



# ***CALAVERAS FIRE MUNICIPAL SERVICE REVIEW FINAL***

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*Resolution Adopted June 17, 2013*

Prepared for the  
Calaveras Local Agency Formation Commission  
by John Benoit and Policy Consulting Associates, LLC.

CALAVERAS LAFCO  
COUNTYWIDE FIRE MUNICIPAL SERVICE REVIEW

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# ACRONYMS

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ADWF:	Average dry weather flow
af:	Acre-feet
afa:	Acre-feet per annum
AMFPD:	Altaville-Melones Fire Protection District
BLS:	Basic Life Support
BOE	California Board of Equalization
CC&R	Covenants, Conditions and Restrictions
CCFRPD:	Central Calaveras Fire and Rescue Protection District
CEQA:	California Environmental Quality Act
CFPD:	Copperopolis Fire Protection District
CHP:	California Highway Patrol
CIP:	Capital improvement plan
CSDA:	California Special District Association
CY:	Calendar year
DFG:	California Department of Fish and Game
DME:	Durable Medical Equipment
DOF:	California Department of Finance
EMS:	Emergency Medical Services
EMT:	Emergency Medical Technician
EPFPD:	Ebbetts Pass Fire Protection District
ERAF:	Educational Revenue Augmentation Fund
FDAC-FASIS:	Fire District Association of California- Fire Agency Self-Insurance System
FEERAM:	Fire Engine Equipment Replacement and Maintenance
FEMA:	Federal Emergency Management Agency
FD:	Fire District
FF:	Firefighter
FFPD:	Foothill Fire Protection District
FPD:	Fire Protection District
FTE:	Full-Time Equivalent
FY:	Fiscal year
GIS:	Geographic Information Systems
GM:	General Manager
GP:	General Plan
ISO:	Insurance Services Organization
JHA:	Jurisdiction having authority
JLFPD:	Jenny Lind Fire Protection District
JPA:	Joint Powers Authority
LAFCO:	Local Agency Formation Commission
MCL:	Maximum Contaminant Level
mg:	Millions of gallons
MFPD:	Murphys Fire Protection District
MHFPD:	Mokelumne Hill Fire Protection District
MSR:	Municipal service review
NA:	Not applicable

NFPA:	National Fire Protection Association
NP:	Not provided
OASA:	Out-of-Area Service Agreement
OES:	Office of Emergency Services
OIT:	Operator in training
OPR:	Governor's Office of Planning and Research
PSAP:	Public Safety Answering Point
SAFPD:	San Andreas Fire Protection District
SDMRA:	Special District Risk Management Authority
SOI:	Sphere of influence
SR:	State Route
USFS:	United States Forest Service
WPFPD:	West Point Fire Protection District

# **PREFACE**

---

Prepared for the Calaveras Local Agency Formation Commission (LAFCO), this report is a service specific municipal services review—a state-required comprehensive study of fire services within Calaveras County. This MSR focuses on local agencies and other municipal service providers in Calaveras County that provide fire suppression and emergency medical services. The intention of this document is to provide a detailed description of how fire services are offered in Calaveras County. LAFCO has not adopted all content found in this report; only the determinations at the end of each chapter are adopted as part of the LAFCO resolution.

## **CONTEXT**

Calaveras LAFCO is required to prepare this MSR by the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (Government Code §56000, et seq.), which took effect on January 1, 2001. The MSR reviews services provided by public agencies whose boundaries and governance are subject to LAFCO. Agencies providing fire-related services are the focus of this review.

## **CREDITS**

The authors extend their appreciation to those individuals at many agencies that provided planning and financial information and documents used in this report. The contributors are listed individually at the end of this report.

Calaveras LAFCO Executive Officer, John Benoit, provided project direction and review. Jerome Keene prepared maps and provided GIS analysis. This report was prepared by Policy Consulting Associates, LLC, and co-authored by Jennifer Stephenson and Oxana Wolfson. Oxana Wolfson served as project manager. Jennifer Stephenson provided research analysis.

The local agencies have provided a substantial portion of the information included in this document. Each local agency provided budgets, financial statements, various plans, and responded to questionnaires. The service providers participated in interviews covering topics such as workload, staffing, facilities, regional collaboration, and service challenges.

# 1. EXECUTIVE SUMMARY

This report is a Municipal Service Review (MSR) of fire services provided in Calaveras County prepared for the Calaveras Local Agency Formation Commission (LAFCO). An MSR is a State-required comprehensive study of services within a designated geographic area, in this case, Calaveras County. The MSR requirement is codified in the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (Government Code §56000 et seq.). After MSR findings are adopted, LAFCO will begin updating the spheres of influence (SOIs) of the agencies covered in this report. The City of Angels Camp’s SOI was most recently updated in 2012, and will not be updated subsequent to this review.

## SERVICE PROVIDERS

**Figure 1-1: Fire and EMS Service Providers in Calaveras County**

This report focuses on the City of Angels Camp and special districts under LAFCO jurisdiction in Calaveras County that provide fire and emergency medical services (EMS). These providers last reviewed in an MSR in 2006. As shown in Figure 1-1, 11 fire and EMS providers were reviewed as part of this review. This MSR also includes information on other governmental service providers, such as the California Department of Forestry and Fire Protection and the United States Forest Service, to better depict the service configuration in Calaveras County and their relation to providers in the County.

<i>Fire and EMS</i>
Altaville-Melones Fire Protection District
Central Calaveras Fire and Rescue Protection District
Copperopolis Fire Protection District
Ebbetts Pass Fire Protection District
Foothill Fire Protection District
Jenny Lind Fire Protection District
Murphys Fire Protection District
Mokelumne Hill Fire Protection District
San Andreas Fire Protection District
West Point Fire Protection District
City of Angels Camp Fire Department

## SPHERE OF INFLUENCE

**Figure 1-2: Existing Boundaries and Spheres of Influence**

Each of the fire providers in Calaveras County, with the exception of Central Calaveras FRPD and City of Angels Camp, have SOIs which are coterminous to their boundaries. The SOIs for Central Calaveras FRPD and the City of Angels Camp extend beyond their

<i>Agency</i>	<i>Boundary Area (square miles)</i>	<i>SOI Area (square miles)</i>	<i>SOI Description</i>
Altaville-Melones FPD	77	77	Coterminous SOI
Central Calaveras FRPD	114	154	Annexable SOI
Copperopolis FPD	187	187	Coterminous SOI
Ebbetts Pass FPD	180	180	Coterminous SOI
Foothill FPD	101	101	Coterminous SOI
Jenny Lind FPD	61	61	Coterminous SOI
Murphys FPD	47	47	Coterminous SOI
Mokelumne Hill FPD	35	35	Coterminous SOI
San Andreas FPD	66	66	Coterminous SOI
West Point FPD	108	108	Coterminous SOI
City of Angels Camp FD	3.6	9.6	Annexable SOI

boundary areas and are defined as “annexable SOIs,” meaning LAFCO anticipates those areas that are within the SOI but presently outside the agency’s bounds will eventually be annexed into its bounds and will be served by the agency in question. The existing service area size and SOI for each agency covered in this MSR is shown in Figure 1-2.

## **GROWTH AND SERVICE DEMAND**

Each fire agency considers its customer base to be the residents, businesses, visitors, structures, and open spaces in its services area, as well as people traveling through the area. There were 5,600 fire, EMS, and other emergency response service calls made countywide in 2011. EPFPD and SAFPD responded the highest number of calls; AMFPD and MHFPD had the lowest service demand. A majority of the calls in the County were medical emergency calls.

There were approximately 44,840 residents in Calaveras County in 2012. Since 2000, the number of residents has grown by 11 percent. Projections for future growth differ depending on the source (California Department of Finance, California Department of Transportation, and the County’s planned and proposed developments), range between 0.36 and 2.28 percent average annual growth over the next two decades. Based on planned and proposed developments, the fastest growing communities are expected to be Copperopolis, San Andreas, Murphys, Valley Springs, Vallecito, and Arnold.

## **PLANNING AND MANAGEMENT**

Pre-planning for future capital improvement needs is considered a best management practice, which is recommended for all public agencies regardless of size. With the exception of EPFPD, none of the agencies reviewed had adopted a formal capital improvement plan (CIP). AMFPD, FFPD, JLFPD, MFPD, and MHFPD reportedly conduct some planning for capital improvements in their strategic plans; however, several of these plans were outdated or in the process of being completed. City of Angels Camp FD’s and CFPD’s capital improvement needs are included in each agency’s annual budget. SAFPD and WFPFD do not plan for future capital improvement needs. CIPs can be tailored to the needs of the agency, but should include a list of anticipated replacement and improvement needs with an anticipated timeline for completion and a financial plan for achieving those goals. It is recommended that a CIP have a planning horizon of at least five years and be updated annually to reflect current conditions.

A similar situation exists with regard to growth planning. AMFPD, EPFPD, FFPD, JLFPD, MFPD, MHFPD and SAFPD do limited growth planning in their respective strategic plans or through informally tracking planned developments in their service areas. CFPD is in the process of completing its strategic plan where this kind of growth planning may occur. CCFRPD and WFPFD do not assess future service needs with respect to anticipated growth in population and service demand. The City of Angels Camp FD is the sole agency that conducts formal advanced growth planning for its entire fire service area.

## **ACCOUNTABILITY**

Of the 11 agencies reviewed, five maintain websites where documents and information are made available to the public—CCFRPD, EPFPD, MFPD, WFPFD, and City of Angels Camp. While there is a website with information regarding MHFPD, the content of the site



is not determined by the District. It is a recommended practice that districts maintain a website where all district information is readily available to constituents.

Generally, the districts in the County face a lack of public interest in district activities as demonstrated by a lack of contested elections and interested candidates for board of director positions. Of the agencies reviewed, the current boards of AMFPD, FFPD, JLFPD, EPFPD, and WFPD were the only elected governing bodies; the remainder of the agencies had boards that consisted of one or more appointed directors.

Overall, all districts reviewed demonstrated accountability by performing outreach activities beyond what is legally required, and have a system in place to address customers' complaints. However, all agencies, with the exception of EPFPD and Angels Camp FD, lacked accountability in their cooperation with LAFCO during the MSR process. Information and documents provided by districts required multiple follow-up attempts. MHFPD failed to respond to several requests for information; however, ultimately provided the requested information. CCFRPD, JLFD, and SAFPD failed to provide particular requested information. In addition, multiple inadequacies to proper governance, accountability, transparency and operations were identified for MHFPD over the course of this review.

## **FINANCING**

There are differences among the fire agencies of Calaveras County in their funding sources, funding adequacy, and expenditure levels. Fire agencies in Calaveras County are funded primarily by property taxes and special taxes, which are constrained by statewide initiatives that have been passed by voters over the years. Another significant source of funding is charges for services. The City of Angels Camp relies heavily on general fund revenues and transient occupancy tax.

