally compliant and conducted in a civil manner, it is recommended that the District continue to coordinate with San Joaquin County to ensure the presence of personnel necessary (sergeant of arms and attorney) to ensure orderly board meetings are conducted free of patterns of arguing, intimidation and behaviors that otherwise inhibit civic discourse, discussion and deliberation of matters.
- To enhance accountability and transparency, the Farmington FPD should make accessible information regarding the District's governance structure (including an organizational chart), compensation details, annual budgets, reserve fund policy, and the current and historical annual financial reports provided to the State Controller's Office. It is recommended that the District publish its most recent audited financial reports between FY 2022 through FY 2024 on its website when available.
- Should LAFCO determine the deficiencies noted above continue to persist following the 6-month and 12-month review period, San Joaquin LAFCO, at its discretion, may adopt a resolution of intent to initiate dissolution which must include a remediation period of not less than 12 months, and specify a date upon which the District shall provide a mid-point report on remediation efforts at a regularly scheduled Commission meeting in accordance with Government Code Section 56375.1(a)(2)(A). If the District fails to remedy the deficiencies outlined in this Service Review prior to the conclusion of the 12-month remediation period, the Commission may adopt a resolution ordering dissolution at a public hearing consistent with Government Code Section 56375.1(a)(2)(B)(ii) and 56881(b).
- It is recommended the District continue exploring the expansion of Station 4-1 to improve the District's capacity to respond reliably to simultaneous or larger emergency incidents. The District should consider applying for grant opportunities to fund both its station expansion, in addition to the increased staffing costs that will result from implementing overnight service coverage.
- The District does not have a special tax in place, relying solely on property tax revenues and other limited sources, with no dedicated supplemental funding. The District should consider establishing a special assessment or parcel tax to ensure the long-term operational sustainability of fire protection services within the District boundary.

Attachments:

1. 2026 Farmington Fire Protection District Service Review
2. Resolution of conditional approval





Municipal Service Review and Sphere of Influence Update

Farmington Fire Protection District

Public Hearing - March 12, 2026

TABLE OF CONTENTS

ACKNOWLEDGEMENTS..... V

EXECUTIVE SUMMARY 6

 Summary of Recommendations.....6

 Summary of Determinations.....8

BACKGROUND..... 11

 Overview of the Farmington Fire Protection District..... 11

LOCAL AGENCY FORMATION COMMISSIONS 13

 Legal Requirements and Purpose 13

 LAFCO Responsibilities 13

 San Joaquin County LAFCO Commission 14

 Sphere of Influence 15

 Disadvantaged Unincorporated Communities..... 15

 Sphere of Influence Updates and LAFCO Policy 18

 Municipal Service Review (MSR) Requirements 19

PURPOSE OF THIS MSR AND SCOPE OF WORK 21

 Methodology..... 21

SERVICE REVIEW - FARMINGTON FIRE PROTECTION DISTRICT 27

 Jurisdictional Boundary & Sphere of Influence..... 27

 Demographics 31

 Resident Population 31

 Governance and Staffing 34

 Municipal Services 40

 Service Demands and Capacity..... 42

 Service Performance 44

 Fiscal Health 46

 Revenues 46

 Expenditures 47

 Net Income..... 48

 Property Tax..... 48

 Assets, Liabilities, & Net Position 50



Five-Year Forecast50
Pension Obligations52
SOI/Boundary & Other Recommendations – Farmington Fire Protection District.....53
MSR Determinations – Farmington Fire Protection District57
 Service Provision Determinations58
 Sphere of Influence Determinations.....64

TABLE OF FIGURES

Figure 1: Regional DUC Map.....	17
Figure 2: Engine Typing Standards.....	26
Figure 3: Farmington Fire Protection District Jurisdictional Boundary and SOI Map.....	30
Figure 4: Farmington FPD’s Resident Population.....	32
Figure 5: Farmington FPD’s Housing Characteristics.....	34
Figure 6: Farmington FPD’s Historical Staff.....	38
Figure 7: Farmington FPD Station Assignments as of FY 2024.....	41
Figure 8: Farmington FPD’s Service Demands between 2020 and 2024.....	43
Figure 9: NFPA 1720 Staffing and Response Time Standards.....	45
Figure 10: Farmington FPD Response Time Metrics (2024).....	46
Figure 11: Farmington Fire Protection District’s Historical Revenues (FY 2020 to FY 2024).....	47
Figure 12: Farmington Fire Protection District’s Historical Expenditures (FY 2020 to FY 2024).....	47
Figure 13: Farmington Fire Protection District’s Historical Cash Flow.....	48
Figure 14: Ad Valorem Property Tax Collected by Farmington Fire Protection District (FY 2024)	49
Figure 15: Farmington FPD’s Historical Audited Assets and Liabilities.....	50
Figure 16: Farmington FPD’s Financial Forecast (FY 2025 to FY 2029).....	52

LIST OF ABBREVIATIONS USED

CFPD	Consolidated Fire Protection District
CKH	Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000
CSA	County Service Area
DUC	Disadvantaged Unincorporated Community
EMS	Emergency Medical Service
ERAF	Educational Revenue Augmentation Fund
FIRESCOPE	Firefighting Resources of California Organized for Potential Emergencies
FPD	Fire Protection District
ICS	Incident Command System
ISO	Insurance Services Office
JPA	Joint Powers Agreement/Agency
LAFCO	Local Agency Formation Commission
MSR	Municipal Service Review
NFPA	National Fire Protection Association
NIMS	National Incident Management System
SB	Senate Bill
SCO	State Controller's Office
SDUC	Severely Disadvantaged Unincorporated Community
SOI	Sphere of Influence
SOC	Standards of Coverage
SRA	State Responsibility Area
TIF	Tax Increment Factor
TRA	Tax Rate Area
VRECC	Valley Regional Emergency Communication Center

ACKNOWLEDGEMENTS

RSG, Inc., Planwest Partners and San Joaquin County Local Agency Formation Commission (“LAFCO”) gratefully acknowledges the time and effort of officials and staff with the affected local fire agencies in assisting in the preparation of this report. This includes – but is not limited to – the following individuals:

Matthew Bailey, Fire Chief, Farmington Fire Protection District

Connie Bailey, Former Fire Chief, Farmington Fire Protection District

John Kalebaugh, Assistant Fire Chief, Farmington Fire Protection District

Jeff Briggs, Board Member, Farmington Fire Protection District

EXECUTIVE SUMMARY

The San Joaquin County Local Agency Formation Commission (“San Joaquin LAFCO” or “Commission”) is preparing a Municipal Service Review (“MSR”) and Sphere of Influence (“SOI”) update for the Farmington Fire Protection District (“Farmington FPD” or “District”) in San Joaquin County. The report has been prepared by RSG, Inc. (“RSG”) with the assistance of Planwest Partners, Inc. (“Planwest”) on behalf of San Joaquin LAFCO with the scope of work approved by the Executive Officer and the Commission.

The scope of this MSR is established by statute and Commission policy and covers a five-year period between 2020-2024. Specifically, this MSR evaluates the current and future relationship between availability, demand, and adequacy of fire protection services within the Farmington Fire Protection District’s service area and SOI, while making certain determinations for the agency and its corresponding SOI.

To the extent feasible, San Joaquin LAFCO will revisit the MSR and key findings on a regular five-year basis consistent with the timetable set by the Legislature and further memorialized under adopted San Joaquin LAFCO policy. This timeframe syncs with the five-year cycle prescribed for MSRs and the expectation therein to inform all related SOI and boundary changes.

SUMMARY OF RECOMMENDATIONS

At the end of the Farmington FPD’s profile on page 53, RSG and Planwest describe the various recommendations pertaining to Farmington FPD’s sphere of influence (“SOI”), in addition to any other relevant recommendations. Key recommendations are highlighted below:

- RSG proposes San Joaquin LAFCO (“LAFCO”) proceed to establish a coterminous sphere of influence for the Farmington FPD with the condition that LAFCO reassess

the District's governance, staffing, and financial health every 6-months over the next calendar year.

- The District should take all necessary steps to hold the minimum number of board meetings required by the Fire Protection District Law of 1987, codified under Health and Safety Code 13800-13970. Government Code Section 56375.1(a)(1)(D) specifies that a district that has failed to meet the minimum number of times required in its principal act may be eligible for a LAFCO-initiated dissolution.
- The District is currently operating under interim leadership with the Colleeville Fire Protection District Fire Chief serving as Interim Fire Chief for an anticipated term of four to six weeks. It is recommended the District secure a longer-term Interim Fire Chief as soon as possible. Alternatively, if the existing shared services arrangement proves successful, the District could consider extending this arrangement. It is also recommended the District consult with legal counsel to determine the appropriate process for permanently filling the Fire Chief position in accordance with applicable state labor laws.
- To ensure that Board meetings are legally compliant and conducted professionally, it is recommended that the District and/or LAFCO coordinate with San Joaquin County to ensure the presence of a Sheriff's deputy, in addition to legal counsel, at future meetings due to patterns of arguing, unprofessional behavior, and lack of consensus at Board meetings.
- To enhance accountability and transparency, the Farmington FPD should make accessible information regarding the District's governance structure (including an organizational chart), compensation details, annual budgets, reserve fund policy, and the current and historical annual financial reports provided to the State Controller's Office. It is recommended that the District publish its most recent audited financial reports between FY 2022 through FY 2024 on its website when available.

- Should LAFCO determine the deficiencies noted above continue to persist following the 6-month and 12-month review period, San Joaquin LAFCO, at its discretion, may consider adopting a resolution of Intent to initiate dissolution which must include a remediation period of not less than 12 months, and specify a date upon which the District shall provide a mid-point report on remediation efforts at a regularly scheduled Commission meeting in accordance with Government Code Section 56375.1(a)(2)(A). If the District fails to remedy the deficiencies outlined in this MSR prior to the conclusion of the 12-month remediation period, the Commission may adopt a resolution ordering dissolution at a public hearing consistent with Government Code Section 56375.1(a)(2)(B)(ii) and 56881(b).
- It is recommended the District continue exploring the expansion of Station 4-1 to improve the District's capacity to respond reliably to simultaneous or larger emergency incidents. The District should consider applying for grant opportunities to fund both its station expansion, in addition to the increased staffing costs that will result from implementing overnight service coverage.
- The District does not have a special tax in place, relying solely on property tax revenues and other limited sources, with no dedicated supplemental funding. The District should consider establishing a special assessment or parcel tax to ensure the long-term operational sustainability of fire protection services within the District boundary.

SUMMARY OF DETERMINATIONS

San Joaquin LAFCO's pertinent determinations, as required by Government Code Section 56425 and 56430, Farmington FPD can be found at the end of the agency profile on page 57.

- There are approximately 2,288 residents in the Farmington FPD as of 2024. The District's population has increased by 35 residents since 2010. The Farmington FPD resident population is projected to grow by 0.7% annually through 2029.
- There are two (2) Disadvantaged Unincorporated Communities ("DUCs") that are located within the Farmington FPD's jurisdictional boundary.
- Overall demands for fire protection and emergency medical services from Farmington FPD from FY 2020 to FY 2024 have averaged 247 dispatched calls annually or 0.68 calls per day.
- The District recently purchased approximately two (2) acres located west of the station to accommodate future expansion of the station, including sleeping quarters to implement overnight service coverage. The District should consider applying for grant opportunities to fund both its station expansion, in addition to the increased level of staffing that will result from the implementation of overnight service coverage.
- The Farmington FPD has the adequate capacity, infrastructure, and availability to continue to provide fire protection and emergency medical services to its residents now and into the foreseeable future. However, the District's ongoing governance deficiencies, including challenges filling Board member seats and an inability to hold regular professional Board meetings, threaten the District's ability to ensure effective oversight, strategic planning, and accountability which may create service challenges in the near-term future.
- The District has experienced several leadership transitions within the past several months, including the Fire Chief's temporary leave and the resignation of the Acting Fire Chief and Assistant Fire Chief. As of February 2026, the Colledgeville Fire Protection District Fire Chief is currently serving as Interim Fire Chief for the District. The District is currently in the process of searching for a longer-term Interim Chief.

- While the District's ability to respond to its calls for service appears sufficient, District Board Members noted that only about four (4) fire personnel reside within the District boundary, which raises concerns about the District's ability to provide timely and adequate response to larger or simultaneous incidents.
- The District's net income has increased by 33.5% during the report period - from \$103,419 in FY 2020 to \$149,175 in FY 2024.
- The District's revenues are projected to increase overall by \$129,142 - or 23.7% by FY 2029. The District's total expenditures are expected to increase by \$152,616 - 38.0% - by FY 2029. This widening gap between the District's revenues and expenditures may constrain the District's financial flexibility and raises concerns about its ability to absorb future unanticipated costs.
- Pursuant to the Fire Protection District Law of 1987 (Health and Safety Code Section 13855), a district board shall meet at least once every three months. The District had an insufficient number of Board members to establish a quorum at regular Board meetings in May, June, July, and September 2025, raising concerns regarding the District's ability to adequately represent its constituents, exercise administrative and operational oversight, and undertake essential decision-making.