For the most part, the fire service providers lack the financial ability to make the transition from call and volunteer staff to paid staff. A majority of the agencies reported significant challenges in adequately funding services. Only AMFPD and Angels Camp FD reported that their financing was adequate. All agencies reported a decline in revenues, due to a decline in property values. Other challenges to financing include increases in the cost of fuel, apparatus maintenance, liability insurance, physicals, training, and personal protective equipment costs.

## **INFRASTRUCTURE NEEDS**

Local fire agencies serving Calaveras County operate 26 fire stations. Of these, 12 were reported to be in good or excellent condition, nine in fair condition and five in poor condition. Facilities and apparatus belonging to all fire agencies require replacements or upgrades of varying degrees. FFPD and MHFPD are in need of additional fire stations. Angels Camp FD is currently in the process of making improvements to its Station 1.

Dispatch services are provided by CalFire Emergency Command Center located in San Andreas through a contract with Calaveras County. Generally, all fire agencies are satisfied with the level of dispatch service. The only exceptions are FFPD and JLFPD, which are currently evaluating other dispatch options. All local fire service providers in Calaveras are currently working together to set up a countywide closest-unit response system under which both, the nearest agency and the agency with jurisdiction, would be dispatched to



each incident. This change is expected to be implemented over the next year and is expected to greatly enhance efficiency of response among the various providers.

## **SERVICE ADEQUACY**

The fire and EMS adequacy measures reviewed here include firefighter certification rates, response times, Insurance Service Office (ISO) ratings, and coverage adequacy.

Among fire providers in Calaveras, City of Angels Camp FD, JLFPD and FFPD have the highest Firefighter I certification rates in the County. The highest EMT I certification rate belongs to MFPD. CCFRPD has some of the lowest certification rates for both Firefighter I and EMT I. AMFPD has the lowest EMT I certification ratio among the providers.

During the course of this review, it was discovered that while most fire agencies claim to track response times, they were unwilling or unable to provide the requested median and 90<sup>th</sup> percentile response times for which most standards apply. Most agencies were able to provide average response times. Only EPFPD, CCFRPD and WFPD were able to provide their median and 90<sup>th</sup> percentile response times. Response times are the primary indicator of an agency's ability to provide emergency services, and as such, each of the fire agencies should make efforts to track their response times and analyze the results to identify where improvements can be made. CalFire, which is the dispatcher for the fire providers, tracks the number and response times for each incident responded to all agencies. However, the number of calls and response times provided by all the providers differed from CalFire's records. Fire providers should coordinate with CalFire to better log and track each individual incident and response times so data is consistent and accurate. According to CalFire, the fastest responder on average in Calaveras County is SAFPD; CCFRPD has the longest average response time.

The ISO classifies fire service in communities from 1 to 10, indicating the general adequacy of coverage. The best ISO rating of four in urban areas belongs to EPFPD. CFPD has an ISO rating of 10. Most of the fire agencies in Calaveras have a rating of eight in their rural and remote areas.

The service area sizes for each fire station differ for each provider. AMFPD serves the most expansive area per station. Densely populated areas tend to have smaller service areas per station. For instance, City of Angels Camp FD has the smallest service area per fire station in the County.

## **GOVERNANCE STRUCTURE OPTIONS**

During the course of this MSR process, it was identified that consolidation of fire providers in Calaveras County is the preferred governance structure alternative. Consolidation promotes efficiency, professionalism and public safety. The primary benefit of consolidation is economies of scale which are achieved through pooling of resources. In Calaveras there are two basic geographical consolidation options—regional and countywide. Countywide consolidation would, by definition, involve all local fire providers in the County. Regional consolidation would be divided into three distinct areas: Northwestern Calaveras (Foothill FPD and Jenny Lind FPD), which has already been completed, SR 4 Corridor (Murphys FPD, Altaville-Melones FPD, Angels Camp FD, and possibly Ebbetts Pass FPD) and SR 26 Corridor (Mokelumne Hill FPD, Central Calaveras

FRPD, West Point FPD, and possibly San Andreas FPD). All the providers in the County closely collaborate and appear to be open to consolidation and/or resource sharing in some form, which they demonstrated through formal and informal discussions with one other.

## ***2. LAFCO AND MUNICIPAL SERVICES REVIEWS***

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This report is prepared pursuant to legislation enacted in 2000 that requires LAFCO to conduct a comprehensive review of municipal service delivery and update the spheres of influence (SOIs) of all agencies under LAFCO's jurisdiction. This chapter provides an overview of LAFCO's history, powers and responsibilities. It discusses the origins and legal requirements for preparation of the municipal services review (MSR). Finally, the chapter reviews the process for MSR review, MSR approval and SOI updates.

### **LAFCO OVERVIEW**

After World War II, California experienced dramatic growth in population and economic development. With this boom came a demand for housing, jobs and public services. To accommodate this demand, many new local government agencies were formed, often with little forethought as to the ultimate governance structures in a given region, and existing agencies often competed for expansion areas. The lack of coordination and adequate planning led to a multitude of overlapping, inefficient jurisdictional and service boundaries, and the premature conversion of California's agricultural and open-space lands.

Recognizing this problem, in 1959, Governor Edmund G. Brown, Sr. appointed the Commission on Metropolitan Area Problems. The Commission's charge was to study and make recommendations on the "misuse of land resources" and the growing complexity of local governmental jurisdictions. The Commission's recommendations on local governmental reorganization were introduced in the Legislature in 1963, resulting in the creation of a Local Agency Formation Commission, or "LAFCO," operating in every county.

LAFCO was formed as a countywide agency to discourage urban sprawl and encourage the orderly formation and development of local government agencies. LAFCO is responsible for coordinating 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, as well as reviewing ways to reorganize, simplify, and streamline governmental structure. The Commission's efforts are focused on ensuring that services are provided efficiently and economically while agricultural and open-space lands are protected. To better inform itself and the community as it seeks to exercise its charge, LAFCO conducts service reviews to evaluate the provision of municipal services within the County.

LAFCO regulates, through approval, denial, conditions and modification, boundary changes proposed by public agencies or individuals. It also regulates the extension of public services by cities and special districts outside their boundaries. LAFCO is empowered to initiate updates to the SOIs and proposals involving the dissolution or consolidation of special districts, mergers, establishment of subsidiary districts, and any reorganization including such actions. Otherwise, LAFCO actions must originate as petitions or resolutions from affected voters, landowners, cities or districts.

Calaveras LAFCO consists of seven regular members: two members from the Calaveras County Board of Supervisors, two city council members, two special district members, and one public member who is appointed by the other members of the Commission. There is an alternate in each category. All Commissioners are appointed to four-year terms.

**Figure 2-1: Commission Members, 2013**

Appointing Agency	Members	Alternate Members
Two Commissioners are appointed by the Board of Supervisors from the Board’s membership. The Board of Supervisors also appoints a third supervisor to serve as the alternate County member of the Commission.	Merita Callaway Darren Spellman	Debbie Ponte
Two Commissioners are appointed by the City of Angels from among its City Council members. The City also appoints an alternate City member in the same manner as it appoints a regular city member.	Jack Lynch Bob Sobon	Stuart Raggio
Independent special districts elect two regular Commission members from among their governing board members. Independent special districts also appoint an alternate member in the same manner as its regular members.	Tony Tyrrell John Lavaroni	Don Young
One Commissioner is appointed from the general public by vote of the other six regular (voting) members of the Commission. The Commission also appoints an alternate public member who is selected in the same manner as the regular public member. Neither the regular nor the alternate public member may be an officer or employee of the City, the County, or a special district having territory within the County.	Anita Paque	Paul Stein

## MUNICIPAL SERVICES REVIEW ORIGINS

The MSR requirement was enacted by the Legislature months after the release of two studies recommending that LAFCOs conduct reviews of local agencies. The “Little Hoover Commission” focused on the need for oversight and consolidation of special districts, whereas the “Commission on Local Governance for the 21st Century” focused on the need for regional planning to ensure adequate and efficient local governmental services as the California population continues to grow.

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### Little Hoover Commission

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In May 2000, the Little Hoover Commission released a report entitled *Special Districts: Relics of the Past or Resources for the Future?* This report focused on governance and financial challenges among independent special districts, and the barriers to LAFCO’s pursuit of district consolidation and dissolution. The report raised the concern that “the underlying patchwork of special district governments has become unnecessarily redundant, inefficient and unaccountable.”

In particular, the report raised concern about a lack of visibility and accountability among some independent special districts. The report indicated that many special districts

hold excessive reserve funds and some receive questionable property tax revenue. The report expressed concern about the lack of financial oversight of the districts. It asserted that financial reporting by special districts is inadequate, that districts are not required to submit financial information to local elected officials, and concluded that district financial information is “largely meaningless as a tool to evaluate the effectiveness and efficiency of services provided by districts, or to make comparisons with neighboring districts or services provided through a city or county.”<sup>1</sup>

The report questioned the accountability and relevance of certain special districts with uncontested elections and without adequate notice of public meetings. In addition to concerns about the accountability and visibility of special districts, the report raised concerns about special districts with outdated boundaries and outdated missions. The report questioned the public benefit provided by health care districts that have sold, leased or closed their hospitals, and asserted that LAFCOs consistently fail to examine whether they should be eliminated. The report pointed to service improvements and cost reductions associated with special district consolidations, but asserted that LAFCOs have generally failed to pursue special district reorganizations.

The report called on the Legislature to increase the oversight of special districts by mandating that LAFCOs identify service duplications and study reorganization alternatives when service duplications are identified, when a district appears insolvent, when district reserves are excessive, when rate inequities surface, when a district’s mission changes, when a new city incorporates and when service levels are unsatisfactory. To accomplish this, the report recommended that the State strengthen the independence and funding of LAFCOs, require districts to report to their respective LAFCO, and require LAFCOs to study service duplications.

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### Commission on Local Governance for the 21st Century

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The Legislature formed the Commission on Local Governance for the 21st Century (“21st Century Commission”) in 1997 to review statutes on the policies, criteria, procedures and precedents for city, county and special district boundary changes. After conducting extensive research and holding 25 days of public hearings throughout the State at which it heard from over 160 organizations and individuals, the 21st Century Commission released its final report, *Growth Within Bounds: Planning California Governance for the 21st Century*, in January 2000.<sup>2</sup> The report examines the way that government is organized and operates and establishes a vision of how the State will grow by “making better use of the often invisible LAFCOs in each county.”

The report points to the expectation that California’s population will double over the first four decades of the 21st Century, and raises concern that our government institutions were designed when our population was much smaller and our society was less complex. The report warns that without a strategy open spaces will be swallowed up, expensive

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<sup>1</sup> Little Hoover Commission, 2000, page 24.

<sup>2</sup> The Commission on Local Governance for the 21st Century ceased to exist on July 1, 2000, pursuant to a statutory sunset provision.

freeway extensions will be needed, job centers will become farther removed from housing, and this will lead to longer commutes, increased pollution and more stressful lives. Growth Within Bounds acknowledges that local governments face unprecedented challenges in their ability to finance service delivery since voters cut property tax revenues in 1978 and the Legislature shifted property tax revenues from local government to schools in 1993. The report asserts that these financial strains have created governmental entrepreneurship in which agencies compete for sales tax revenue and market share.

The 21st Century Commission recommended that effective, efficient and easily understandable government be encouraged. In accomplishing this, the 21st Century Commission recommended consolidation of small, inefficient or overlapping providers, transparency of municipal service delivery to the people, and accountability of municipal service providers. The sheer number of special districts, the report asserts, “has provoked controversy, including several legislative attempts to initiate district consolidations,”<sup>3</sup> but cautions LAFCOs that decisions to consolidate districts should focus on the adequacy of services, not on the number of districts.

Growth Within Bounds stated that LAFCOs cannot achieve their fundamental purposes without a comprehensive knowledge of the services available within its county, the current efficiency of providing service within various areas of the county, future needs for each service, and expansion capacity of each service provider. Comprehensive knowledge of water and sanitary providers, the report argued, would promote consolidations of water and sanitary districts, reduce water costs and promote a more comprehensive approach to the use of water resources. Further, the report asserted that many LAFCOs lack such knowledge and should be required to conduct such a review to ensure that municipal services are logically extended to meet California’s future growth and development.

MSRs would require LAFCO to look broadly at all agencies within a geographic region that provide a particular municipal service and to examine consolidation or reorganization of service providers. The 21st Century Commission recommended that the review include water, wastewater, and other municipal services that LAFCO judges to be important to future growth. The Commission recommended that the service review be followed by consolidation studies and be performed in conjunction with updates of SOIs. The recommendation was that service reviews be designed to make nine determinations, each of which was incorporated verbatim in the subsequently adopted legislation. The legislature since consolidated the determinations into seven required findings.

## **MUNICIPAL SERVICES REVIEW LEGISLATION**

The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 requires LAFCO review and update SOIs not less than every five years and to review municipal services before updating SOIs. The requirement for service reviews arises from the identified need for a more coordinated and efficient public service structure to support California’s anticipated growth. The service review provides LAFCO with a tool to study existing and future public service conditions comprehensively and to evaluate

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<sup>3</sup> Commission on Local Governance for the 21<sup>st</sup> Century, 2000, page 70.



organizational options for accommodating growth, preventing urban sprawl, and ensuring that critical services are provided efficiently.

Effective January 1, 2008, Government Code §56430 requires LAFCO to conduct a review of municipal services provided in the county by region, sub-region or other designated geographic area, as appropriate, for the service or services to be reviewed, and prepare a written statement of determination with respect to each of the following topics:

- ❖ Growth and population projections for the affected area;
- ❖ The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the SOI (effective July 1, 2012);
- ❖ Present and planned capacity of public facilities and adequacy of public services, including infrastructure needs or deficiencies (including needs or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any disadvantaged, unincorporated communities within or contiguous to the sphere of influence);
- ❖ Financial ability of agencies to provide services;
- ❖ Status of, and opportunities for shared facilities;
- ❖ Accountability for community service needs, including governmental structure and operational efficiencies; and
- ❖ Any other matter related to effective or efficient service delivery, as required by commission policy.

## **MUNICIPAL SERVICES REVIEW PROCESS**

For local agencies, the MSR process involves the following steps:

- ❖ Outreach: LAFCO outreach and explanation of the project
- ❖ Data Discovery: provide documents and respond to LAFCO questions
- ❖ Profile Review: internal review and comment on LAFCO draft profile of the agency
- ❖ Public Review Draft MSR: review and comment on LAFCO draft MSR
- ❖ LAFCO Hearing: attend and provide public comments on MSR

MSRs are exempt from California Environmental Quality Act (CEQA) pursuant to §15262 (feasibility or planning studies) or §15306 (information collection) of the CEQA Guidelines. LAFCO's actions to adopt MSR determinations are not considered "projects" subject to CEQA.

The MSR process does not require LAFCO to initiate changes of organization based on service review findings, only that LAFCO identify potential government structure options. However, LAFCO, other local agencies, and the public may subsequently use the determinations to analyze prospective changes of organization or reorganization or to establish or amend SOIs. Within its legal authorization, LAFCO may act with respect to a recommended change of organization or reorganization on its own initiative (e.g., certain types of consolidations), or in response to a proposal (i.e., initiated by resolution or petition by landowners or registered voters).

Once LAFCO has adopted the MSR determinations, it must update the SOIs for 10 independent districts. The LAFCO Commission determines and adopts the spheres of influence for each agency. A CEQA determination is made by LAFCO on a case-by-case basis for each sphere of influence action and each change of organization, once the proposed project characteristics are sufficiently identified to assess environmental impacts.

## **SPHERE OF INFLUENCE UPDATES**

The Commission is charged with developing and updating the Sphere of Influence (SOI) for each city and special district within the county.<sup>4</sup>

An SOI is a LAFCO-approved plan that designates an agency's probable future boundary and service area. Spheres are planning tools used to provide guidance for individual boundary change proposals and are intended to encourage efficient provision of organized community services and prevent duplication of service delivery. Territory cannot be annexed by LAFCO to a city or a district unless it is within that agency's sphere.

The purposes of the SOI include the following: to ensure the efficient provision of services, discourage urban sprawl and premature conversion of agricultural and open space lands, and prevent overlapping jurisdictions and duplication of services.

LAFCO cannot regulate land use, dictate internal operations or administration of any local agency, or set rates. LAFCO is empowered to enact policies that indirectly affect land use decisions. On a regional level, LAFCO promotes logical and orderly development of communities as it considers and decides individual proposals. LAFCO has a role in reconciling differences between agency plans so that the most efficient urban service arrangements are created for the benefit of current and future area residents and property owners.

The Cortese-Knox-Hertzberg (CKH) Act requires to develop and determine the SOI of each local governmental agency within the county and to review and update the SOI every five years. LAFCOs are empowered to adopt, update and amend the SOI. They may do so with or without an application and any interested person may submit an application proposing an SOI amendment.

While SOIs are required to be updated every five years, as necessary, this does not necessarily define the planning horizon of the SOI. The term or horizon of the SOI is determined by each LAFCO. In the case of Calaveras LAFCO, the Commission's policies state that an agency's near term SOI shall generally include land that is anticipated to be annexed within the next five years, while the agency's long-term SOI shall include land that is within the probable growth boundary of an agency and therefore anticipated to be annexed in the next 20 years.

LAFCO may recommend government reorganizations to particular agencies in the county, using the SOIs as the basis for those recommendations.

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<sup>4</sup> The initial statutory mandate, in 1971, imposed no deadline for completing sphere designations. When most LAFCOs failed to act, 1984 legislation required all LAFCOs to establish spheres of influence by 1985.



In determining the SOI, LAFCO is required to complete an MSR and adopt the seven determinations previously discussed.

In addition, in adopting or amending an SOI, LAFCO must make the following determinations:

- ❖ Present and planned land uses in the area, including agricultural and open-space lands;
- ❖ Present and probable need for public facilities and services in the area;
- ❖ Present capacity of public facilities and adequacy of public service that the agency provides or is authorized to provide;
- ❖ Existence of any social or economic communities of interest in the area if the Commission determines these are relevant to the agency; and
- ❖ Present and probable need for water, wastewater, and structural fire protection facilities and services of any disadvantaged unincorporated communities within the existing sphere of influence.

The CKH Act stipulates several procedural requirements in updating SOIs. It requires that special districts file written statements on the class of services provided and that LAFCO clearly establish the location, nature and extent of services provided by special districts.

By statute, LAFCO must notify affected agencies 21 days before holding the public hearing to consider the SOI and may not update the SOI until after that hearing. The LAFCO Executive Officer must issue a report including recommendations on the SOI amendments and updates under consideration at least five days before the public hearing.

## **DISADVANTAGED UNINCORPORATED COMMUNITIES**

On October 7, 2011, Governor Brown signed SB 244, which makes two principal changes to the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000. SB 244 requires LAFCOs to: (1) deny any application to annex to a city territory that is contiguous to a disadvantaged unincorporated community (DUC) unless a second application is submitted to annex the disadvantaged community as well; and (2) evaluate disadvantaged unincorporated communities in a municipal service review (MSR) upon the next update of a sphere of influence after June 30, 2012.

The intent of the statute is to encourage investment in disadvantaged unincorporated communities that often lack basic infrastructure by mandating cities and LAFCOs to include them in land use planning.

SB 244 defines disadvantaged unincorporated community as any area with 12 or more registered voters, or as determined by commission policy, where the median household income is less than 80 percent of the statewide annual median.

SB 244 also requires LAFCOs to consider disadvantaged unincorporated communities when developing spheres of influence. Upon the next update of a sphere of influence on or after July 1, 2012, SB 244 requires LAFCO to include in an MSR (in preparation of a sphere of influence update): 1) The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere; and 2) The present and

planned capacity of public facilities, adequacy of public services and infrastructure needs or deficiencies including needs or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any disadvantaged unincorporated community within or contiguous to the sphere of influence.

In determining spheres of influence, SB 244 authorizes LAFCO to assess the feasibility of and recommend reorganization and consolidation of local agencies to further orderly development and improve the efficiency and affordability of infrastructure and service delivery.

LAFCOs should revise their local policies to include the requirements imposed by SB 244 to ensure they fulfill their obligations under this legislation.

**Figure 2-2: Disadvantaged Unincorporated Communities**

The policy describing the population threshold by which Calaveras LAFCO will define a community is yet to be determined. Hence, this report does not list DUCs in Calaveras County as defined by the commission. However, information on median income is available at a census designated place level, which gives a general idea of which areas in the County may be classified as disadvantaged unincorporated communities. As shown in Figure 2-2, six census designated places in Calaveras are considered DUCs.

Census Designated Place	Disadvantaged Unincorporated Community?
Arnold CDP	No
Avery CDP	Yes
Copperopolis CDP	No
Dorrington CDP	Yes
Forest Meadows CDP	No
Mokelumne Hill CDP	No
Mountain Ranch CDP	No
Murphys CDP	Yes
Rail Road Flat CDP	Yes
Rancho Calaveras CDP	No
San Andreas CDP	Yes
Vallecito CDP	No
Valley Springs CDP	No
Wallace CDP	No
West Point CDP	Yes

It should be noted that the intent of the legislation is to ensure that these communities are not excluded by potential service providers; however, in the case of Calaveras County, a majority of the territory lies within a designated fire service provider’s bounds. The only exception is the Sheep Ranch area, which is outside of Central Calaveras Fire and Rescue Protection District’s bounds, but is receiving services at the same level as all other areas in the County through a contract with the County.