BACKGROUND

OVERVIEW OF THE FARMINGTON FIRE PROTECTION DISTRICT

The Farmington Fire Protection District (“Farmington FPD” or “District”) was originally established in 1936 as an independent special district under the Fire Protection District Law of 1987 and codified under Health and Safety Code 13800-13970. Governance of the District is provided by a five-member Board of Directors that are elected at large and serve 4-year terms. However, at the time of this report, the Board has struggled to conduct regular Board meetings as dissensus among Board Members and staff persists.

The District currently has the authority to provide fire protection services within its 100.0 square mile jurisdictional boundary, which is anchored by the Linden-Peters FPD to the north, Escalon FPD to the south and Colleeville FPD to the west. There are approximately 2,288 residents located within the District’s jurisdictional boundary as of 2024, representing approximately 0.3% of the County’s population.

The District’s total expenditures at the end of FY 2024 equated to approximately \$381,130 and reflect an overall increase of 12.9% - since FY 2020.¹ Meanwhile the District’s total revenues as of FY 2024 totaled \$530,305 with an overall increase of 18.1%. The District’s net position totaled \$2.4 million as of FY 2024.

RSG and Planwest have identified several issues regarding the District’s governance structure. Between May and September of 2025, the District had at least two out of five Board member seats vacant. These vacancies prevented the board from establishing quorum, as required under Health and Safety Code 13856, which states that a majority of the district board shall constitute a quorum for the transaction of business. As a result, the District did not conduct a regular monthly meeting during those months. Pursuant to the District’s principal act (Health and Safety Code 13855), a district board shall meet at least

¹ Financial data for FY 2024 was not available at the time of this report.

once every three months. In August 2025, former Board Member Chris Lemos was reinstated by the Board of Supervisors, thereby helping to restore quorum for the Board. However, two additional vacancies existed on the Board and the District did not appoint additional members to the board within 60 days following the appointment of Board Member Chris Lemos. As a result, in October 2025, the San Joaquin County Board of Supervisors appointed Board Member Jacob Fredrick Samuel and David Weston Cross to the Board pursuant to Government Code Section 1780 (f) (1).

While the District has achieved the minimum amount of Board Member seats to establish a quorum, dissensus amongst the Board Members and District staff has led to the continued inability for the District to successfully conduct regular meetings. This limits the District's capacity to adequately represent its constituents, exercise administrative and operational oversight, and undertake essential decision-making.

Senate Bill 938 ("SB 938") amended the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 ("CKH") to authorize LAFCOs to initiate the dissolution of special districts under specific conditions, as outlined in Government Code Section 56375.1. Specifically, LAFCOs may consider dissolution if a district has failed to meet the minimum number of times required in its principal act in the prior calendar year and has taken no action to remediate the failures to ensure future meetings are conducted on a timely basis. While the Farmington FPD and San Joaquin County Board of Supervisors have been actively working to fill the Board seat vacancies to ensure meetings can be conducted by establishing a quorum - as previously noted through the appointment of Mr. Lemos in August 2025 and two additional Board Members in October 2025 - the District has struggled to conduct regular Board meetings as dissensus among Board Members and staff persists. Additionally, in February 2026, an additional Board member resigned, suggesting that the District continues to face challenges with Board member recruitment and retention.

LOCAL AGENCY FORMATION COMMISSIONS

LEGAL REQUIREMENTS AND PURPOSE

The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000, Government Code Section 56430 et. seq., (“CKH”) requires LAFCOs to regularly prepare reviews of services provided by most local agencies and provides discretion on the manner in which a commission undertakes these reviews. The reviews are instrumental in making determinations on jurisdictional and sphere of influence boundaries, as well as informing commissions, affected agencies, and the general public of opportunities for improving service delivery.

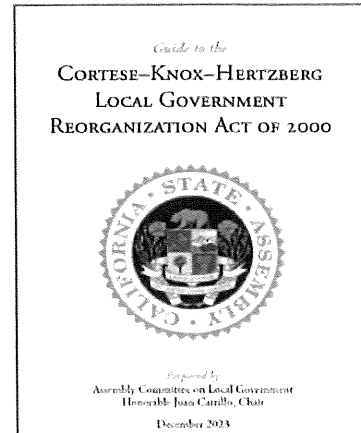


Image 1: Cover of CKH Guide 2003

LAFCO RESPONSIBILITIES

CKH directs LAFCOs to discourage urban sprawl, encourage the orderly formation and development of cities and special districts, and to preserve agricultural land. LAFCOs act as the county-wide oversight agency that is responsible for considering logical and timely changes in local governmental boundaries, including annexations and detachments of territory, incorporations of cities, formations of special districts, and consolidations, mergers, and dissolutions of districts. In this manner, LAFCOs play an important role in assuring the thoughtful, appropriate, and efficient reorganization, simplification, and streamlining of quality local governmental services.

As part of these objectives, LAFCOs establish and periodically review spheres of influence for local agencies through a process known as a municipal service review (“MSR”) and sphere of influence (“SOI”) update.

SAN JOAQUIN COUNTY LAFCO COMMISSION

San Joaquin LAFCO is governed by an 8-member “Commission” comprised of county, city, special district, and public members. The Commission is divided between five regular or voting members and three alternates. All Commissioners are appointed officials, with the Board of Supervisors selecting two (2) LAFCO Commissioners from their own memberships while a City Selection Committee appoints two (2) LAFCO Commissioners from all eight (8) cities; the four members selected from the Cities then select a Commissioner to represent the general public. San Joaquin LAFCO Commissions holds regular meetings on the second Thursday of every other month at the Board of Supervisors Chambers at 44 North San Joaquin Street, 6th floor, in Stockton. LAFCO Commission meetings begin at 9 am. Copies of meeting agenda and minutes are available online at <https://www.sjlafco.org/commission-meetings>.

The San Joaquin County LAFCO Commission roster as of November 2025 is as follows:

Commissioner Name	Affiliation
<i>Regular Members</i>	
Minnie Diallo (Chair)	City Member, Lathrop
Steven Ding (Vice Chair)	Board of Supervisors
Gary Barton	City Member, Ripon
Mario Gardea	Board of Supervisors
Peter Johnson	Public Member
<i>Alternate Members</i>	
Rex Dhatt	Public Member
Sonny Dhallwal	Board of Supervisors
Dan Arriola	City Member, Tracy

Source: San Joaquin LAFCO Website

SPHERE OF INFLUENCE

Since 1971, LAFCOs in California have been responsible for determining and overseeing the sphere of influence (“SOI”) for local government agencies. A SOI is defined as “a plan for probable physical boundaries and service area of a local agency, as determined by the Commission.” Consistent with Commission SOI policies, an SOI can be (a) coterminous to agency boundaries as the ultimate foreseen configuration of the agency in anticipation of no future growth, (b) extended beyond the agency boundaries in anticipation of future growth, (c) be smaller, indicating the need to detach areas from the agency boundaries, or (d) be designated a “zero sphere”, which indicates a potential dissolution of the agency. To amend the sphere of influence boundaries, formal approval from the Commission is required. Factors considered in a SOI include current and future land use, capacity needs, and any relevant areas of interest such as geographical terrain, location, and any other aspects that would influence the level of service.

The purpose of a SOI is to ensure efficient services while discouraging urban sprawl and the premature conversion of agricultural and open space lands by preventing overlapping jurisdictions and duplication of services. On a regional level, LAFCOs consider the orderly development of a community by reconciling differences between different agency plans. This is intended to ensure the most efficient urban service arrangements are created for the benefit of area residents and property owners.

DISADVANTAGED UNINCORPORATED COMMUNITIES

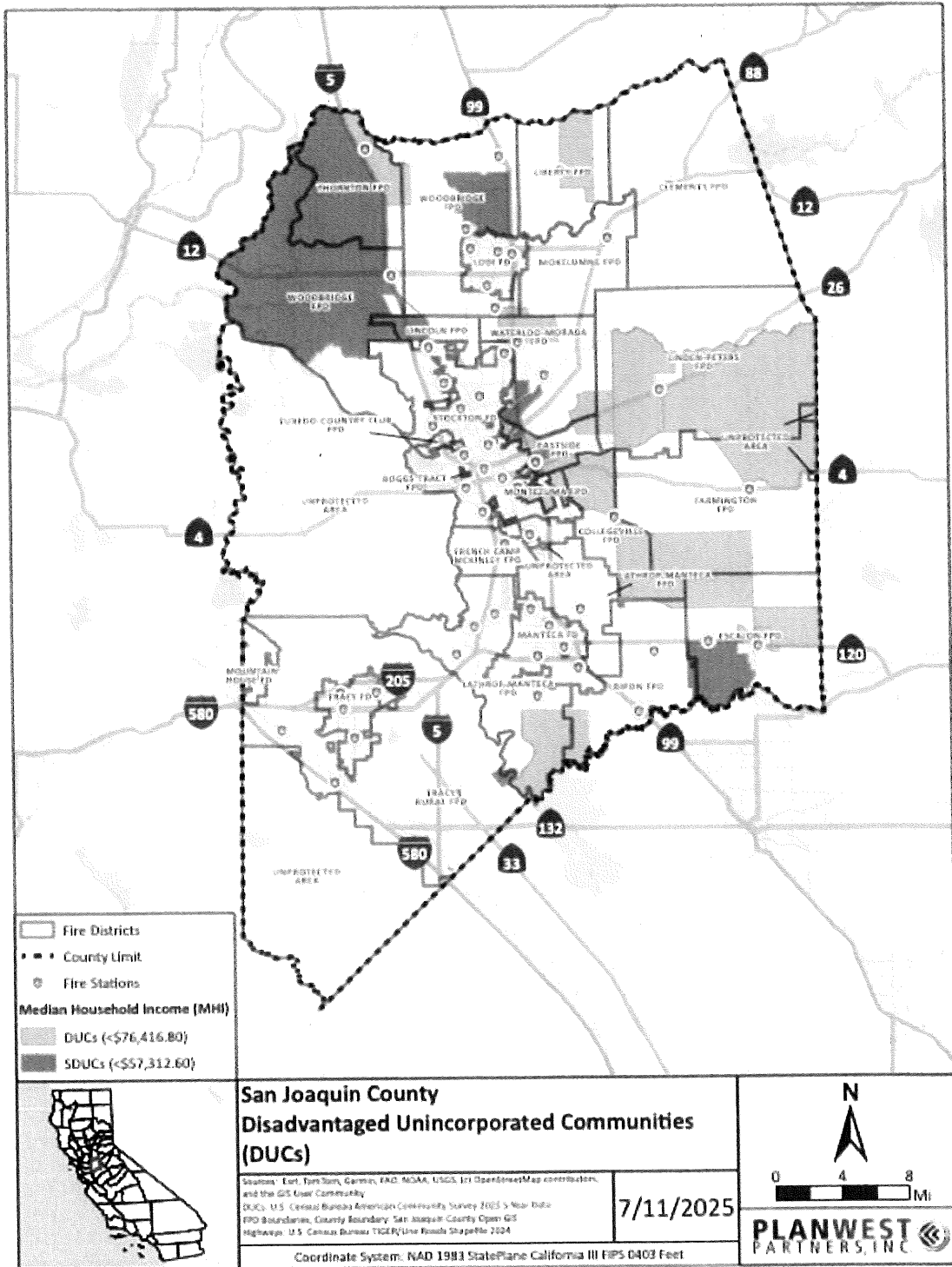
As part of the MSR, RSG and Planwest considered the impact of the SOI relative to Disadvantaged Unincorporated Communities (“DUC”) and Severely Disadvantaged Unincorporated Communities (“SDUC”). A DUC is defined by Government Code Section 56033.5 as an area of inhabited territory located within an unincorporated area of a county within a “disadvantaged community.” A disadvantaged community is defined in Water Code Section 79505.5(a) as a community with an annual median household income which is less than 80 percent of the statewide median household income.

Furthermore, a severely disadvantaged unincorporated community is defined in Public Resources Code Section 75005(g) as a community with a median household income less than 60% of the statewide average. Government Code Section 56046 defines “Inhabited” as territory within which there are 12 or more registered voters.

San Joaquin LAFCO refers to Government Code Section 56033.5, Water Code Section 79505.5(a), and Government Code Section 56046, for determining the presence and location of DUCs in San Joaquin County. RSG and Planwest utilized 2019-2023 American Community Survey Census data for identifying DUCs and SDUCs, which establishes an annual median household income of \$95,521 in San Joaquin County. As a result, throughout this report, a disadvantaged unincorporated community refers to any unincorporated area wherein the median household income is less than \$76,416.80, while a severely disadvantaged unincorporated community refers to any unincorporated area wherein the median household income is less than \$57,312.60.

Figure 1 provides a regional map of DUCs located in San Joaquin County.

Figure 1: Regional DUC Map



SPHERE OF INFLUENCE UPDATES AND LAFCO POLICY

A sphere of influence (“SOI”) may be modified as determined by LAFCO; the procedures for making sphere amendments are outlined in CKH, and in some cases, further refined by the Commission’s own guidelines. Pursuant to Government Code Section 56430, the Commission must first conduct a municipal services review prior to updating or amending a SOI.

Per Government Code Section 56425, a SOI shall consider and prepare a written statement of its determinations of the following factors:

1. Present and planned land use in the area, including agricultural and open space lands.
2. Present and probable need for public facilities and services in the area.
3. Present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide.
4. Existence of any social or economic communities of interest in the area.
5. Present and need for those public facilities and services of any disadvantaged unincorporated communities within the existing sphere of influence.