## 3. FIRE SERVICES

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This chapter provides an overview of fire and emergency medical service providers in Calaveras County. The most recent municipal service review (MSR) for the Calaveras fire service providers was completed in 2005. For a detailed description of each local agency, please refer to the agency-specific chapters of this report.

Calaveras County is located on the eastern side of the Central Valley, east of Stockton, California. It is a part of the historic Mother Lode region of the Sierra Nevada Mountains. The City of Angels Camp is the only incorporated city in the County.

The County encompasses 1,028 square miles and is characterized by rolling foothills beginning at an elevation of around 300 feet above sea level to mountainous terrain reaching an elevation of 8,100 feet. The County is 66 percent rural, 21 percent residential, and three percent commercial, including Calaveras Big Trees State Park—a preserve of Giant Sequoia trees, located in the County several miles east of the town of Arnold. Calaveras County includes a portion of the Stanislaus National Forest and has several lakes scattered throughout.

The climate of the area is semi-arid with the rainy season occurring in the winter and dry hot summers. The arid summers, as well as the combination of weather, topography, vegetation, and human activity, contribute to the high fire hazard of the County.

### GROWTH & POPULATION PROJECTIONS

This section reviews historical and recent population and economic growth, projected growth, and growth areas.

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#### Historical Growth

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There were 40,554 residents in Calaveras County in 2000 according to 2000 Census. The population in the unincorporated communities was 37,550, composing 93 percent of the County's entire population. Since 2000, the countywide population experienced growth of about 12 percent, from 40,554 to 45,578 in 2010, and after that a decline to 44,840 in 2012.<sup>5</sup> The population in the unincorporated communities experienced an overall increase from 37,550 to 41,088 between 2000 and 2012. The population in the City of Angels Camp increased from 3,004 in 2000 to 3,836 in 2010, an increase of almost 28 percent. In the last two years, the population of the City declined to an estimated 3,752. The County annually averaged one percent positive population growth from 2000 to 2012.

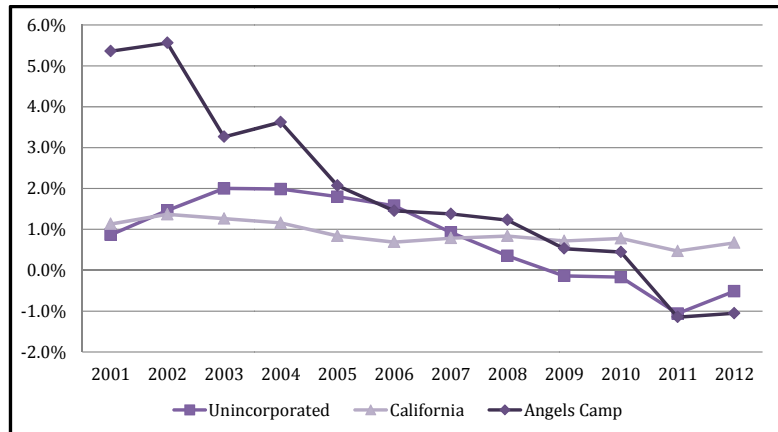
The population growth rate in unincorporated Calaveras County has been below the statewide growth rate over the last five years, as shown in Figure 3-1. Growth in the unincorporated areas peaked in 2003 and 2004 at two percent annual growth, but has declined ever since, ultimately declining to negative 0.5 percent in 2012.

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<sup>5</sup> Population in 2000 and 2010 based on Census data. Population in 2012 as estimated by California Department of Finance.

**Figure 3-1: Population Growth Rates in Calaveras County and California, 2001-2012**

The growth rate in Angels Camp was higher than both the countywide and statewide growth rates from 2001 through 2008. In 2009 and 2010, the rate declined to lower than the statewide average but still remained higher than the rate experienced in unincorporated areas of the County. In 2011 and 2012, the growth rate in the City fell below both the State and unincorporated territory growth rates. Calaveras County's population density is 44 residents per square mile, including both incorporated and unincorporated areas. There are approximately 2.3 persons per household countywide.

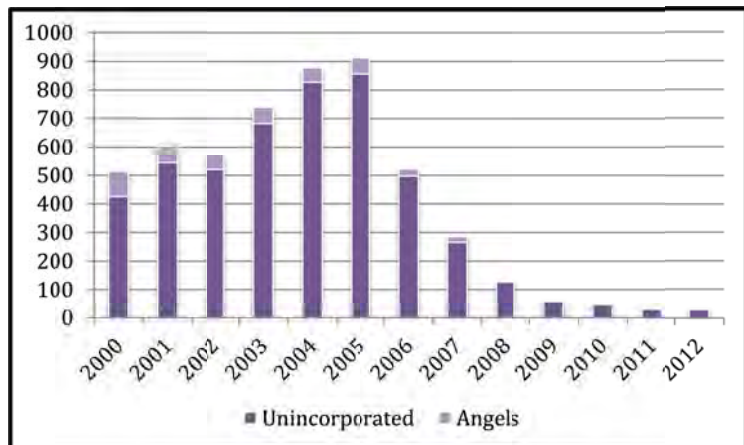


## Development

### Historical Development

**Figure 3-2: New Residential Building Permits, 2000-2012**

The number of new residential permits issued in unincorporated Calaveras County peaked in 2005 at 856 and has since declined to 29 in 2012, as shown in Figure 3-2. Between 2000 and 2012, the City of Angels issued eight percent of the building permits approved in the County. Similar to the County, the number of permits issued by the City has drastically declined over the last 12 years, from 89 permits in 2000 to one permit issued in 2012.



### Planned & Proposed Development

There are 45 approved or proposed residential permit applications within the unincorporated portion of the County. These planned and proposed developments consist of over 11,000 additional dwelling units. Although the timing of many developments is uncertain due to current economic conditions, existing potential developments illustrate that population could increase by as many as 25,300 in the coming years, due to new residential development.<sup>6</sup> Developments with pending applications or under construction

<sup>6</sup> Based on the total number of planned and proposed dwelling units, and the average population per household in unincorporated Calaveras County, according to the Department of Finance.

in unincorporated Calaveras County, as of December 2012, are shown in Figure 3-3. The communities with the most development potential over the next 20 years include Copperopolis, San Andreas, Murphys, Valley Springs, Vallecito and Arnold.

**Figure 3-3: Planned or Proposed Development in Unincorporated Calaveras, 2012**

Development	Units	Status
<b>SR 12 Area</b>		
Charboneau Estates (Valley Springs)	64 lots	In approval process.
Crestview Estates (near Wallace)	37 lots	In approval process, but status is uncertain
EP&G Properties (Spring Valley Estates II)	35 lots	In approval process, but status is uncertain
Las Tres Marias (near Wallace)	15 lots	Tentative map approved
Meadow View Estates (Widhalm)	11 lots	In approval process, but status is uncertain
Mendonca (near Wallace)	6 lots	In approval process
Mission Ranch (Valley Springs)	219 lots and 2 commercial parcels	Review is ongoing
Stamper Ranch	21 lots	Tentative map approved, but ownership has changed
Ventana	50 lots	In approval process
<b>SR 26 Area</b>		
Calaveras River Estates	5 lots	Tentative map approved
Calaveras River Heights	25 lots	On hold
Courtyard at La Contenta	Shopping Center	Review is ongoing
Del Verde Subdivision	91 lots	In approval process; ownership changed
Gold Creek Estates Units 1,2,3	385 lots	Final map approved. Under construction
Hogan Oaks 1 and Hogan Oaks 2	122 lots	In approval process
New Hogan Lake Estates (Platner)	83 lots	Final map approved
North Vista Plaza	156 lots	Final map approved. Under construction
Old Golden Oaks	96 lots	In approval process
Olive Orchard Estates	50 lots	Final map approved. Under construction
George Rose	6 lots	Tentative map approved
North Vista Plaza	156 units	Final map approved
Vista Plaza II	38 units	Final map approved
Vosti Properties	24 lots	approved.
Bolin property	18 lots	In approval process
Briski property	25 lots	In approval process
Schroven property	20 lots	In approval process
Zinfandel Estates (Robinson)	4 lots	In approval process
<b>Copperopolis SR 4 Area</b>		
Copper Town Square and Condos	39 to 69 units and commercial space	Final map approved
Sawmill Lake	800 units and village	Review is ongoing
Vineyard Estates	18 lots	Review is ongoing
Saddle Creek	1,650 lots	Final map approved
	2,275 lots, 400 permanent units,	
Oak Canyon Ranch	800 transient units	Tentative map approved. Ownership changed.
Tuscany Hills	300 lots	Tentative map approved. Ownership changed.
Copper Valley Ranch	2,400 lots	In approval process. Review is ongoing.
<b>Angels Camp/Murphys/Arnold SR 49 and SR 4 Areas</b>		
Forest Meadows (various applications)	220 lots	In approval process. Review is ongoing.
Murphys Rocky Hill (Murphys)	43 lots	Review is ongoing
Mitchell Ranches (in Vallecito)	113 lots	Review is ongoing
Coyote Creek (near Douglas Flat)	104 lots	In approval process
Sutton Enterprises on SR 49 at Carson Hil	14 lots	In approval process
Nielsen (Melones)	5 lots	Review is ongoing
Rasmussen (Melones)	5 lots	Review is ongoing
Wilson (Melones)	4 lots	Review is ongoing
Field (Melones)	4 lots	Review is ongoing
Novogradac (Camp Connell area)	15 lots	Review is ongoing
Khosla (Sheep Ranch Road)	44 lots	In approval process

Within the City’s limits, there are five development projects approved or under construction that are anticipated to consist of between 255 and 285 new residential dwelling units. Pending development activity consists of one new planned subdivision, and build-out of existing approved projects. Approved in 2006, The Classics on the Ridge is a new 55-unit subdivision located on 12.5 acres, within the Greenhorn Creek Golf Course Community. Construction of the project is anticipated to begin sometime in or prior to 2014. Existing projects that have not yet been fully built-out include Greenhorn Creek (130-160 units), Angel Oaks (24 units), Stelte Park (20 units), and Ron Davis Townhomes (27 units). Build-out of the planned and proposed development projects within the City would increase the population by between 587 and 656 residents at existing densities.<sup>7</sup>

The Angels Camp 2020 General Plan reported that there were 93 vacant or underdeveloped residential parcels within the City with capacity for at least 3,200 dwelling units. At existing densities, build-out of the vacant or underdeveloped parcels within the City would increase the population by approximately 6,925 residents.<sup>8</sup>

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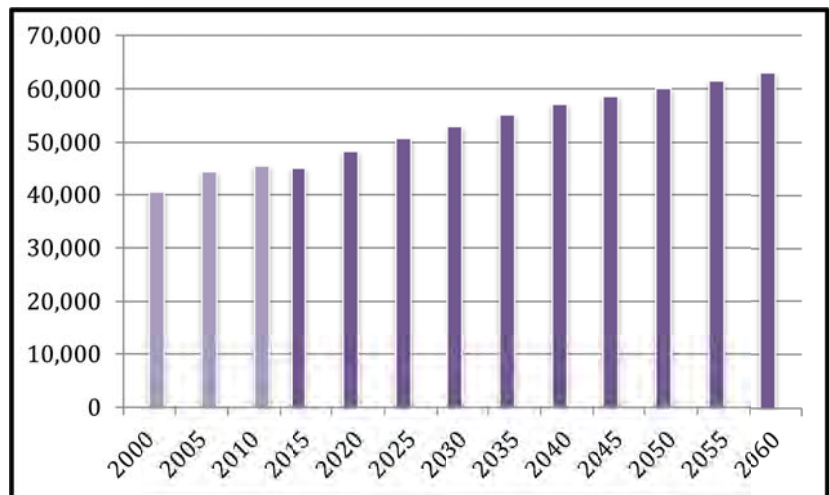
## Population Projections

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### Countywide

**Figure 3-4: Countywide DOF Population Projections**

Population projections for the County vary depending on the data source that is used. The California Department of Finance (DOF) projects a countywide population of 48,312 by 2020 and 53,001 by 2030. This would amount to an increase over the 2010 population of six percent and 16 percent, respectively. The DOF projections through 2060 are shown in Figure 3-4.



As part of the General Plan update, the County is in the process of putting together population projections through build out of the plan. Population projections are anticipated to be released to the public in April 2013. In lieu of updated General Plan projections, the County has used DOF population projections as part of its Housing Element Update that was adopted in 2010.

The California Department of Transportation (DOT) also makes population projections for each county in the State. The DOT released projections in October 2012 for a period through 2040. The DOT projections for Calaveras are relatively conservative compared the

<sup>7</sup> The 2012 population per household for the City of Angels is approximately 2.3, according to the Department of Finance.

<sup>8</sup> Angels Camp 2020 General Plan, Appendices: Housing, 2009, p. 2-24.



DOF projections. In 2020, the DOT anticipates that Calaveras will have a population of 45,159, and in 2030 the population will reach 46,833, with overall growth rates of negative one percent and four percent for each 10 year period, respectively.

Another method of projecting population is to use planned and proposed developments as a guide. There are over 11,000 new housing units planned or proposed in Calaveras County (including the City of Angels), as of the drafting of this report. Once absorbed, the countywide population will grow by about 26,000, if new homeowners' households are comparable in size to existing households. A conservative estimate of project initiation, completion and absorption would be about 20 years, particularly due to the uncertain future of the housing market. Given this assumption, the countywide population could grow to 70,840 at build-out of all planned and proposed development projects, which is assumed to be around 2033. This would be an increase of 58 percent over the countywide population in 2012.

**Figure 3-5: Annualized Growth Projections by Method**

<i>Method</i>	<i>2010-2020</i>	<i>2020-2030</i>
DOF Projections	0.58%	0.93%
Department of Transportation Projections	-0.1%	0.36%
Planned and Proposed Developments Projections	2.28%	2.28%

A comparison of the annualized growth rates through 2030 for each of the projection methods discussed is shown in Figure 3-5. As shown, the DOF and DOT projections are fairly conservative with annualized growth rates of less than one percent. Anticipated growth based on existing planned and proposed projects appears significant with 2.3 percent annual growth over the 20 year period.

### City of Angels Camp

Because neither the DOF nor the DOT releases projections specific to the City of Angels, and the City's growth rates have not always mirrored those of the County, the City has put together its own projections in the General Plan. The projections are based on a combination of historical growth in the City, the Regional Housing Needs Allocation Study, and the Water and Wastewater Master Plans.

The City's housing needs projections are based on regional figures indicating an annual growth rate of approximately three percent. The City's water and wastewater management plans have most recently been based on a two percent growth rate (with provisions for reassessing those growth rates). Historically, the city annual average growth rate over a 20-year period has been 3.2 percent; however, reflecting the effects of the recession beginning in 2008, the City Council directed that the projected growth rate be 1.8 percent to 2.5 percent to better reflect current economic conditions. The General Plan states that the growth rate will be updated frequently to reflect changing conditions.

## **FIRE AND EMS SERVICES**

This section provides an overview of fire protection and emergency medical services provided by local agencies in Calaveras County. For a detailed description of each service provider, refer to the agency's respective chapter in this document.

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### **Service Providers**

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This report focuses on fire and emergency medical service providers located in Calaveras County, which are under the jurisdiction of Calaveras LAFCO. As shown in Figure 3-6, one city and 10 special districts were reviewed as part of this Municipal Service Review.

In addition, this review includes a chapter on the California Department of Forestry and Fire Protection (CalFire) and describes services provided by other non-LAFCO agencies to provide a comprehensive description of the structure of fire and emergency response services in Calaveras County.

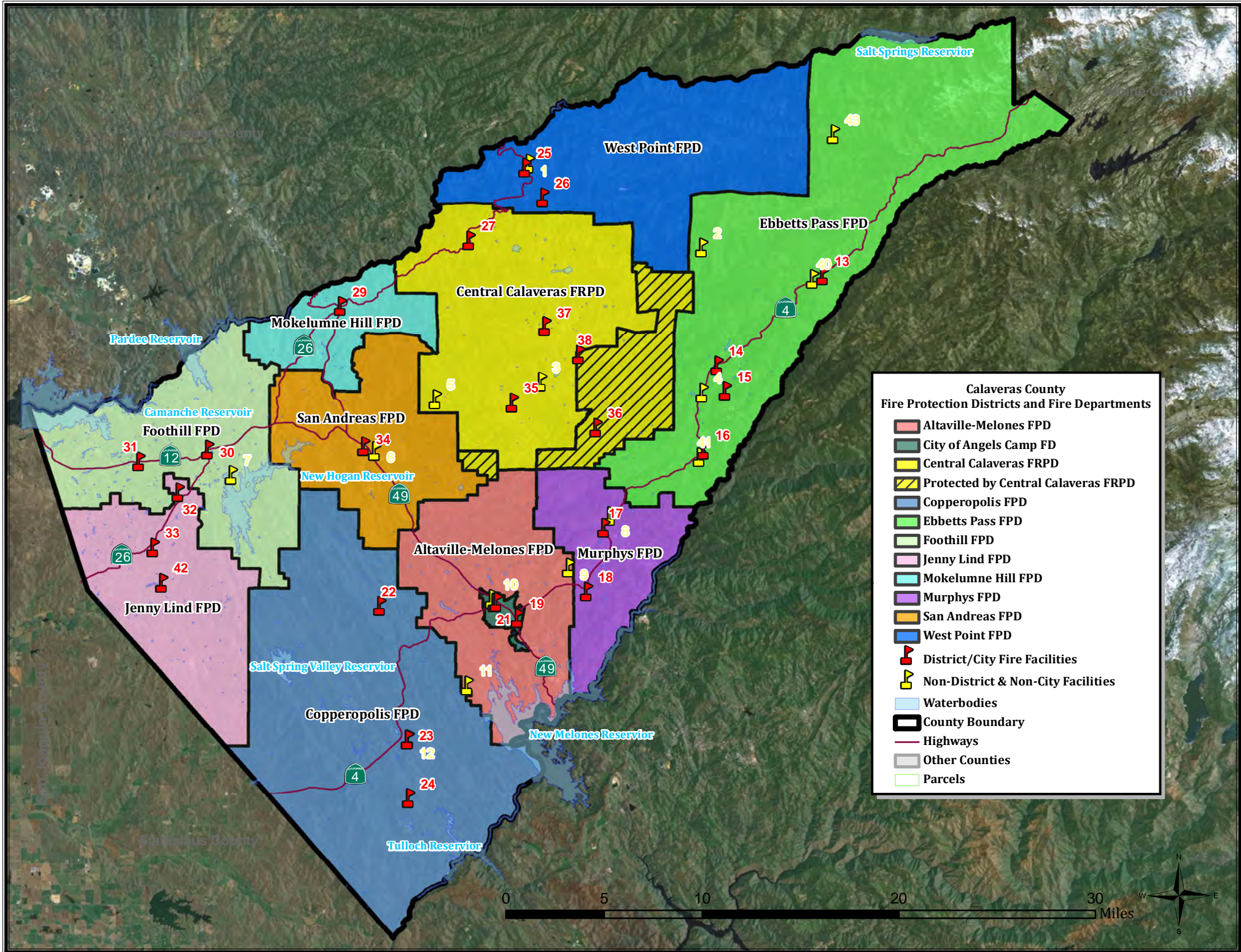
The types of services provided by each agency varies depending on staff expertise, training and certification, as well as availability of specialized equipment or vehicles, and other resources. For example, only certain facilities have ladder trucks and helicopter pads. Figure 3-6 details the various services provided by each agency under LAFCO jurisdiction.

The bounds of each of these agencies are shown in Figure 3-7. Central Calaveras FRPD is the only district in Calaveras County that has a service area larger than its boundary area. Due to a reorganization of County Fire that occurred in 1999 and 2000, Murphys FPD, Central Calaveras FRPD, Jenny Lind FPD, and Foothill FPD began protecting areas that previously had been a part of County Fire's service area, but unlike JLFPD and FFPD, CCFRPD has not annexed these areas to date.