The San Joaquin LAFCO Commission adopted a “Sphere of Influence Policy” in September 2007 with amendments made in December 2012, which provides a framework for SOI updates for both cities and special districts. LAFCO’s policy provides the following types of SOIs as detailed below.

- Coterminous Sphere: A geographical area aligning with the agency’s existing service area wherein there is no anticipated need for the agency’s services outside of its jurisdictional boundary. Likewise, if there is insufficient information to support

Inclusion of areas outside the agency's boundaries in the SOI it will be designated as a "Coterminous Sphere".

- Partial Sphere: A SOI wherein additional information is needed to determine an appropriate sphere boundary but is currently not available; a special study area may also be designated in this case.
- Zero Sphere: A SOI for a city or special district that provides no services. LAFCO adopts a Zero SOI if the service functions of the agency are either non-existent, no longer needed, or should be reallocated to another service provider. Adoption of a "zero" sphere of influence is an indication the agency should be dissolved.

RSG analyzes the spheres in the "SOI Recommendations" section of this MSR.

MUNICIPAL SERVICE REVIEW (MSR) REQUIREMENTS

Section 56425(g) of CKH requires that LAFCOs evaluate a given SOI every five years, as necessary; the vehicle for doing this is known as a Municipal Service Review ("MSR"). Prior to or in conjunction with SOI reviews, a MSR must be prepared pursuant to Government Code Section 56430. MSRs are conducted to assist in the SOI review process by providing information regarding the ability of agencies to provide public services. Pursuant to Government Code Section 56430, MSRs are to make determinations considering the seven required topics based on CKH. These seven areas include:

1. Growth and population projections for the affected area.
2. Location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence(s).
3. Present and planned capacity of public facilities and adequacy of public services, adequacy of public services, infrastructure 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.

4. Financial ability of agencies to provide services.
5. Status of, and opportunities for, shared facilities.
6. Accountability for community service needs, including government structure and operational efficiencies.
7. Any other matter related to effective or efficient service delivery, as required by LAFCO Policy.

The focus of this MSR is to describe how municipal services are being carried out and to determine if the residents of the community are receiving the highest level of fire protection possible, while also discouraging urban sprawl and the premature conversion of agricultural lands. If a MSR determines that certain services are not being carried out to an adequate standard, LAFCO can recommend changes such as sphere changes as well as consolidation or dissolution of service providers to provide the best service possible to the population.

PURPOSE OF THIS MSR AND SCOPE OF WORK

The MSR's underlying purpose is to produce an independent assessment of the fire protection services provided by Farmington Fire Protection District ("Farmington FPD or District") in San Joaquin County historically and over the next few years, consistent with the Commission's regional growth management duties and interests. The Commission will use the information collected as part of the report in (a) guiding sphere of influence updates, (b) informing of potential boundary changes and out-of-agency services, and if merited, (c) initiating government reorganization, such as special district formations, consolidations, and/or dissolutions.

METHODOLOGY

RSG worked in coordination with San Joaquin LAFCO staff throughout the development of this MSR. Key tasks and activities in the completion of this MSR include data collection, Steering Committee meetings, an interview with City of Stockton Fire Department staff, District profile development, determination analysis, public review of the MSR, and the adoption of the final MSR.

Data Collection

To fully understand key factors and current issues involving Farmington FPD in San Joaquin County, RSG conducted an initial working session with San Joaquin LAFCO staff to determine the project scope and formalize overall MSR objectives, schedules, policy and fiscal criteria, service standards, and roles and responsibilities.

The MSR began with a complete and thorough review of publicly available data and documents from the Farmington FPD, including annual financial comprehensive reports from FY 2020 through FY 2024. Reports and documents were also utilized from the U.S. Census Bureau, LAFCO, and ESRI Business Analyst.

Interviews

In July 2025, LAFCO formed a Steering Committee (“Farmington Steering Committee”) with neighboring Fire Chiefs, Board of Supervisors, LAFCO Commissioners, and Farmington FPD’s former and existing Board Members to discuss the District’s governance structure, including its lack of quorum at the time, the process for filling board vacancies, and the impacts on service delivery. In September 2025, RSG and Planwest also met with District staff to collect information on the overall operation of the District, including staffing, quality of service, financial conditions, and resources, among other aspects. The interviews also allowed for the discussion of any nuances or key considerations in the completion of this MSR - including but not limited to - services provided to unprotected areas located contiguous to the District and opportunities for shared services with neighboring districts.

Analysis and Criteria Sources

Insurance Services Office Fire Protection Class Rating

The Insurance Services Office (“ISO”) creates ratings for fire departments and the communities these departments serve. ISO gives overall fire protection class ratings ranging from 1 to 10 with a rating of 1 being the best and a rating of 10 means the department does not meet the ISO’s minimum requirements. ISO calculates a community’s overall fire protection class rating by evaluating the community on a 0-to-105.5-point scale using the following criteria:

- 50 points of the rating are derived from the quality of the local fire department. Activities that are monitored include maintenance and testing of department equipment according to NFPA 1901, staffing levels, type and extent of training provided to department personnel, and proximity of stations to its residents.
- 40 points of the rating are based on the community’s water supply. Determinations for water supply are based on whether there is a sufficient water supply for fire

suppression beyond daily maximum consumption, surveying all components of the water supply, review hydrant inspections and frequency of flow testing, and the number of fire hydrants that are no more than 1,000 feet from the representative location.

- 10 points of the rating are based on the quality of emergency communications within a community. ISO determine the quality of emergency systems by evaluating the emergency reporting system, communication centers including the number of telecommunicators, computer-aided dispatch facilities, and the dispatch circuits and how the center notifies firefighters about the location of the emergency.
- 5.5 points of the rating are based on community risk reduction. This portion of the rating gives incentives to communities who strive to proactively reduce fire severity. The areas of community risk reduction evaluated are fire prevention activities, fire safety education, and fire investigations.

Some fire departments have a “split” rating (e.g., 3/3X) where the first rating number refers to the classification of properties within 5 road miles of a fire station and within 1,000 feet of a creditable water supply and the second number followed by either the X or Y designation, applies to properties within 5 road miles of a fire station but beyond 1,000 feet of a creditable water supply. The X and Y classifications replace the former 9 and 8B portions of a split classification, respectively. For example, a community formerly graded as a split 6/9 was changed to a split 6/6X. Similarly, a community formerly graded as a split 6/8B classification was changed to a split 6/6Y classification.

A Class 8B, or “Y”, is applied to communities that provide superior fire protection services and fire alarm facilities, but the water supply is not capable of the minimum Fire Suppression Rating System fire flow criteria of 250 gallons per minute for 2 hours. A Class 9 fire department is dispatched by a creditable communications system, the fire department has an adequate first alarm response and initial attack, but there is no creditable water supply.

A department with a Class 10 rating typically will lack an adequate first alarm response for an initial attack structure fire and have no credible water supply in a geographic area. A department that has a split ISO listing such as a 6/10 may carry an ISO rating that was established prior to the X/Y upgraded listing.

As mentioned previously, the secondary number rating is typical for areas of the response jurisdiction that are more than five miles from the station and lack a credible water supply. This can often occur in the far reaches of a rural jurisdiction, where apparatus response times are long due to travel distances, and long travel times/distances to a water supply to refill water tenders and engines with a long return time prevents the department from maintaining an effective fire flow on scene. This ongoing, uninterrupted water shuttle exercise was referred to by ISO as a "Rural 8" in the past and was a measure of the ability of the jurisdiction to effectively maintain water supply and fight fire in a remote location of the district.

Insurance companies may use these ratings to determine the home insurance rates that will be charged to homeowners in the respective district. Insurance companies may charge higher premiums to communities with ratings closer to 10 and lower insurance premiums to communities with ratings closer to 1. Not all insurance companies rely on ISO ratings and may use their own criteria for determining insurance premiums.

Engine Standards

The National Wildfire Coordinating Group has developed a set of minimum performance requirements for structure and wildland engine resource types. These standards, provided in

Figure 2 below, are also adopted and used by both the Firefighting Resources of California Organized for Potential Emergencies ("FIRESCOPE") Field Operations Guide and the National Incident Management System ("NIMS") as the standard within the

Incident Command System (“ICS”), a response structure utilized by public agencies to manage emergencies, to assess equipment capability.

Figure 2: Engine Typing Standards

Requirements	Type 1	Type 2	Type 3	Type 4	Type 5	Type 6	Type 7
Tank minimum capacity (gal)	300	300	500	750	400	150	50
Pump minimum flow (gal/min)	1,000	500	150	50	50	50	10
At rated pressure (psi)	150	150	250	100	100	100	100
Hose: 2½-inch	1,200	1,000	N/A	N/A	N/A	N/A	N/A
Hose: 1½-inch	500	500	1,000	300	300	300	N/A
Hose: 1-inch	N/A	N/A	500	300	300	300	200
Ladders per NFPA 1901	Yes	Yes	N/A	N/A	N/A	N/A	N/A
Master stream (500 gal/min.)	Yes	N/A	N/A	N/A	N/A	N/A	N/A
Pump and roll	N/A	N/A	Yes	Yes	Yes	Yes	Yes
Maximum GVWR (lbs.)	N/A	N/A	N/A	N/A	26,000	19,500	14,000
Personnel (minimum)	4	3	3	2	2	2	2

Source: National Wildfire Coordinating Group

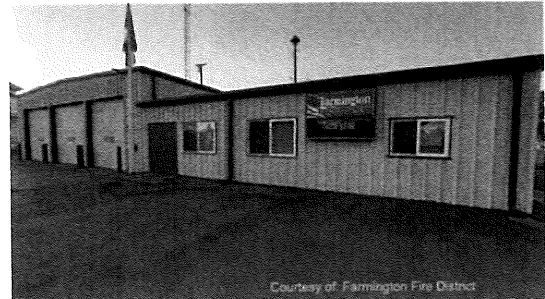
Notes:

1. Types 1 and 2 are structure; Types 3-7 are wildland.
2. All types shall meet federal, state and agency requirements for motor vehicle safety standards, including all gross vehicle weight ratings when fully loaded.
3. Type 3 engines and tactical water tenders shall be equipped with a foam proportioner system.
4. All water tenders and engine types 3 through 6 shall be able to prime and pump water from a 10-foot lift.
5. Personnel shall meet the qualification requirements of NWCG Standards for Wildland Fire Position Qualifications, PMS 310-1.

SERVICE REVIEW - FARMINGTON FIRE PROTECTION DISTRICT

The Farmington Fire Protection District (“Farmington FPD” or “District”) was originally established as an independent special district in 1936 and is legally authorized to provide fire protection services in the eastern portion of San Joaquin County. The Farmington FPD’s jurisdictional boundary encompasses approximately 100.0 square miles and serves the communities of Farmington and southern portion of Peters. The District is anchored by Linden-Peters FPD to the north, Colledgeville FPD to the west, Escalon CFPD to the south, and Stanislaus County to the east.

Image 2: Farmington FPD Station No. 4-1



Source: Farmington Fire Protection District

JURISDICTIONAL BOUNDARY & SPHERE OF INFLUENCE

The Farmington FPD’s jurisdictional boundary currently spans approximately 100.0 square miles with an expanded sphere of influence designation that included approximately 160 acres of territory lying north of the District’s service area, as documented in the last MSR from 2011. However, it is unclear to RSG and Planwest if the District SOI has since been amended.

As of FY 2024/2025, the total assessed value (land and structures) within Farmington FPD is approximately \$860.6 million, a per capita value of approximately \$376,148 based on the current resident population of 2,288. The vast majority of land use in the District is designated as agricultural (94.1%), while the remainder of land uses consist of open space (4.4%) and residential (1.2%) uses. There were no major planned developments identified near the District. Given that the area is subject to a 100 year-flood and contains large

parcels in commercial agriculture, it is anticipated that Farmington will remain a rural community through the year 2035.²

Unprotected Service Areas

There are two unprotected areas, consisting of primarily farmland, located contiguous to the District's boundary that are currently not in any fire protection service provider's jurisdictional boundary. The first unprotected area is located contiguous to the District's northeastern boundary along North Waverly Road and is approximately 1.0 sq. mi in size. This area is also located within the DUC identified along the District's northern perimeter. According to District staff, the District and the Linden-Peters Fire Protection District respond to approximately five (5) to six (6) calls per year in this area through mutual and automatic aid.³ This area is also located within a State Responsibility Area ("SRA"), which means that CAL FIRE is responsible for responding to wildland fire incidents in the area.

The second unprotected area lies within SRA located contiguous to the District's eastern boundary along the San Joaquin County line on Highway 4 and is approximately 0.25 sq. mi in size. This area is also located within a State Responsibility Area, which means that CAL FIRE responds to wildland fire incidents in the area. District staff noted that the District receives a nominal number of service calls in this area.

Proposed Sphere of Influence

RSG and Planwest recommend San Joaquin LAFCO proceed to establish a coterminous sphere of influence for the Farmington FPD with the condition LAFCO reassess the District's progress towards resolving the governance deficiencies identified in this MSR every 6-months over the next calendar year providing for two opportunities for reevaluation, as detailed later in this MSR. This SOI designation appropriately applies given that the

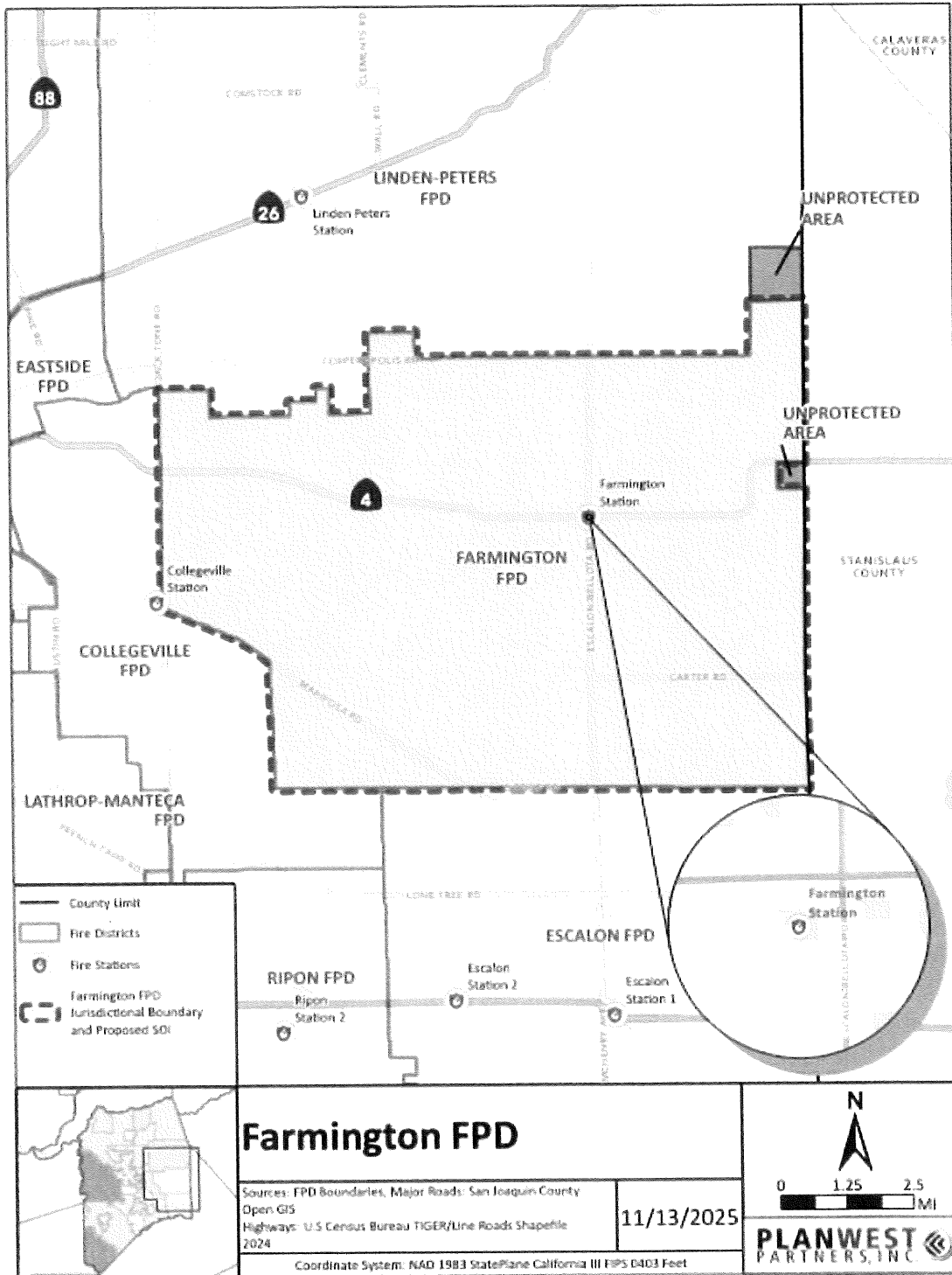
² Source: San Joaquin County 2035 General Plan

³ Linden-Peters Fire Protection District noted that they do not recall the last time the Linden-Peters FPD responded to this area.

Farmington FPD is the primary local fire protection service provider to the areas that lie within its jurisdictional boundary.

Figure 3 presents Farmington FPD's sphere in relation to its jurisdictional boundary.

Figure 3: Farmington Fire Protection District Jurisdictional Boundary and SOI Map



DEMOGRAPHICS

RESIDENT POPULATION

Farmington FPD's total current resident population within its jurisdictional boundary is estimated at 2,288 as of 2024. This amount represents 0.28% of the countywide population total. The estimated resident population in Farmington FPD has increased overall by 35 - or 1.55% - since 2010, demonstrating a slight upward trend.⁴

Farmington FPD's population is expected to rise over the next five-years, reaching 2,349 residents by 2029. In contrast, the countywide population is expected to grow 0.7% annually, reaching 837,182 residents by 2029.

Relative to the County as a whole, the population of the Farmington FPD service area has been somewhat older. The median age of residents in the District is 39.7 and reflects a small increase of 7.0% since 2010 wherein the median age was 37.1. The current median age in Farmington FPD remains relatively higher than the countywide median age of 36.4, demonstrating a slightly older resident population.

Approximately 96.3% of residents within the prime working age group (between the ages of 25-64) are employed while the remaining 3.7% are unemployed, reflecting a highly stable workforce within the District's jurisdictional boundary.⁵ Additional details regarding Farmington FPD's resident population are provided in Figure 4.

⁴ Source: ESRI Business Analyst

⁵ The prime working age group does not include individuals between the ages of 16-25 nor 65 and above given residents within this age groups are typically in school or nearing/in retirement.

Figure 4: Farmington FPD's Resident Population

	Farmington FPD	San Joaquin County
2010 Resident Population	2,253	685,327
2020 Resident Population	2,296	779,258
Annual Change (2010-2020)	0.2%	1.3%
2024 Resident Population	2,288	808,574
2029 Resident Population Projection	2,349	837,182
Annual Change (2024-2029)	0.5%	0.7%
2010 Median Age	37.1	32.7
2024 Median Age	39.7	36.4
% Change (2010-2024)	7.0%	11.3%
2024 Employment Levels (Ages 25-64)	96.3%	94.6%
2024 Unemployment Levels (Ages 25-64)	3.7%	5.4%

Source: ESRI Business Analyst

There are an estimated 802 housing units within the Farmington FPD's boundary as of 2024. This amount accounts for an overall decrease of 2 units – or (0.25%)- since 2010; reflecting an annual loss of approximately (0.14) housing units. It is expected that Farmington FPD's total number of housing units will increase by twenty-five (25) and reach 827 housing units between now and 2029, reflecting little to no change.

Of the total number of current housing units in Farmington FPD, approximately 65.1% are owner-occupied. The remainder of housing units are divided between 27.8% being renter-occupied and 7.1% being vacant. Further, the average household size in the District for 2024 is 3.07, representing a decrease of approximately 3.5% since 2010.

The median household income of Farmington FPD is \$102,871, which is approximately 14.1% higher than the County's median household income of \$90,150. This amount confirms households in Farmington FPD are receiving more pay over the report period compared to the county as whole. Furthermore, Farmington FPD has a poverty level rate of 15.5%, which is approximately 23.0% higher than the County's poverty level rate of 12.6% suggesting that residents within the District may face greater socioeconomic challenges that could potentially impact service needs and fiscal capacity to fund these services.

According to San Joaquin LAFCO's policies, there are two Disadvantaged Unincorporated Communities ("DUCs") located in the Farmington Fire Protection District's jurisdictional boundary. A DUC is defined as any unincorporated area wherein the median household income is less than \$76,416.80. The first DUC is 64.1 sq. mi. in size with approximately 14.8 sq. mi. lying within the northern perimeter of the Farmington FPD's jurisdictional boundary. The remainder of the DUC (49.3 sq. mi.) extends into Linden-Peters FPD's jurisdictional boundary, and the unprotected area located along North Waverly Road that is not currently within any fire protection service provider's jurisdictional boundary. The second DUC is 35.5 sq. mi. in size with approximately 15.1 sq. mi. lying within the southwestern perimeter of Farmington FPD's jurisdictional boundary. The remaining 20.4 sq. mi. extends into the jurisdictional boundaries for Colledgeville FPD, Lathrop-Manteca FPD, Escalon CFPD, and Ripon CFPD.

Figure 5 provides an overview of housing and income characteristics in the City and County.

Figure 5: Farmington FPD's Housing Characteristics

Housing Characteristics	Farmington FPD	San Joaquin County
2010 Housing Units	804	233,756
2024 Housing Units	802	262,086
% Change (2010-2024)	-0.2%	12.1%
2029 Housing Units	827	271,475
% Change (2024-2029)	3.1%	3.6%
Percentage of Owner-Occupied Units	65.1%	58.8%
Percentage of Renter-Occupied Units	27.8%	37.0%
Vacancy Rate	7.1%	4.1%
2010 Average Household Size	3.18	3.12
2024 Average Household Size	3.07	3.16
2029 Average Household Size	3.97	3.16
2024 Median Household Income	\$ 102,871	\$ 90,150
2024 Median Household Income Per Capita	\$ 110,861	\$ 103,786
Poverty Level (2018-2022)	15.5%	12.6%

Source: ESRI Business Analyst

GOVERNANCE AND STAFFING

The Farmington Fire Protection District operates as an independent special district under the Fire Protection District Law of 1987 and codified under Health and Safety Code 13800-13970. This principal act empowers fire protection districts to provide a range of municipal services upon approval by LAFCOs including fire protection, rescue, emergency medical, hazardous material, ambulance services, and any other services relating to the protection of lives and property. Farmington FPD is currently authorized by San Joaquin LAFCO to provide fire protection, suppression, prevention, hazardous material, and basic emergency medical services. The remaining service functions (i.e., powers) enumerated under the principal act are deemed latent, meaning they are authorized by statute but

would need to be formally activated by San Joaquin LAFCO at a noticed public hearing and subject to conducting authority proceedings.

Governance Overview

The Farmington FPD is governed by a five-member Board of Directors in which Board members serve four-year terms. The Board meets on the fourth Monday of each month at the District's headquarters located at 25474 California Highway 4, in Farmington. However, from May to July 2025, the District had three out of five Board member seats vacant, which prevented the board from establishing quorum, as required under Health and Safety Code 13856, which states that a majority of the district board shall constitute a quorum for the transaction of business. In September 2025, the District had at least two out of five Board members seats vacant, which led to the postponement of a regular Board meeting when the District could not establish quorum. As of February 2026, an additional Board member resigned, suggesting that the District continues to face challenges with Board member recruitment and retention.

The District maintains an active website wherein meeting agenda and related materials are posted. However, RSG and Planwest were unable to locate other pertinent files on the District website, such as their audited annual financial reports and annual budgets.⁶

Governance Compliance Concerns

Pursuant to the Fire Protection District Law of 1987 (Health and Safety Code Section 13855), a district board shall meet at least once every three months. RSG and Planwest verified that the District's Board of Directors were unable to establish quorum for a public meeting from May to July 2025. However, in August 2025, former Board Member Chris Lemos was reinstated by the Board of Supervisors, thereby helping to restore quorum for the Board. However, two additional vacancies existed on the Board and the Farmington FPD did not appoint additional members to the board within 60 days following the

⁶ The District has the public hearing agenda and minutes for the Board's Final Budget for FY 2024/25 linked but the final budget packet is not accessible.

appointment of Board Member Chris Lemos. As a result, in October 2025, the San Joaquin County Board of Supervisors appointed Board Member Jacob Fredrick Samuel and David Weston Cross to the Board pursuant to Government Code Section 1780 (f) (1). The District's Board of Directors is actively looking to fill the District's most recent Board member vacancy to restore a fully-seated Board.

To address the noted governance concerns for the District, LAFCO recently formed a Steering Committee ("Farmington Steering Committee") consisting of neighboring Fire Chiefs, Board of Supervisors, LAFCO Commissioners, and Farmington FPD's former and existing Board Members. The Farmington Steering Committee met on July 22, 2025 and discussed the board seat vacancies as well as concerns with meeting conduct, inaction of Board, and dissensus with District staff. Notably, the Committee informed RSG and Planwest that the District's governance has been suboptimal. Specifically, Board meetings have not been conducted professionally, frequent arguments and lack of consensus among Board Members and District management is common. These issues have led to inaction of the Board, Board seat vacancies, and challenging relationships with between Board members and District staff.

It is recommended that the District and/or LAFCO coordinate with San Joaquin County to ensure the presence of a Sheriff's deputy and legal counsel at future meetings to ensure they are legally compliant and professionally conducted. In addition, LAFCO should consider coordinating with the San Joaquin County Grand Jury to further review the District's governance and operational practices to further address the concerns identified in this report.

While the District maintains an active website and has historically held regular public meetings, access to the District's pertinent files such as their audited annual financial reports are not accessible online. To further enhance transparency, RSG and Planwest recommend the District publish its most recent audited financial reports between FY 2022 through FY 2024 on its website when available. Similarly, if available, the District should

also make its historical audited annual financial reports and annual budgets available online.

While this MSR identifies significant governance deficiencies based on historic and recent documentation, the District has taken meaningful steps to address these issues. RSG and Planwest confirmed that the District is actively working to fill vacant Board seats and restore its ability to achieve a quorum to enable regular meetings to occur. In recognition of these actions and the District's demonstrated commitment to resolving its governance challenges, RSG and Planwest recommend that LAFCO allow the District up to one year to implement and demonstrate sustained long-term governance improvements. If deficiencies persist, or if corrective actions prove temporary or insufficient, LAFCO may consider governance options, including dissolution, in accordance with Government Code 56375.1.