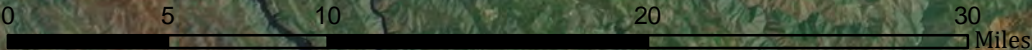
**Figure 3-6: Fire Service Providers in Calaveras County**

Service	AMFPD	CCFRPD	CFPD	EPPPD	FFPD	JLFPD	MFPD	MHFPD	SAFPD	WFPD	ACFD
Structural fire protection	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Wildland fire protection	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Vehicle fire protection	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Ladder truck capabilities				✓	✓	✓			✓		
Emergency medical services	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Basic life support	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Advanced life support			✓	✓							
Advanced life support transport				✓							
Hazardous materials emergency response	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Fire prevention	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Fire safety education	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
First responder swift water rescue		✓		✓	✓	✓	✓	✓		✓	✓
Low angle rope rescue	✓	✓	✓	✓			✓	✓			
Public service assists	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Oxygen filling for breathing apparatuses		✓	✓	✓	✓	✓	✓		✓		
Helicopter facilities		✓	✓				✓	✓	✓	✓	✓
Jaws of Life tools	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Response to boating accidents	✓		✓	✓	✓		✓		✓	✓	
Water rescue	✓	✓	✓	✓	✓	✓		✓	✓		
Dive and ice rescue		✓		✓							
Fire investigation	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Home inspections		✓	✓	✓	✓	✓	✓		✓		✓
Business inspections		✓	✓	✓	✓	✓	✓		✓		✓
Public Education (CPR, First Aid, Etc.)	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Continuing Education Provider	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Community Emergency Response Team	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓



**Calaveras County  
Fire Protection Districts and Fire Departments**

- Altaville-Melones FPD
- City of Angels Camp FD
- Central Calaveras FRPD
- Protected by Central Calaveras FRPD
- Copperopolis FPD
- Ebbetts Pass FPD
- Foothill FPD
- Jenny Lind FPD
- Mokelumne Hill FPD
- Murphys FPD
- San Andreas FPD
- West Point FPD
- District/City Fire Facilities
- Non-District & Non-City Facilities
- Waterbodies
- County Boundary
- Highways
- Other Counties
- Parcels





Altaville-Melones Fire Protection District

Altaville-Melones Fire Protection District (AMFPD) provides structure fire protection, wildland fire protection, vehicle fire suppression, and emergency medical services, and responds to boating accidents on New Melones Lake. AMFPD serves the largest area per fire station.

Services are provided by 20 sworn personnel from one fire station. Besides the chief and the assistant chief, all the firefighters are volunteers. AMFPD has eight Firefighter I and four EMT I certified personnel.

Central Calaveras Fire Rescue and Protection District

Central Calaveras Fire and Rescue Protection District (CCFRPD) provides structure, wildland and vehicle fire suppression, and emergency medical services (EMS). CCFRPD's service area extends beyond the district boundaries. Services to the Sheep Ranch area are provided under an agreement with the County of Calaveras, which dates back to 2002.

The District is staffed by 21 sworn personnel and one administrative assistant. Of the sworn personnel three are full-time paid staff and one is a part-time paid chief. All other firefighters are volunteers. The District operates out of five fire stations. CCFRPD has one of the lowest certification rates in the County, with five Firefighter I and five EMT I certified personnel. The District's volunteer recruitment efforts are ongoing.

Copperopolis Fire Protection District

Copperopolis Fire Protection District (CFPD) provides structure fire protection, wildland fire protection, and paramedic services.

CFPD is served by 29 sworn personnel, six of which are paid full-time staff. Of the sworn personnel, 21 are Firefighter I and 20 are EMT I certified. The District tries to recruit more volunteers through word of mouth and direct advertisement in local publications. The District's chief also serves as the fire chief for Murphys FPD. CFPD operates out of three fire stations.

Ebbetts Pass Fire Protection District

Ebbetts Pass Fire Protection District (EPFPD) provides structural, vehicle and wildland fire suppression, paramedic level response to medical emergencies, technical rescue response, hazardous materials response, fire prevention, code enforcement, regional emergency command and control, and community education. EPFPD, out of all the reviewed fire providers in Calaveras County, is the only district that provides ambulance services.

The District is served by 53 sworn staff (of which 22 are full-time paid staff) and one executive secretary. EPFPD has 22 Firefighter I, 10 EMT-B and 12 EMT-P certified personnel. The District has four stations served by four battalions.

Foothill Fire Protection District

Foothill Fire Protection District (FFPD) provides structure fire protection, wildland fire protection, emergency medical response, fire prevention services, home inspections, hazardous materials assistance, and public service assistance. FFPD and Jenny Lind FPD are

in the process of consolidating; in the meantime they share resources through a joint powers authority (JPA).

FFPD has 25 sworn personnel—one part-time fire chief, one full-time deputy chief, three full-time captains, and 20 volunteer firefighters—and one administrative assistant. All administrative staff are shared with Jenny Lind FPD through the joint powers authority. JLFPD has 20 Firefighter I, and 18 EMT, and three paramedic certified personnel. JLFPD, along with FFPD, possesses the highest Firefighter I certification rate in the County. FFPD operates out of two fire stations.

#### Jenny Lind Fire Protection District

Jenny Lind Fire Protection District (JLFPD) provides structural fire protection, wildland fire protection, emergency medical response, fire prevention services, home inspections, hazardous materials assistance, and public service assistance. As previously mentioned, JLFPD and FFPD are in the process of consolidating and presently share resources through a JPA.

JLFPD has 25 sworn personnel—one part-time fire chief, one full-time deputy chief, three full-time captains, and 20 volunteer firefighters—and one administrative assistant. All administrative staff are shared with FFPD through the JPA. FFPD has 20 Firefighter I, and 13 EMT, and five paramedic certified personnel. FFPD, along with JLFPD, possesses the highest Firefighter I certification rate in the County. The District currently operates two fire stations.

#### Mokelumne Hill Fire Protection District

Mokelumne Hill Fire Protection District (MHFPD) provides structural fire protection, wildland fire protection, and emergency medical response.

MHFPD has 17 sworn personnel, of whom three staff are part-time and the remainder are volunteers. There are 12 Firefighter I and four EMT I-certified personnel. MHFPD has the highest ratio of firefighters per 1,000 residents and one of the lowest EMT I certification rates in the County. The District operates out of one fire station.

#### Murphys Fire Protection District

Murphys Fire Protection District (MFPD) provides structural, wildland and all other categories of fire protection, including response to medical emergencies, vehicle accidents and public service assists.

The District operates out of two fire stations with 33 sworn personnel. It has the second highest ratio of sworn personnel per 1,000 residents. There are 24 EMT, six first responder and 23 Firefighter I-certified personnel, which are some of the highest certification rates in Calaveras County. The District's chief also serves as the fire chief for Copperopolis FPD.

#### San Andreas Fire Protection District

San Andreas Fire Protection District (SAFPD) provides structure and wildland fire protection, hazardous materials and emergency medical first responder services along with emergency medical technician non-transport service.

SAFPD owns and operates two fire stations. One of the stations is staffed seven days a week, 24 hours a day by at least one paid personnel. There are 30 sworn personnel, of whom 14 are Firefighter I and 11 are EMT I certified. SAFPD has the lowest median and 90<sup>th</sup> percentile response times in Calaveras County.

#### West Point Fire Protection District

West Point Fire Protection District (WPFPD) provides structural, vehicle and wildland fire suppression, basic life support response to medical emergencies, fire prevention and community education to the community of West Point and surrounding area.

The District has 23 sworn personnel and three support staff including a chaplain. There are 11 Firefighter I and 14 EMT-1-certified personnel. WPFPD operates out of two fire stations.

#### City of Angels Camp Fire Department

The City of Angels Camp, more commonly known as the City of Angels, provides several municipal services including, water, wastewater, fire protection, police, street and road, parks and recreation, and street lighting services. With regard to fire services, the City provides fire prevention (including structure inspections) and suppression, and emergency medical services in the form of basic life support.

The City of Angels Fire Department is a combination fire department that consists of two full-time and 23 paid on-call/part-time firefighters. Of all the city firefighters, 21 are Firefighter I certified and 16 are EMT 1 certified, the others are first responder certified. The City Fire Department operates out of two fire stations.

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## Context

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There are 11 local emergency medical and fire service providers in Calaveras County. With an average of just over 5,600 fire and emergency service calls a year, the agencies provide fire protection and rescue service to 1,028 square miles of territory. Fire agencies of Calaveras County respond to structure fires, wildland fires, medical emergencies, water rescue, technical rope rescue, hazardous materials spills, public service assistance calls, and other emergencies.

Fires in Calaveras County occur in both urban and wildland settings and generally are classified as either structural fires or wildland fires. The County land use policies in the 1996 General Plan had allowed development in areas of high fire hazard, which created an urban/wildland interface fire problem with many homes located throughout wildland areas. Structure fires can easily spread to wildland areas; vice versa, wildland fires often threaten residential subdivisions. After the Old Gulch fire that occurred in Calaveras in 1992, the Federal Emergency Management Agency (FEMA) recommended the County adopt hillside development standards for homes located on or near excessive slopes. The County has not adopted such standards to date.

CalFire and the United States Forest Service (USFS) are primarily responsible for wildland fire protection; however, CalFire does assist local fire protection districts in structural fire protection and other emergency responses. CalFire and USFS are not

reviewed in this report, other than to describe their relation to the 10 local fire districts and the city fire department.

The Tuolumne-Calaveras Unit (TCU) of CalFire is headquartered in San Andreas. CalFire has nine fire stations, a conservation camp, and a lookout located throughout various parts of the County. In addition, CalFire provides contract dispatch services to all of the fire districts and Angels Camp FD through its Fire Protection Emergency Command Center located in San Andreas.

USFS is responsible for wildland fire protection on U.S. forestlands. The Forest Service does not provide structural fire protection and relies upon CalFire and the Ebbetts Pass FPD to provide structural fire protection for those structures that might be located on private parcels within and around the U.S. forests. USFS maintains two fire stations in Calaveras County—one in Hathaway Pines and another in Dorrington. The fire stations are staffed during the day from about May until November, during fire season.

CalFire and federal wildland fire protection agencies, such as USFS and the U.S. Bureau of Land Management (BLM) have entered into agreements to define Direct Protection Areas (DPA). A DPA is a geographic area where one particular agency is responsible for providing wildland fire protection regardless of land ownership in the area. On a statewide basis, CalFire and the federal agencies attempt to balance the amount of responsible acreage. Calaveras County local fire agencies do not have statutory responsibility for wildland fire protection, but they do respond to wild fires and get reimbursed from the state or federal governments.

Calaveras County has designated the Mountain-Valley Emergency Medical Services Agency as the local emergency medical service agency (LEMSA) pursuant to the provisions of Division 2.5 of the Health and Safety Code. The Division allows the local EMS agency to create exclusive operating areas for emergency ambulance service and advanced life support systems. In July 2005, the Mountain Valley EMS Agency entered into two agreements for such services within Calaveras County—one agreement is with Ebbetts Pass FPD and another with American Legion Ambulance. The County is divided into three exclusive operating areas for the provision of ambulance service. American Legion Ambulance provides services in the North and South Zones and Ebbetts Pass Fire District serves the East Zone.

The Calaveras County Sheriff's Department provides dispatch for all ambulance services within the County. Fire first response agencies are dispatched by CalFire in San Andreas. Only two of the 11 local fire agencies provide advanced life support—Ebbetts Pass Fire Protection District in the East Zone and Copperopolis Fire Protection District in the southwest portion of the County. The remaining fire agencies provide basic life support first response services. Patients are typically transported to Mark Twain Medical Center in San Andreas or Sonora Regional Medical Center in neighboring Tuolumne County.