Staffing

The Farmington FPD Board appoints a Fire Chief to oversee the day-to-day operations of the District. The District is currently operating under interim leadership due to the Fire Chief being placed on temporary leave since November 2025. In February 2026, the District's Interim Fire Chief and Assistant Fire Chief resigned, creating a disruption to leadership and administrative continuity at the District.

On February 11, 2026, the Board held an emergency meeting and appointed the Colleagueville Fire Protection District Fire Chief - Vanessa Herrero - to serve as Interim Fire Chief for an anticipated term of four to six weeks. The District is currently in the process of searching for a longer-term Interim Chief.

Given Fire Chief Herrero's position as Interim Fire Chief is temporary, RSG and Planwest recommend Farmington FPD secure a longer-term Interim Fire Chief as soon as possible. Alternatively, if the existing arrangement with administrative service sharing between the Farmington FPD and Colleagueville FPD proves successful, the District could consider

extending this arrangement. It is also recommended the District consult with legal counsel to determine the appropriate process for permanently filling the Fire Chief position in accordance with applicable state labor laws.

Despite these leadership changes, staffing levels have remained consistent at the District from 2020 to 2024 as shown in Figure 6 below.

Figure 6: Farmington FPD's Historical Staff

Riscal Year	2020	2021	2022	2023	2024	Average	Trend
Type:							
Full-Time Positions	1	1	1	1	1	1	0.0%
Part-Time Positions	0	0	4	5	6	3	50.0%
Volunteer Firefighters	12	12	8	7	6	9	-50.0%
Total	13	13	13	13	13	13	0.0%
Per 100 residents	0.6	0.6	0.6	0.6	0.6	0.6	0.0%

Source: Farmington FPD

As of 2024, the District has a total of six (6) firefighters who are considered paid part-time shift firefighters. Paid part-time shift firefighters are paid per shift at a rate of \$16.50 per hour or the current California minimum wage, whichever is greater. The District also has six (6) on-call firefighters who receive a call stipend of \$20 per call when responding to calls for service and are not scheduled on for shift.

Lastly, while emergency response operations remain fully functional during this time of changing leadership, RSG and Planwest recommend that San Joaquin LAFCO continue to monitor the District's leadership staffing challenges to ensure continued organizational stability. It is recommended that LAFCO review the District's staffing configuration every 6-months over the next calendar year, concurrent with its review of the District's identified governance deficiencies, to ensure appropriate executive oversight and administrative capacity are maintained.

Training

The District hosts trainings at its Station 4-1 every Tuesday night for approximately two (2) hours. The District also hosts additional special trainings at the station throughout the calendar year in which fire personnel from neighboring districts attend. This includes an Emergency Medical Responder class that the District recently completed. The District also participates in San Joaquin County's regional trainings that occur on a periodic basis. District staff noted that there may be opportunities for additional shared training with neighboring districts, such as Colledgeville FPD, Linden-Peters FPD, and Escalon CFPD.

Opportunities for Shared Services

There may be opportunities for shared services and/or facilities with neighboring fire districts, including the Colledgeville Fire Protection District, Escalon Consolidated Fire Protection District, Ripon Consolidated Fire Protection District, and Linden-Peters Fire Protection District. Mentioned previously, the Colledgeville Fire Protection District Fire Chief - Vanessa Herrero - is currently serving as Interim Fire Chief for an anticipated term of four to six weeks as of February 2026. Therefore, there may be opportunities for shared management services between the two Districts, or other reorganization options such as consolidation, to enhance organizational capacity and reduce administrative redundancies. Additionally, the Farmington FPD and Colledgeville FPD maintain an automatic aid agreement, suggesting existing operational collaboration and further supporting the exploration of shared services between the two Districts.

The District is also located in close proximity to the Escalon Consolidated Fire Protection District, Ripon Consolidated Fire Protection District, and Linden-Peters Fire Protection District. According to District staff, the District previously hired the Escalon CFPD's Fire Chief for shared management services and the District regularly trains with the Linden-Peters Fire Protection District. While the District did not note existing shared services with the Ripon CFPD, RSG and Planwest identify an opportunity for shared services and/or facilities between the Districts given their proximity.

San Joaquin LAFCO entered into a contract with RSG and Planwest to conduct an Alternative Governance Study (“Study”) for the 19 rural agencies that provide fire protection services in San Joaquin County. The study may consider several reorganizations options for the Farmington FPD, potentially including, but not limited to, consolidation with neighboring fire districts, participation in a regional Joint Powers Authority (“JPA”), or formation of a County Service Area (“CSA”) to deliver fire protection services.

MUNICIPAL SERVICES

The District was established in 1936 to provide formal fire protection services to the Farmington community. As granted under Government Code Section 25213, the Farmington FPD is authorized to provide fire protection, suppression and prevention, fire inspection, hazardous material, and basic and emergency services in San Joaquin County. The District supplements its fire protection services within its jurisdictional boundary by maintaining mutual and automatic aid agreements with the Colleeville Fire Protection District. The District also participates in the San Joaquin countywide mutual aid system.

Fire protection services for the Farmington community are provided by the District’s single fire station: Station 4-1. As noted previously, Farmington FPD’s fire station is staffed by one (1) Fire Chief, (1) Assistant Fire Chief, and approximately (8) volunteers. District staff noted that the station is staffed daily from 7am-7pm; however, the Fire Chief is on call 24/7.

The current fire station details can be found below.

- The District’s Station 4-1 is located in the northeast portion of the District’s boundary at 25474 East Highway 4 in the community of Farmington. According to District staff, the station is in good condition. In the last ten (10) years, the station has undergone several improvements, including the addition of solar power, roof repairs, window replacements, automatic apparatus bay doors, in addition to central air

conditioning. However, the station does not have any sleeping quarters, which limits the District’s ability to house multiple fire personnel at the station overnight and presents a challenge for maintaining overnight service coverage. The District recently purchased approximately two (2) acres located west of the station to accommodate future expansion of the station, including sleeping quarters to improve service coverage during overnight shifts.

Station 4-1 currently houses nine (9) apparatus, including three (3) fire engines, two (2) water tenders, and five (5) other vehicles. All fire engines are stored within the Station’s apparatus bay, with the exception of the District’s two (2) air trailers, which are stored outside of the station. District staff did not note any apparatus needs at this time; however, staff indicated that the District will likely sell its 2009 Air Trailer in the near future. The District is also looking into alternatives to store the District’s 2025 Air Trailer given that it is currently stored outdoors. Figure 7 summarizes the Department’s station staffing and apparatus conditions as of FY 2024.

Figure 7: Farmington FPD Station Assignments as of FY 2024

Station 4-1	
Fire Engines	Type 1 or 3 (1997) Type 1 or 3 (2000) Type 1 or 3 (2007)
Water Tenders	Type 1 (3,500 gal) (2004)
Other Vehicles	Utility Pickup (2011) Command Pickup (2019) Air Trailer (2009) Air Trailer (2025) Medium Rescue Vehicle (2006)

Source: Farmington FPD

SERVICE DEMANDS AND CAPACITY

The Farmington Fire Protection District (“Farmington FPD” or “District”) responded to an average of 247 fire protection and emergency medical service (“EMS”) calls annually - or 0.68 calls daily - within the Farmington FPD boundary between 2020 and 2024.⁷ Onsite arrivals necessitating fire protection services averaged 69 calls between 2020 and 2024, and account for an overall increase of 7.0 responses annually - or 14.5% - from 2020 to 2024. The Department experienced the highest call volume in 2021 which reflected a daily onsite response of 0.70 calls for service. Overall, the District’s total onsite responses for fire and EMS calls for service increased by 10.5% between 2020 and 2024 from 199 to 252 incidents.

While the District’s ability to respond to its calls for service appear sufficient, during the Steering Committee meeting, District Board Members noted that only about four (4) fire personnel reside within the District boundary, and raised concern about the District’s ability to provide timely and adequate response to larger or simultaneous incidents. District staff also noted that few staff members reside within the District’s boundary; however, staff indicated that this did not present a challenge to providing adequate services to residents within the District.⁸ However, further detailed in the Service Performance section of this report, RSG and Planwest did not identify any notable challenges in the District’s ability to respond for calls within the District’s jurisdictional boundary.

Figure 8 below summarizes the District’s fire protection and emergency medical demands from 2020 to 2024.

⁷ The Valley Regional Emergency Communications Center (“VRECC”) did not have total call volume data available for the District. Instead, the VRECC provided the total number of fire and EMS calls on an annual basis. As a result, this report analyzes service demands, capacity, and performance for these call types only.

⁸ RSG and Planwest were unable to independently confirm this statement and have cited for narrative purposes only.

Figure 8: Farmington FPD's Service Demands between 2020 and 2024

Category	2020	2021	2022	2023	2024	Average	Trend
Fire	44	74	69	81	79	69	14.5%
EMS	155	181	159	170	173	168	8.8%
Total Fire & EMS Calls	199	255	228	251	252	247	10.5%

Source: Valley Regional Emergency Communications Center (VRECC)

With respect to the District's capacity to meet existing and future service demands, RSG and Planwest's analysis indicates the District is adequately staffed and equipped to serve its current population and projected growth. Call volume has shown a gradual, manageable increase over time, suggesting the District can sustain service delivery without a significant strain on resources. Should call activity continue to rise at the same pace, the District is expected to maintain operational efficiency and responsiveness within its current service boundaries for the foreseeable future.

However, as mentioned previously, Board Members raised concerns regarding the limitations of fire personnel that reside within the District's boundary and the District's ability to provide adequate response to significant or simultaneous emergencies. While RSG and Planwest could not confirm the number of staff who live within the District service area, District staff confirmed that the station is staffed from 7am to 7pm daily and the District struggles with overnight service coverage, potentially impacting response reliability, and overall service delivery. Additionally, the District's ongoing governance deficiencies, including challenges filling Board member seats and an inability to hold regular professional Board meetings due to fragmentation between Board members and District staff, may threaten the District's ability to sustain reliable service coverage by threatening effective oversight, strategic planning, and accountability in the near-term future.

Therefore, it is recommended the District continue exploring the expansion of Station 4-1 to establish living quarters, which would support the provision of 24-hour staffing and improve the District's capacity to respond reliably to simultaneous or larger emergency incidents.



SERVICE PERFORMANCE

In terms of Farmington FPD's service performance documented during the report period (2020 to 2024), RSG and Planwest consider the Insurance Services Office ("ISO") rating as a key performance metric in our assessment of the District's service reliability, operational readiness, and alignment with nationally recognized fire protection standards. As documented previously on page 23, the ISO assigns fire protection ratings to departments and the communities they serve. These Public Protection Class Ratings range from 1 to 10, where 1 reflects exemplary fire protection and 10 indicates that minimum ISO standards are not met. The Farmington FPD's most recent evaluation of structural fire protection capabilities from the Insurance Services Office (ISO) was completed in 2020 and resulted in a Class 4/4Y rating.

RSG and Planwest have determined this rating is considered appropriate for a relatively rural service area where population density and land use require lesser demand for robust fire protection services and infrastructure.⁹ The ISO score is a measure of the capability of the fire department to protect the community and is rated on the aforementioned scale of 1 to 10, with 1 being the highest rating. ISO evaluates the fire department for apparatus and equipment, weight of response (number of firefighters arriving on scene), training, water supply and distribution, emergency communications systems, and fire prevention/community risk reduction efforts.

In addition to considering the ISO rating as a key performance metric, RSG and Planwest also rely on the District's response time standards. However, RSG and Planwest were unable to confirm Farmington FPD has an adopted response time standard. Response times are a critical indicator of service performance as they directly measure how quickly fire personnel and equipment can arrive on scene to mitigate emergencies. Shorter response times improve the likelihood of containing fires before they spread, reducing

⁹ ISO Public Protection Classification (PPC) ratings provide a useful benchmark of structural fire protection capabilities but are not direct measures of service quality, operational efficiency, or emergency response outcomes. Other performance indicators, such as response times, staffing levels, and incident data, should also be considered in conjunction with ISO ratings to evaluate overall service performance.

property loss, and increasing survival rates for medical incidents. Conversely, extended response times may indicate staffing, resource, or geographic constraints that may limit a District’s ability to delivery effective services. For these reasons, RSG and Planwest look to the response time standards used by industry benchmarks (e.g., NFPA 1710/1720) as a key measure of operational sufficiency as detailed in Figure 9.

Figure 9: NFPA 1720 Staffing and Response Time Standards

Demand Zone	Demographics	Minimum Staff to Respond	Response Time
Urban Area	>1,000 people / sq. mi.	15	9 Minutes
Suburban Area	500 - 1,000 people / sq. mi.	10	10 Minutes
Rural Area	< 500 people / sq. mi.	6	14 Minutes
Remote Area	Travel Distance ≥ 8 miles	4	Directly dependent on travel distance
Special Risks	Determined by AHJ	Determined by AHJ based upon risk	Determined by AHJ

Notes:

1. A jurisdiction can have more than one demand zone.
2. Minimum staffing includes members responding from the Authority Having Jurisdiction’s (AHJ’s) department and automatic aid departments.
3. Response time begins upon the completion of the dispatch notification to the department and ends upon arrival on scene.
4. NFPA 1720 standard on response time is to be met 90% of the time in Urban zones, 80% of the time in Suburban and Rural zones and 90% of the time for Remote Area and Special Risk zones.

Source: NFPA 1720: Standard on Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Volunteer Fire Departments, Table 4.3.2 Departments.

Based on data provided by Valley Regional Emergency Communications Center, Farmington FPD’s average turnout time¹⁰ for fire protection and EMS calls was 2 minutes and 22 seconds. The District’s overall response time¹¹ averaged 8 minutes and 34 seconds. This suggests the District is well below the nationally accepted response time standards as shown in Figure 9 above indicating quick response times. Additional response time metrics for the District are provided in Figure 10 below.

¹⁰ Turnaround time is defined as the time between notification and the department of an apparatus from the station.

¹¹ Response time is defined as the time from the call receipt to arrival on the scene.

Figure 10: Farmington FPD Response Time Metrics (2024)

Call Type	Turn Out Time	Response Time	Duration On-Scene	Total Time
Fire	1:47	8:59	28:46	36:00
EMS	2:57	8:09	23:31	31:20
Average	2:22	8:34	26:09	33:40

Source: Valley Regional Emergency Communications Center (VRECC)

The Farmington FPD does not have a formally adopted response time standard. Given the District boundary has fewer than 500 people per square mile, the Rural demand zone standards outlined in NFPA 1720 provide a relevant benchmark. The District may consider formally adopting a response time standard using the Rural demand zone standards outlined in NFPA 1720 as an initial framework. Formally adopting response time standards provides a documented benchmark for accountability and operational consistency. The District could also conduct a Standards of Coverage (“SOC”) study to determine appropriate response time standards by evaluating response times, station locations and coverage, staffing, and past, current, and future service delivery needs.

FISCAL HEALTH

The following sections assess the fiscal health of the Farmington Fire Protection District (“Farmington” or “District”), including its revenue sources and major expenditures for FY 2020 through FY 2024.

REVENUES

The District’s average revenues across the four years of financial data reviewed totaled \$458,391. The District receives the majority of its revenues from its share of the 1.0% general property tax levy which averaged \$434,108 – or 94.7% - of all revenues for the District from FY 2020 to FY 2024. The remainder of revenues for the District are derived from income from interest income and outlawed warrants, which refer to payment instruments (similar to checks) issued by the District that were not cashed within the legally prescribed time period and, as a result, are no longer valid for payment. At the end of FY 2024, the

District’s total revenues amounted to \$530,305 and reflect an overall increase of \$118,606 – or 18.1% - since FY 2020. The District has maintained a surplus in all five of the fiscal years reviewed suggesting the District maintains enough revenues to cover the District’s associated costs. Figure 11 below summarizes the District’s total revenues from FY 2020 to FY 2024.

Figure 11: Farmington Fire Protection District’s Historical Revenues (FY 2020 to FY 2024)

Revenues	2020	2021	2022	2023	2024	AVERAGE	TREND
Operating							
Licenses and Permits	\$ 2,201	\$ 3,523	\$ 2,138	\$ 4,196	\$ 3,150	\$ 3,042	0.0%
Subtotal Operating Revenue	\$ 2,201	\$ 3,523	\$ 2,138	\$ 4,196	\$ 3,150	\$ 3,042	0.0%
Non Operating							
Property Taxes	\$ 388,434	\$ 408,333	\$ 432,140	\$ 459,939	\$ 481,694	\$ 434,108	18.4%
Interest	21,064	9,116	4,740	21,601	45,301	20,364	2.5%
Outlawed Warrants	-	3,744	-	482	160	877	95.7%
Subtotal Non-Operating Revenues	\$ 409,498	\$ 421,193	\$ 436,880	\$ 482,022	\$ 527,155	\$ 455,350	17.7%
Total Revenues	\$ 411,699	\$ 424,716	\$ 439,018	\$ 486,218	\$ 530,305	\$ 458,391	18.1%
Per Capita	\$ 179.31	\$ 185.11	\$ 191.48	\$ 212.21	\$ 231.78	\$ 192.03	18.3%

Note: N/A refers to Not Available
Source: Farmington FPD, RSG, Inc. and Planwest Partners

EXPENDITURES

With respect to expenditures, the District’s average expenditures across the five years of financial data reviewed amount to \$332,999. The District’s only expense category includes operational costs associated with the District’s delivery of fire protection services. The District’s total expenditures at the end of FY 2024 totaled \$381,130, accounting for an overall increase of \$72,850 - or 12.9% - since FY 2020. This translates to a per capita cost of \$166.58 based on a resident service population of 2,288 as of 2024. The District’s expenditures from FY 2020 to 2024 are provided in Figure 12 below.

Figure 12: Farmington Fire Protection District’s Historical Expenditures (FY 2020 to FY 2024)

Expenses	2020	2021	2022	2023	2024	AVERAGE	TREND
Operating							
Operations	\$ 308,280	\$ 297,713	\$ 329,716	\$ 348,157	\$ 381,130	\$ 332,999	12.9%
Subtotal Operating Expenses	\$ 308,280	\$ 297,713	\$ 329,716	\$ 348,157	\$ 381,130	\$ 332,999	12.9%
Non Operating							
None Specified	-	-	-	-	-	-	0.0%
Subtotal Non-Operating Expenses	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	0.0%
Total Expenses	\$ 308,280	\$ 297,713	\$ 329,716	\$ 348,157	\$ 381,130	\$ 332,999	12.9%
Per Capita	\$ 134.27	\$ 129.76	\$ 143.80	\$ 151.95	\$ 166.58	\$ 145.27	13.2%

Note: N/A refers to Not Available
Source: Farmington FPD, RSG, Inc. and Planwest Partners



NET INCOME

The District’s average net income from FY 2020 to FY 2024 was \$125,932, with each year reflecting a budget surplus - suggesting the District has consistently generated sufficient revenue to cover its reported expenses. The District’s net income has increased by 33.5% during the report period - from \$103,419 in FY 2020 to \$149,175 in FY 2024. Additional details regarding the District’s net income are provided in Figure 13 below.

Figure 13: Farmington Fire Protection District’s Historical Cash Flow

	2020	2021	2022	2023	2024	AVERAGE	TREND
Total Revenues	\$ 411,699	\$ 424,716	\$ 439,018	\$ 486,218	\$ 530,305	\$ 458,391	18.1%
Total Expenses	\$ 308,280	\$ 297,713	\$ 329,716	\$ 348,157	\$ 381,130	\$ 332,999	12.9%
Net Income / (Deficit)	\$ 103,419	\$ 127,003	\$ 109,302	\$ 138,061	\$ 149,175	\$ 125,392	33.5%

Note: N/A refers to Not Available.
Source: State Controller’s Office

PROPERTY TAX

The District receives a portion of the 1.0% ad valorem property tax collected on all taxable properties within its jurisdictional boundary, which represented 83.7% of the District’s total revenues in FY 2024. In FY 2024, the District’s 14 Tax Rate Areas (“TRAs”) had a weighted average Tax Increment Factor (“TIF”) of 5.5% based on net assessed value. This allocation generated \$444,111 in total property tax revenue, including \$13,875 in incremental growth compared to the prior year’s revenues from changes in assessed value. Compared to the countywide average TIF of 11.9%, the District’s property tax allocation is relatively low compared to the average of the other rural fire districts in the County. Figure 14 **Error! Reference source not found.** provides a summary of ad valorem property tax collected by the District in FY 2024.

Figure 14: Ad Valorem Property Tax Collected by Farmington Fire Protection District (FY 2024)

Share of 1% Property Tax	1% Property Tax Revenue (FY 2024)	1% Property Tax Revenues per Capita (FY 2024)
5.5%	\$444,111	\$194

Source: San Joaquin County Auditor Controller Office

Beginning in FY 2024, the District became eligible to receive revenues from Proposition 172 (Public Safety Augmentation Fund), which allocates a portion of statewide sales tax revenue to support local public safety services. The Board of Supervisors approved a General Fund allocation of 1% of the FY 2023 Proposition 172 revenue to be distributed to fire districts, with apportionment based on each district’s Educational Revenue Augmentation Fund (“ERAF”) shift. Farmington’s share of Proposition 172 funds is 1.2%, which is lower than the average distribution to rural fire districts in the County at 4.8%.

As of FY 2024, the District does not have a special tax in place, relying solely on property tax revenues and other limited sources, with no dedicated supplemental funding. Among the 19 rural fire protection service providers in the County, Farmington FPD is one of six districts that do not levy a special tax. Given the District’s relatively low average Tax Increment Factor (TIF), it is recommended that the District consider establishing a special assessment or parcel tax to ensure the long-term operational sustainability of fire protection services within the District boundary. A special assessment or parcel tax would provide a reliable revenue source to fund future fire protection service operations and align the District with the majority of other rural fire protection service providers in the District who currently charge a special tax. Establishing a special tax would require two-thirds voter approval.

Overall, the District’s funding profile reflects the structural disadvantage faced by districts with historically low tax increment factors and below-average supplemental allocations, constraining long-term fiscal capacity despite increasing service demands.

ASSETS, LIABILITIES, & NET POSITION

The Farmington FPD’s total assets as of FY 2024 totaled \$2.4 million. This amount is 11.2% higher than the average year-end amount of \$2.1 million in total assets documented during the report period and reflects an overall upward trajectory. Assets considered current - with the expectation they could be liquidated within one year - account for nearly all of the District’s assets for FY 2024; these are likely tied to the District’s cash and investments. Overall, the District’s total assets have increased by \$521,504 - or 27.9% - from FY 2020 to FY 2024.

The District did not report any liabilities at the end of FY 2024. The District’s liabilities averaged \$3,415 from FY 2020 to FY 2024. The District’s net position (or equity) at the end of FY 2024 totaled \$2.4 million and represents the difference between the District’s total assets and total liabilities. The District’s overall net position has increased by \$523,731 - or 28.1% - during the report period.

Figure 15 illustrates the District’s total assets, liabilities, and net position between FY 2020 and FY 2024.

Figure 15: Farmington FPD’s Historical Audited Assets and Liabilities

Farmington FPD	2020	2021	2022	2023	2024	AVERAGE	TREND
Assets							
Current	\$ 1,868,357	\$ 1,993,133	\$ 2,102,435	\$ 2,255,534	\$ 2,389,861	\$ 2,121,864	27.9%
Non-Current	-	-	-	-	-	-	N/A
Total Assets	\$ 1,868,357	\$ 1,993,133	\$ 2,102,435	\$ 2,255,534	\$ 2,389,861	\$ 2,121,864	27.9%
Liabilities							
Current	\$ 2,227	\$ -	\$ -	\$ 14,848	\$ -	\$ 3,415	-100.0%
Non-Current	-	-	-	-	-	-	N/A
Total Liabilities	\$ 2,227	\$ -	\$ -	\$ 14,848	\$ -	\$ 3,415	-100.0%

Source: Farmington FPD’s Audited Financial Reports FY 2020-2024

FIVE-YEAR FORECAST

To determine the future financial position of Farmington FPD, RSG and Planwest prepared a five-year forecast to estimate the District’s potential revenues and expenditures informed by historical trends and growth rates over the report period (FY 2020 – FY 2024).

Revenues

To forecast District revenues, RSG and Planwest applied an annual inflator ranging between 2.5% to 4.5% based on historical growth trends between 2020-2024. These amounts were conservative in nature as to not overestimate revenues for the District. For instance, RSG and Planwest did not forecast revenues collected from outlawed warrants since these amounts are uncertain. It should be noted that the vast majority of the District's revenues came from non-operating categories, such as property taxes and use of money and property, indicating a reliance on stable yet potentially inflexible funding streams that may not align with the District's operational needs or service demands.

Expenditures

With respect to expenditures, RSG and Planwest applied an annual inflator of 5.4%, based on the compound annual growth rate of supplies and services from FY 2020 to FY 2024. Since supplies and services were the District's only expenditure category, they were the only costs forecasted.¹²

Based on the five-year forecast, RSG and Planwest anticipate the District will maintain sufficient revenues to meet its operational costs of fire protection service delivery. However, RSG and Planwest project the District's annual net income will experience a decline in net income over the next five-year period, indicating potential fiscal pressure. Importantly, the District's revenues are expected to increase overall by \$129,142 - or 23.7% by FY 2029. The District's total expenditures are expected to increase by \$152,616 - 38.0% - by FY 2029.

The widening gap between the District's revenues and expenditures may constrain the District's financial flexibility and raises concerns about its ability to absorb future unanticipated costs. The District is also currently exploring the expansion of its Station 4-1 to establish living quarters to improve overnight service coverage, which will also increase

¹² Based on financial data from the District's audited financial statements

staffing costs for the District once implemented. The District should consider applying for grant opportunities to fund both its station expansion, in addition to its increased level of staffing. 29.

Figure 16 details the financial forecast for the Farmington FPD from FY 2025 to FY 2029.