Calaveras County Fire Department (County Fire) previously provided fire services in Calaveras County, but changed its role in the 1999-2000 reorganization. Prior to the reorganization, County Fire was responsible for fire protection in the Vallecito, Sheep Ranch and Burson areas and had fire stations, equipment and personnel to provide such services. These responsibilities were transferred along with tax revenues and facilities to

the local fire protection districts. Currently, County Fire provides various support services to the local fire protection districts.

County Fire has an agreement with CalFire to provide dispatch services from its Fire Protection Emergency Command Center located in San Andreas. The County pays CalFire approximately \$250,000 per year for these services. The County also used to finance workers compensation insurance for local fire districts, but this practice was discontinued in May 2004. In addition, Calaveras County purchased water tenders for most of the districts in the County—Central FRPD, Mokelumne Hill FPD, Murphys FPD, Ebbetts Pass FPD, Jenny Lind FPD, San Andreas FPD, West Point FPD, and Foothill FPD. The County gave \$150,000 to Copperopolis FPD to purchase a water tender on its own. Altaville-Melones FPD chose not to obtain a water tender from the County and instead received \$10,000 to pay for a new engine in an old chassis.

### Mutual and Automatic Aid Agreements

There are extensive mutual and automatic aid arrangements for fire and emergency medical services that cross jurisdictional boundaries throughout Calaveras County. Mutual aid refers to reciprocal service provided under a mutual aid agreement, a pre-arranged plan and contract between agencies for reciprocal assistance upon request by the first-response agency. In addition, the fire service providers rely on automatic aid primarily for coverage of areas with street access limitations and freeways. Automatic aid is based on the concept that the nearest available unit responds first. It refers to reciprocal service provided under an automatic aid agreement, a prearranged plan or contract between agencies for an automatic response for service with no need for a request to be made (i.e., the assisting provider is dispatched directly). All public safety agencies are required to provide mutual aid in times of extreme disaster as part of the California Governor's Office of Emergency Services Master Mutual Aid Agreement.

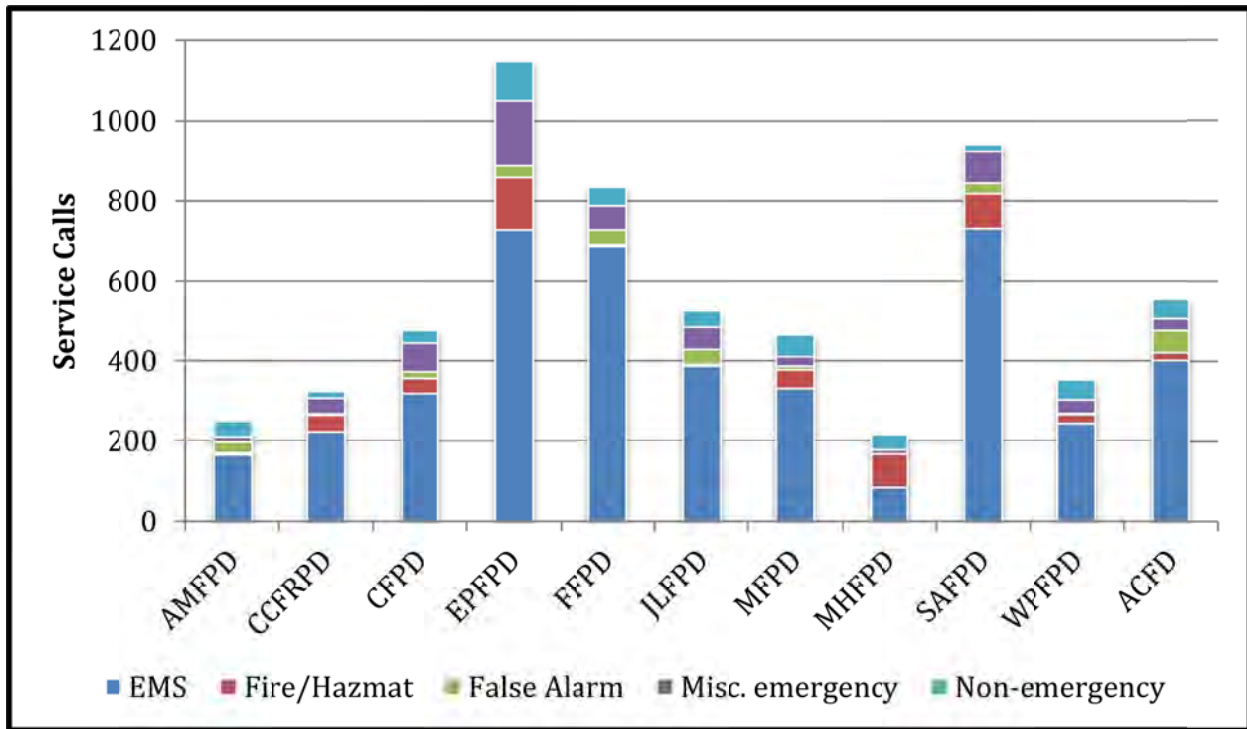
California Disaster and Civil Defense Master Mutual Aid Agreement calls for all the parties to the agreement to voluntarily aid and assist each other in the event that a disaster should occur, by the interchange of services and facilities, including, but not limited to fire, police, medical and health, communication and transportation services and facilities, to cope with the problems of rescue, relief, evacuation, rehabilitation, and reconstruction.

The 11 fire agencies, CalFire, State Office of Emergency Services, and USFS work together to provide mutual aid for structure fires, wildland fires, vehicle accident extrication, and mass casualty incidents (MCI). The County Fire Chief's Association and Calaveras Foothills Fire Safe Council further reflect the County's fire agencies' regional collaboration. The County Fire Chief's Association is comprised of all fire chiefs in the County. They meet once a month to discuss common issues and jointly apply for grants. The Calaveras Foothills Fire Safe Council serves all of Calaveras County and the western portion of Alpine County. The Council promotes public education, reducing fuel hazards around homes and communities, recycling or burning of yard debris, and building community support for fire suppression and prevention in the region.

Service Demand

There were approximately 5,600 calls for fire, EMS and other emergency response services in the County in 2011. In other words, there were about 15 service calls throughout the County on an average day. A call for service does not indicate the number of responses by each jurisdiction, as multiple jurisdictions may respond to a single call. The number of calls is as reported by each agency and includes false alarms.

**Figure 3-8: Fire Agency Service Calls by Type, 2011**



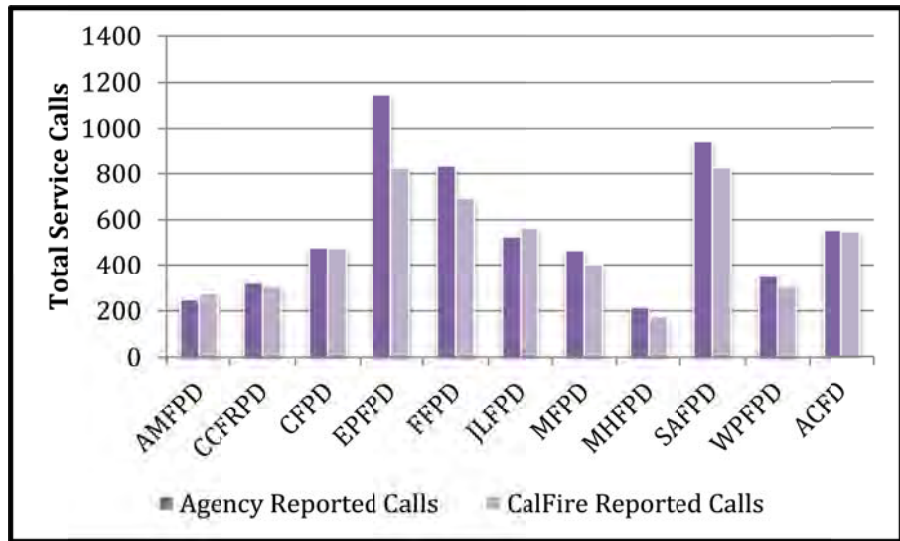
A majority of the calls (71 percent) in the County were medical emergencies, which is similar to call patterns experienced in most areas of the State. Mokelumne Hill FPD appears to be an exception to this pattern, as district-reported data shows that only 39 percent of calls were medical in nature. However, MHFPD’s breakdown of service calls differs from that reported by CalFire; CalFire reported that approximately 65 percent of MHFPD’s calls in 2011 were for emergency medical services. This inconsistency between the District and CalFire-reported data is not exclusive to MHFPD, there appears to be a variation in records between CalFire and all of the fire agencies, which is discussed further below.

Calls for fire-related events (structure, vehicle and wildland) and hazardous materials accounted for eight percent of the incident volume on average throughout the County, as shown in Figure 3-8. Rural districts with extensive wildland areas and a greater wildfire hazard tend to have a higher share of calls related to fire. Jenny Lind FPD and Foothill FPD reported unusually low rates of fire-related calls with only four calls each in 2011.



**Figure 3-9: Total Service Calls by Reporting Agency, 2011**

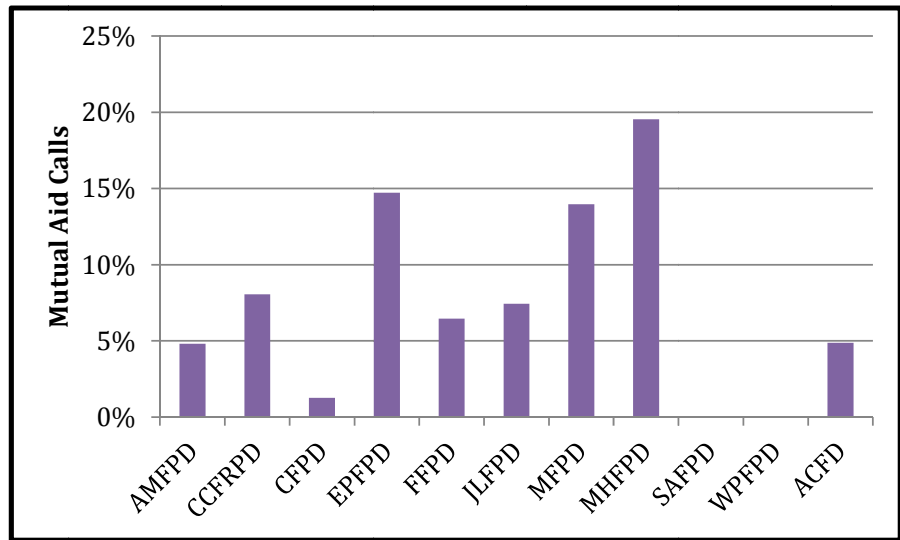
As mentioned, there appears to be discrepancies between CalFire’s and each agency’s records regarding number and type of service calls, as well as response times for each incident (discussed in the Service Adequacy section of this chapter). As shown in Figure 3-9, the total number of recorded incidents does