Figure 16: Farmington FPD's Financial Forecast (FY 2025 to FY 2029)

Revenues	2025	2026	2027	2028	2029	TREND
Operating						
Licenses and Permits	\$ 3,445	\$ 3,768	\$ 4,122	\$ 4,508	\$ 4,931	43.1%
Subtotal Operating Revenue	3,445	3,768	4,122	4,508	4,931	43.1%
Non Operating						
Property Taxes	\$ 493,736	\$ 521,025	\$ 549,822	\$ 580,211	\$ 612,279	24.0%
Interest	47,340	49,470	51,696	54,022	56,453	19.3%
Subtotal Non-Operating Revenues	\$ 541,076	\$ 570,495	\$ 601,518	\$ 634,233	\$ 668,732	23.6%
Total Revenues	\$ 544,521	\$ 574,263	\$ 605,640	\$ 638,741	\$ 673,663	23.7%
Per Capita	\$ 236.73	\$ 248.34	\$ 260.54	\$ 273.34	\$ 286.79	15.5%
Expenses	2025	2026	2027	2028	2029	TREND
Operating						
Operations	\$ 401,888	\$ 423,777	\$ 463,511	\$ 506,970	\$ 554,504	38.0%
Subtotal Operating Expenses	401,888	423,777	463,511	506,970	554,504	38.0%
Non Operating						
None Specified	-	-	-	-	-	N/A
Subtotal Non-Operating Expenses	\$ -	\$ -	\$ -	\$ -	\$ -	N/A
Total Expenses	\$ 401,888	\$ 423,777	\$ 463,511	\$ 506,970	\$ 554,504	38.0%
Per Capita	\$ 174.72	\$ 183.26	\$ 199.39	\$ 216.95	\$ 236.06	35.1%

*Note: N/A refers to Not Available.
Source: Farmington FPD, RSG, Inc. and Planwest Partners*

PENSION OBLIGATIONS

Farmington FPD does not provide a defined pension benefit to its employees through investment risk-pool contracts with the California Public Employee Retirement System ("CalPERS").

SOI/BOUNDARY & OTHER RECOMMENDATIONS – FARMINGTON FIRE PROTECTION DISTRICT

The following recommendations by RSG and Planwest call for specific action from San Joaquin LAFCo and/or the Farmington Fire Protection District (“Farmington FPD”) and pertain to the Farmington FPD sphere of influence (“SOI”) amendments and/or boundary change requests.

1. RSG and Planwest recommend San Joaquin LAFCO proceed to establish a coterminous sphere of influence for Farmington FPD with the condition LAFCO ensure the District is making measurable progress towards resolving the governance deficiencies identified in this report every 6-months over the next calendar year providing two opportunities for reevaluation. San Joaquin LAFCO should also consider that the five-year financial forecast projects declining net income for the District, potentially constraining its fiscal flexibility and ability to absorb unforeseen costs. As a result, LAFCO should carefully evaluate the District’s long-term fiscal sustainability every 6-months over the next calendar year and consider whether additional oversight is necessary to ensure continued, reliable fire protection services under this scenario.
2. San Joaquin LAFCO may consider several options as it pertains to the future delivery of fire protection services to the Farmington community should the documented deficiencies in this report persist. This includes the following:
 - (a) If the District fails to remedy the deficiencies outlined in this MSR within the next calendar year, San Joaquin LAFCO may consider adopting a resolution of Intent to initiate dissolution which must include a remediation period of not less than 12 months, and specify a date upon which the District shall provide a mid-point report on remediation efforts at a regularly scheduled Commission meeting in accordance with Government Code Section

56375.1(a)(2)(A). If the District fails to remedy the deficiencies prior to the conclusion of the 12-month remediation period, the Commission may adopt a resolution ordering dissolution at a public hearing consistent with Government Code Section 56375.1(a)(2)(B)(ii) and 56881(b). San Joaquin LAFCO may consider potential reorganizations options for the Farmington FPD during the 12-month remediation period. San Joaquin LAFCO entered into a contract with RSG and Planwest to conduct an Alternative Governance Study ("Study") for the nineteen rural agencies that provide fire protection services in San Joaquin County. The study may consider several reorganizations options for the Farmington FPD, potentially including, but not limited to, consolidation with neighboring fire districts, participation in a regional Joint Powers Authority ("JPA"), or formation of a County Service Area ("CSA") to deliver fire protection services.

3. Pursuant to Government Code Section 56375.1, RSG and Planwest recommend the District take all necessary steps to hold the minimum number of board meetings required by its principal act. If the District does not resolve the governance deficiencies identified within one calendar year of this MSR, San Joaquin LAFCO may consider adopting a resolution of intent to initiate dissolution with a remediation period of not less than 12 months in accordance with Government Code Section 56375.1.

Pursuant to the Fire Protection District Law of 1987 (Health and Safety Code Section 13855), a district board shall meet at least once every three months. Additionally, Board meetings are subject to the provisions of the Ralph M. Brown Act (Government Code Section 54950 et seq.), which requires that meetings of district boards must be conducted openly, with meeting agendas posted at least 72 hours in advance, and must allow for public attendance and participation. Based on the information reviewed, the District had an insufficient number of Board members to establish a quorum at regular Board meetings in May, June, July, and September

2025. While the District and San Joaquin County Board of Supervisors actively worked to fill and appoint the Board seat vacancies to ensure meetings can be conducted by establishing a quorum, the District has struggled to conduct regular Board meetings as dissensus among Board Members and staff persists.

4. The District is currently operating under interim leadership due to the Fire Chief being on temporary leave since late 2025. In February 2026, the District appointed the Colleagueville Fire Protection District Fire Chief to serve as Interim Fire Chief for an anticipated term of four to six weeks. The District is currently in the process of searching for a longer-term Interim Chief.

RSG and Planwest recommend Farmington FPD secure a longer-term Interim Fire Chief as soon as possible. Alternatively, if the existing arrangement with administrative service sharing between the Farmington FPD and Colleagueville FPD proves successful, the District could consider extending this arrangement. It is also recommended the District consult with legal counsel to determine the appropriate process for permanently filling the Fire Chief position in accordance with applicable state labor laws.

Lastly, RSG and Planwest recommend that San Joaquin LAFCO continue to monitor the District's leadership staffing challenges to ensure continued organizational stability. It is recommended that LAFCO review the District's staffing configuration every 6-months over the next calendar year, concurrent with its review of the District's identified governance deficiencies, to ensure appropriate oversight and administrative capacity are maintained.

5. District Board meetings have not been conducted professionally, which has included frequent arguments and lack of consensus among Board Members and District management. These issues have led to inaction of the Board, Board seat vacancies, and challenging relationships with between Board members and District staff. To ensure future Board meetings are legally compliant and

professionally conducted, it is recommended that the District and/or LAFCO coordinate with San Joaquin County to ensure the presence of a Sheriff's deputy and legal counsel at future meetings to ensure they are legally compliant and professionally conducted.

6. Given the governance deficiencies identified in this MSR, LAFCO should consider coordinating with the San Joaquin County Grand Jury to further review the District's governance and operational practices to further address the concerns identified in this report.
7. While the District maintains an active website and has historically held regular public meetings, access to the District's pertinent files such as their audited annual financial reports are not accessible online. To further enhance transparency, RSG and Planwest recommend the District publish its most recent audited financial reports between FY 2022 through FY 2024 on its website when available. Similarly, if available, the District should also make its historical audited annual financial reports and annual budgets available online.
8. Board Members raised concerns regarding the limitations of fire personnel that reside within the District's boundary and the District's ability to provide adequate response to significant or simultaneous emergencies. While RSG and Planwest could not confirm the number of staff who live within the District service area, District staff confirmed that the station is staffed from 7am to 7pm daily, but the District struggles with overnight service coverage, potentially impacting response reliability, and overall service delivery. The District is currently exploring the expansion of Station 4-1 to establish living quarters, which would support the provision of 24-hour staffing. It is recommended the District continue exploring the expansion of Station 4-1 to improve the District's capacity to respond reliably to simultaneous or larger emergency incidents. The District should consider applying

for grant opportunities to fund both its station expansion, in addition to its increased level of staffing.

9. The Farmington FPD does not have a formally adopted response time standard. Given the District boundary has fewer than 500 people per square mile, the District may consider using the Rural demand zone standards outlined in NFPA 1720 as an initial framework when determining appropriate response time standards. Formally adopting response time standards provides a documented benchmark for accountability and operational consistency. The District could also conduct a Standards of Coverage (“SOC”) study to determine appropriate response time standards by evaluating response times, station locations and coverage, staffing, and past, current, and future service delivery needs.
10. The District does not have a special tax in place, relying solely on property tax revenues and other limited sources, with no dedicated supplemental funding. Given the District’s relatively low average Tax Increment Factor (“TIF”) of 5.5%, it is recommended that the District consider establishing a special assessment or parcel tax to ensure the long-term operational sustainability of fire protection services within the District boundary. A special assessment or parcel tax would provide a reliable revenue source to fund future fire protection service operations and align the District with the majority of other rural fire protection service providers in the District who currently charge a special tax.

MSR DETERMINATIONS – FARMINGTON FIRE PROTECTION DISTRICT

San Joaquin LAFCO is directed to prepare written determinations to address the various governance factors enumerated under Government Code Section 56430 whenever it prepares a municipal service review. These determinations serve as independent statements derived from the information collected, analyzed, and presented in the report by RSG and Planwest. The purpose of the determinations is to provide an independent

assessment to the Farmington Fire Protection District's ("Farmington FPD" or "District") ability to provide fire protection services to residents within its jurisdictional boundary now and in the near future.

SERVICE PROVISION DETERMINATIONS

1. Growth and Population Projections

RSG and Planwest determined Farmington FPD experienced minimal growth during the five-year report period and future growth is expected to be limited over the next five-years through 2029. Additional details regarding the District's population, growth, and housing projections are detailed below.

- There are approximately 2,288 residents in the Farmington FPD as of 2024. The District's population has increased by 35 residents since 2010.
- The Farmington FPD has lost approximately 2 housing units since 2010. This accounts for an annual decrease of 0.14 housing units.
- The Farmington FPD resident population is expected to amount to 2,349 residents by 2029. This accounts for an annual growth rate of approximately 0.7%.
- The number of housing units in the Farmington FPD is expected increase by 25 to reach 827 units by 2029.

2. Location and Characteristics of Disadvantaged Unincorporated Communities within or Contiguous to SOI

As part of this MSR, RSG and Planwest propose the Commission adopt a coterminous sphere of influence for the District. However, RSG and Planwest have identified two (2) Disadvantaged Unincorporated Communities ("DUCs") that are located within the Farmington FPD's jurisdictional boundary. The first DUC is located

along the northern perimeter of the District's boundary. The southern portion of this DUC receives fire protection services from the District, while the northern portion of the DUC receives fire protection services from the Linden-Peters FPD. The second DUC - located along the District's southwestern boundary - receives fire protection services from Farmington FPD in its northern portion, while the southern portion of the DUC is located within the Colleeville FPD, Lathrop-Manteca FPD, Escalon CFPD, and Ripon CFPD.

3. Present and Planned Capacity of Facilities, Adequacy of Public Services, and Infrastructure Needs and Deficiencies in any Disadvantaged Unincorporated Communities within or Contiguous to SOI

The following statements apply to the Farmington FPD with respect to the availability, adequacy, and performance of its fire protection and emergency medical services available under Health and Safety Code 13800 et. seq. These statements serve to confirm the determination that Farmington FPD has the adequate capacity, infrastructure and availability to continue to provide fire protection and emergency medical services to its residents now and into the foreseeable future.

- The Farmington FPD provides fire protection and emergency medical services from its fire station - Farmington Station No. 4-1 located at 25474 East Highway 4 in Farmington - with a total public safety staffing of 10 as of FY 2024.
- The Farmington Station No. 4-1 has undergone several improvements in the last 10 years and is in good condition. However, the station does not have any sleeping quarters, which presents a challenge for maintaining overnight service coverage. The District recently purchased approximately two (2) acres located west of the station to accommodate future expansion of the station, including sleeping quarters.

- Overall demands for fire protection and emergency medical services from Farmington FPD from FY 2020 to FY 2024 (“report period”) have averaged 247 dispatched calls annually or 0.68 calls per day.
- The Farmington FPD’s most recent evaluation of structural fire protection capabilities from the Insurance Services Office (ISO) was completed in 2020 and resulted in a Class 4/4Y rating. This rating is considered appropriate for a relatively rural service area where population density and land use require lesser demand for robust fire protection services and infrastructure.
- RSG and Planwest determined that Farmington FPD does not follow or have an adopted response time standard.
- Farmington FPD’s average turnout time for fire protection and EMS calls, or the time between notification and the departure of an apparatus from the station, was 2 minutes and 22 seconds. The District’s overall response time, or the time from call receipt to arrival, averaged 8 minutes and 34 seconds.
- While the District’s ability to respond to its calls for service appears sufficient, District Board Members noted that only about four (4) fire personnel reside within the District boundary, which raises concerns about the District’s ability to provide timely and adequate response to larger or simultaneous incidents.

4. Financial Ability to Provide Services

The Farmington FPD has the financial ability to provide fire and emergency medical services to its existing residents. However, the District heavily relies on revenues generated from its share of the 1.0% general property tax levy and does not have a special assessment in place. Additional information is provided below.

- The District’s total revenues amounted to \$530,305 and reflect an overall increase of \$118,606 – or 18.1% - since FY 2020.

- The District's total expenditures at the end of FY 2024 totaled \$381,130, accounting for an overall increase of \$72,850 - or 12.9% - since FY 2020.
- The District's net income has increased by 33.5% during the report period - from \$103,419 in FY 2020 to \$149,175 in FY 2024.
- Compared to the countywide average TIF of 11.9%, the District's property tax allocation (5.4%) is relatively low compared to the average of the other rural fire districts in the County.
- The District does not have a special tax in place, relying solely on property tax revenues and other limited sources, with no dedicated supplemental funding. Among the 19 rural fire protection service providers in the County, Farmington FPD is one of six districts that do not levy a special tax.
- The District's funding profile reflects the structural disadvantage faced by districts with historically low tax increment factors and below-average supplemental allocations, constraining long-term fiscal capacity despite increasing service demands.
- The District's overall net position has increased by \$523,731 - or 28.1% - during the report period.
- Based on the five-year forecast, RSG and Planwest project that the District's revenues will increase overall by \$129,142 - or 23.7% by FY 2029. The District's total expenditures are expected to increase by \$152,616 - 38.0% - by FY 2029. This widening gap between the District's revenues and expenditures may constrain the District's financial flexibility and raises concerns about its ability to absorb future unanticipated costs.
- The District is currently exploring the expansion of its Station 4-1 to establish living quarters to improve overnight service coverage, which will also

Increase staffing costs for the District once implemented. The District should consider applying for grant opportunities to fund both its station expansion, in addition to its increased level of staffing.

5. Opportunities for Shared Facilities

The District hosts trainings at its Station 4-1 every Tuesday, as well as hosting additional special trainings at the station throughout the calendar year in which fire personnel from neighboring districts attend. This includes an Emergency Medical Responder class that the District recently completed. The District also participates in San Joaquin County's regional trainings that occur on a periodic basis.

There may be opportunities for shared services and/or facilities with neighboring fire districts, including the Colledgeville Fire Protection District, Escalon Consolidated Fire Protection District, Ripon Consolidated Fire Protection District, and Linden-Peters Fire Protection District due to their proximity and existing training collaboration. Additionally, as of February 2026, the Colledgeville Fire Protection District Fire Chief is currently serving as Interim Fire Chief, suggesting there may be opportunities for shared management services between the two Districts, or other reorganization options, to enhance organizational capacity and reduce administrative redundancies.

6. Accountability for Community Service Needs, including Governmental Structure and Operational Efficiencies

There were several concerns identified regarding the District's governance structure and operational efficiencies, including an inability to establish consistent quorum, lack of regular Board meetings, and unprofessional behavior during regular Board meetings. Additional details can be found below:

- The Farmington FPD is governed by a five-member Board of Directors that serve approximately four-year terms.
- Pursuant to the Fire Protection District Law of 1987 (Health and Safety Code Section 13855), a district board shall meet at least once every three months. While the District has held at least five (5) regular Board meetings throughout 2025 as of October 2025, the District had an insufficient number of Board members to establish a quorum at regular Board meetings between May and September 2025, raising concerns regarding the District's ability to adequately represent its constituents, exercise administrative and operational oversight, and undertake essential decision-making.
- While the District has intermittently achieved the minimum amount of Board Member seats to establish a quorum, dissensus amongst the Board Members and District staff has led to the continued inability for the District to successfully conduct regular meetings.
- The District has experienced several leadership transitions within the past several months, including the Fire Chief's temporary leave and the resignation of the Acting Fire Chief and Assistant Fire Chief. As of February 2026, the Colleagueville Fire Protection District Fire Chief is currently serving as Interim Fire Chief for the District. The District is currently in the process of searching for a longer-term Interim Chief.
- The District maintains an active website wherein meeting agenda and related materials are posted. However, other pertinent files, such as audited annual financial reports and annual budgets, were unavailable on the District's website.

7. Any Other Matter Related to Effective or Efficient Service Delivery as Required by Commission Policy

Other matters related to effective or efficient service delivery as required by LAFCO policy were not identified.

SPHERE OF INFLUENCE DETERMINATIONS

San Joaquin County LAFCO is also directed to prepare a written statement of determinations in determining the sphere of influence of each local agency enumerated under Government Code Section 56425 whenever it prepares a sphere of influence update. The purpose of the determinations is to provide an independent assessment to the ability of the Farmington Fire Protection District to provide fire protection services to residents within its sphere of influence now and in the near future.

1. Present and Planned Land Uses

The vast majority of land use in the District is designated as agricultural (94.0%), while the remainder of land uses consist of open space (4.4%) and residential (1.2%) uses. There were no major planned developments identified within nor adjacent to the District at the time of this report. The proposed coterminous sphere of influence supports the present and planned land uses of the District.

2. Present and Probable Need for Public Facilities and Services

The Farmington FPD's proposed coterminous sphere of influence defines the District's current and/or probable future boundary and service area for fire protection and emergency medical services. The District's public facilities are adequate to meet the current level of fire and emergency medical services now and into the foreseeable future. However, it is recommended that the District continue exploring the expansion of its Station 4-1 to establish living quarters to improve overnight service coverage.

3. Present Capacity and Adequacy of Public Facilities

The Farmington FPD has sufficient capacity and adequate infrastructure and related facilities to continue to provide fire protection and emergency medical services to its residents now and in the future. The comprehensive review of the District's capacity and demands supports these claims.

4. Presence of Social or Economic Communities of Interest

The Farmington FPD's proposed coterminous sphere of influence does not include any social or economic communities of interests.

5. Present and Probable Need for Public Services of any Disadvantaged Unincorporated Communities ("DUCs")

As part of this MSR, RSG and Planwest are proposing a coterminous sphere of influence for Farmington FPD. Subsequently and according to San Joaquin LAFCO's policies, there are two (2) communities located within or adjacent to Farmington FPD's jurisdictional boundary that qualify as Disadvantaged Unincorporated Communities ("DUCs"). The first DUC is located along the northern perimeter of the District's boundary. The southern portion of this DUC receives fire protection services from the District, while the northern portion of the DUC receives fire protection services from the Linden-Peters FPD. The second DUC - located along the District's southwestern boundary - receives fire protection services from Farmington FPD in its northern portion, while the southern portion of the DUC is located within the Colledgeville FPD, Lathrop-Manteca FPD, Escalon CFPD, and Ripon CFPD. At present, the District's public facilities and services are adequate to meet the needs of these areas into the foreseeable future.

Resolution No. 25-1562

**Before the San Joaquin Local Agency Formation Commission (SJLAFCo)
Adopting the Farmington Fire Protection District (District) Service Review and Aff**

WHEREAS, Section 56425 of the State Government Code requires the Commission to review and update each Sphere of Influence (SOI) as necessary; and

WHEREAS, on October 21, 2011 the Commission adopted a Municipal Service Review of Rural Fire Protection Districts that identified the District as an independent special district providing fire protection, suppression and prevention, fire inspection, hazardous material, and basic and emergency medical services; and

WHEREAS, the District is predominantly agricultural comprising 5.680 acres with an estimated population of 2,280 residents; and

WHEREAS, Section 56076 of the State Government Code provides that a SOI means a plan for the probable physical boundaries and service area of a local governmental agency; and

WHEREAS, Commission Policies and Procedures for Spheres Of Influence, Procedural Guidelines for Determining Spheres of Influence, 8. Types of Spheres, defines a coterminous sphere of influence may be approved by the Commission in circumstances when, "there is no anticipated need for the agency's services outside its existing boundaries, or if there is insufficient information to support inclusion of areas outside the agency's boundaries in the sphere of influence."; and

WHEREAS, the Commission approved the Farmington Fire Protection District Sphere of Influence in 1984; and

WHEREAS, pursuant to CKH Section 56430(a)(1) the District gained approximately 278 residents since 2010 and projected to gain an additional 101 residents by 2029; and

WHEREAS, pursuant to CKH Section 56430(a)(2) the service review found that there are two Disadvantaged Unincorporated Communities (DUC) within the District – 1) The northwest DUC encompasses; and 2) A portion of Census Tract 49.06 within the southwest corner of the District; and

WHEREAS, the District provides the same services and level of services to the two (2) identified DUC's as the rest of the District; and

WHEREAS, pursuant to CKH 56430(a)(3) the Service Review found that the Farmington Fire Protection District directly implements the County Safety Element goal that, "The County shall encourage well-organized and efficient coordination among fire agencies, CalFire, and the County" in that the District has adequate capacity to serve the average 247 dispatched calls annually from within the District; and

WHEREAS, pursuant to CKH Section 56430(a)(4), the Service Review projects that the District's has the financial ability to provide service in that annual net income has increased by 33.5% during the past five (5) years between 2020 through 2024, revenues increased by 18.1% during the same period, while the District's total expenditures increased by 12.9%; and

WHEREAS, pursuant to CKH Section 56430(a)(5) status of, and opportunities for, shared facilities, the Service Review found that the District participates the dispatch and communication with other rural fire districts, has mutual aid agreements with other districts and departments and participates in shared training opportunities; and

WHEREAS, pursuant to CKH Section 56430(a)(6) accountability for community service needs, including governmental structure and operational efficiencies, the Service Review found that the District did not meet the minimum meeting requirements under the Fire Protection District Law of 1987 ((Health & Safety Code §13800, et seq.) during the prior calendar year (2025) having no meetings for five (5) consecutive months due to a lack of quorum; and

WHEREAS, pursuant to CKH Section 56430(a)(6), the District has taken corrective actions and has been meeting at the regularly scheduled 7:00 pm, fourth Monday of each month, at the Farmington Fire Protection District Station; and

WHEREAS, pursuant to CKH Section 56430(a)(6), as of July 2025, the District operates and maintains an active website in general accordance with Government Code Section 53087.8 with the need to post information regarding the District's governance structure (including an organizational chart), compensation details, annual budgets, reserve fund policy, and the current and historical annual financial reports provided to the State Controller's Office; and

WHEREAS, the Service Review provides written analysis of the present and probable need for public facilities and services within the District and found to be adequate in that the District has continually maintained it's station with a staffing ratio of 0.6 personnel per 100 residents; and

WHEREAS, Farmington FPD's most recent evaluation of structural fire protection capabilities from the Insurance Services Office (ISO) was completed in 2020 and resulted in a Class 4/4Y rating, considered appropriate for a rural service area; and

WHEREAS, the Service Review and plan for the update provides written analysis of the present capacity of the District is adequate in that the District maintains a responds to the average of 247 calls for service annually with an average turn-out time of 2 minutes 22 seconds and response time of 8 minutes 34 seconds; and

WHEREAS, the National Fire Protection Association Standard for Rural Fire District response time of 14 minutes; and

WHEREAS, the Service Review has been prepared in compliance with Section 56430 of the State Government Code; and

WHEREAS, California Code of Regulations, Article 18, Statutory Exemptions, Section 15262, Planning and Feasibility Studies states that, "A project involving only feasibility or planning studies for possible future actions which the agency, board, or commission has not approved, adopted, or funded does not require the preparation of an EIR or negative declaration but does require consideration of environmental factors", and

WHEREAS, the Commission held a public hearing on the Service Review on March 12, 2026 in the Board of Supervisors Chamber, 44 North San Joaquin Street, 6th Floor, Stockton, California, pursuant to notice of hearing which was posted and published in accordance with State law; and

WHEREAS, the Commission duly considered the staff report, presentation, comments and discussion regarding the Service Review for the Farmington Fire Protection District.

NOW, THEREFORE, THE COMMISSION DOES HEREBY RESOLVES, DETERMINES AND ORDERS as follows:

Section 1. Certifies that the proposed Service Review is exempt from further environmental impact analysis pursuant to Section 15262, Feasibility and Planning Studies, of the California Environmental Quality Act Guidelines, State Code of Regulations.

Section 2. The Service Review provides for the planning and shaping for the logical, orderly service delivery for the Farmington Fire Protection District.

Section 3. The Service Review advantageously provides for the present and future needs of the Farmington Fire Protection District.

Section 4. The determinations and detailed analysis required by Section 56430 of the State Government Code have been made and are within the Service Review and are incorporated herein by reference.

Section 5. The Service Review for the Farmington Fire Protection District is hereby approved as shown in Exhibit A, attached.

Section 6. The Commission will review the District's performance at the September 10, 2026 regularly scheduled meeting, as may be continued, to ensure that the recent improvements in governance continued progress made on the recommendations within the Executive Officer Staff Report on this matter.

Section 7. The Executive Officer is hereby authorized and directed to distribute copies of the adopted Service Review and this resolution to affected agencies and interested parties.

Section 8. As allowed under Government Code Section 56107 and Government Code Section 56883, the Commission authorizes the Executive Officer to make non-substantive corrections to this Resolution to address any technical defects, clerical errors, mistakes, irregularities, or omissions.

Section 9. If any provision of this Resolution or the application of any such provision to any person or circumstance is held invalid, such invalidity shall not affect other provisions or applications of this Resolution that can be given effect without the invalid provision or application, and to this end the provisions of this Resolution are severable.

Section 10. The Commission finds that the Service Review is for the interest of landowners and registered voters within the Farmington Fire Protection District.

PASSED AND ADOPTED this 12th day of March 2026 by the following roll call vote:

AYES:

NOES:

ABSTAIN:

Steven Ding, Chairperson
San Joaquin Local Agency
Formation Commission

ATTEST:

Claudia Iboa, Clerk
San Joaquin Local Agency
Formation Commission