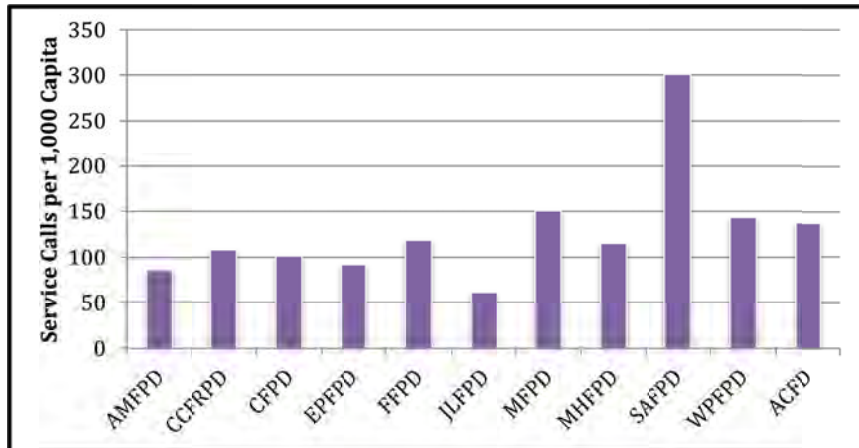
not match with CalFire data for any of the 11 agencies. The most significant difference is for Ebbetts Pass FPD, for which the District reported 1,148 calls in 2011, and CalFire reported a total of 825 calls. There is an opportunity for greater collaboration between the fire agencies and CalFire with regard to records keeping to enhance efficiency, ease of access, and reliability of information.

**Figure 3-10: Fire Agency Ratio of Mutual Aid Calls, 2011**

During 2011, the fire agencies provided support to neighboring providers in the form of 440 automatic and mutual aid responses, which was approximately eight percent of all responses within the County. The ratio of automatic and mutual aid responses varied by agency, as shown in Figure 3-10. Mokelumne Hill FPD reportedly had the highest percentage of mutual aid assists, with 20 percent of its calls being mutual or automatic aid of some form. San Andreas FPD and West Point FPD were unable to provide the number of mutual aid calls in 2011 as these districts do not track mutual aid responses.



**Figure 3-11: Service Calls per 1,000 Residents, 2011**



Districts countywide averaged 116 service calls per 1,000 residents in 2011.<sup>9</sup> The volume of service demand may vary between jurisdictions based on the population’s age and access to primary healthcare, visitor counts, highway miles and risk of wildland fires within the agency’s boundaries. The number of service calls per 1,000 residents varied from 61 in Jenny Lind FPD to 301 within SAFPD’s service area.

Each of the jurisdictions experiences different peak periods of demand. Urban areas tend to experience most service calls during daytime hours on weekdays, while rural and wilderness areas have the highest calls for service in the evenings and on weekends when residents have returned home from work. For example, the City of Angels Camp receives most calls between 7am and 8pm. While EPFPD reported that its peak demand times were mainly vacation periods, such as Thanksgiving, Christmas, New Years, Memorial Day, Independence Day, Labor Day, and school breaks when people stay home and there is an influx of recreational tourists.

The entire County is classified as moderate to very high fire hazard severity based on CalFire analysis of fuels, terrain and weather. Territory in the upcountry portion of the County, east of San Andreas to the Alpine county line, was ranked as a very high fire hazard severity zone. Areas along the San Joaquin and Stanislaus county lines are considered moderate fire hazard, while the remainder of the County is rated as high fire hazard. The wildland interface areas—where structures and development meet or intermingle with undeveloped wildlands or vegetative fuel—are expanding as more people build homes in such areas.

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## Infrastructure Needs and Deficiencies

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### Dispatch and Communications Connectivity

Emergency 911 calls are initially routed to a Public Safety Answering Point (PSAP)—a facility equipped and staffed to receive 911 calls, and may only be transferred one time. For all calls from landlines in Calaveras County the PSAP is the Calaveras County Sheriff’s Office. Emergency 911 calls from cellular phones are initially routed to the California Highway Patrol, and then to the Sheriff. The dispatcher at the Sherriff’s Office immediately determines whether a 911 call is related to a police, fire or medical emergency. All fire and

<sup>9</sup> Service calls as reported by each agency. Population is the estimated residential population in the providers’ service area based on GIS analysis of 2010 Census data.

medical 911 calls in Calaveras County are routed to California Department of Forestry and Fire Protection's (CalFire) Emergency Command Center (ECC) in San Andreas, which in turn dispatches the appropriate local jurisdiction responder. ECC is a part of the Tuolumne-Calaveras Unit (TCU) which serves the majority of Calaveras and Tuolumne Counties, and the eastern portions of San Joaquin and Stanislaus Counties. Sheriff's dispatch center also provides pre-arrival EMS instructions and coordinates dispatch and posting of ALS transport units.

CalFire provides dispatch services to fire service providers in Calaveras through a contract with the County. There is currently no fee charged to local government fire protection agencies by Calaveras County for this service.

Dispatching is handled through joint use of the command frequency assigned to the Tuolumne-Calaveras Unit. The CalFire Office of Emergency Services and County assigned tactical frequencies are also available for local use.

When multiple agencies respond to an incident, responders are coordinated via CalFire dispatch. At the same time, dispatch will assign command and tactical frequencies for the incident. Within Calaveras County all agencies share common frequencies. The first on-scene unit shall assume incident command (IC) and coordinate arriving units. All communication systems are interoperable with adjacent providers. ECC coordinates the response and assigns tactical channels if needed.

Fire protection agencies in Calaveras County are currently working together to set up a countywide closest-unit response system. Under this system both the nearest agency and the agency with jurisdiction would be dispatched to each incident. The chiefs of each of the agencies have agreed, and are working to implement the change over the next year.

Generally, most agencies indicated that they were satisfied with dispatch services. EPPFD commented on excellent coordination between the Sheriff's Office and ECC. WPPFD is fully satisfied as inappropriate dispatches are rare. The City of Angels Camp reported that improvements could be made to dispatching by transitioning to a "closest available resource" response plan, where the closest resource is dispatched regardless of which agency's boundaries the incident is within. FFPD and JLFPD are dissatisfied with the current dispatch service and are evaluating other dispatch options. These districts are concerned that CalFire units are given priority for check backs to ECC and there is little or no chance for local fire crews to check in upon response about conditions at the scene. Another concern for both districts is that dispatch for the County is handled on a single channel, while other areas typically rely on one channel for dispatch and another channel for incident reporting.

### Facility and Equipment Conditions

There are currently 26 fire stations in use in the County that are owned and operated by the local fire protection agencies. Table 3-12 summarizes the station locations, conditions and equipment of each provider.

Agencies provided the facility age and an assessment of each facility's condition and deficiencies. Of the 26 stations in use by local fire service providers in Calaveras County, 12 were reported as being in good or excellent condition, eight in fair condition and six in poor

condition. The following infrastructure deficiencies and needs were identified by the agencies:

- ❖ Altaville-Melones FPD: The District did not identify any short-term infrastructure needs. Long-term needs outlined in the strategic plan include constructing onsite living quarters at Station 1, purchasing an emergency stand-by generator for Station 1, buying exhaust extractors (or alternatives), purchasing washer/extractor for personal protection equipment, and continuing to upgrade/replace communications equipment.
- ❖ Central Calaveras FRPD: The District reported that it did not have any imminent apparatus needs, given that a lot of updates had taken place in the last two years. The District purchased two fire engines and replaced three others. Last year, the District put up a new modular building at the Jesus Maria Station that now contains administrative and sleeping quarters. No other major improvements are planned at this time. However, according to the District, all stations have unmet maintenance needs.
- ❖ Copperopolis FPD: CFPD was planning a minor remodel of Station 1 in FY 12-13; however, the project has been postponed, due to financial constraints. This project is expected to cost approximately \$120,000 and will be funded from reserve funds. The District also needs to upgrade certain fire apparatus; however, financial constraints have been an obstacle.
- ❖ Ebbetts Pass FPD: EPFPD currently does not need any new facilities or facility upgrades. However, in the near future the District will be looking at the possibility of upgrading Station 2 in order to accommodate 24-hour staffing and performing septic and bedroom upgrades at Station 3. EPFPD will also be looking into plumbing, septic and bathroom upgrades at Station 4.
- ❖ Foothill FPD: Station 2 was identified as being dated and no longer meeting the needs of the District. FFPD has hired an architect to help evaluate how the District may be able to maximize additional living quarters. Additionally, a new station in the community of Wallace would greatly reduce response times to the area, given that the nearest station is over six miles away in Burson. However, the District does not currently have sufficient funds to develop a station in the area.
- ❖ Jenny Lind FPD: The District did not identify a need for new facilities or facility upgrades. However, since Station 2 was reported to be in poor condition, unidentified improvements are necessary. JLFPD reported that it needed one type I urban interface pumper, that would allow the District to reduce the number of engines in its fleet by purchasing apparatus that can serve multiple functions.
- ❖ Mokelumne Hill FPD: The only existing fire station in Mokelumne Hill is not adequate to serve the entire District effectively. A fire station is needed in the community of Paloma, and potentially Golden Hills, to better serve the communities and reduce response times. Currently, the District does not have sufficient funds to purchase either land or the building. Station 1 needs improvements, including an elevator and sprinklers, in order to meet code requirements. These needs are discussed further in the MHFPD chapter. Other infrastructure needs include replacing old equipment and personal protective equipment.

- ❖ **Murphys FPD:** MFPD reported that both of its stations need living quarters and backup emergency generators. The District would like to relocate Station 2 to a larger lot and replace it with a bigger building and living quarters. It was reported that a lack of available revenue had restricted MFPD from implementing these improvements. The addition of living quarters at Station 1 will occur in 2013-2014 and cost about \$120,000. Financing will be derived from the capital improvement reserve. In addition, the District needs to replace its 26-year old type 1 fire engine and two 23-year old type 2 engines. There is also a need to replace the old 1993 chassis on the firefighter support unit.
- ❖ **San Andreas FPD:** It was reported that both fire stations were in need of upgrades. One of the stations which is currently just a garage, is in need of a complete remodel. In addition, electrical wiring needs to be repaired and engines updated. There is also a need for an additional space for administrative work and a four-wheel drive engine for several rural areas where there is snow or the ground is extremely wet.
- ❖ **West Point FPD:** The District has a long-term goal of adding living quarters to Station 1. At present there is no financing available for this improvement. The County purchased a water tender, and recently, transferred ownership to WPPFD. The District is now in the process of fully equipping the tender. The Fire Chiefs Association has formed a water mitigation committee to deal with this issue.
- ❖ **City of Angels Camp FD:** The City did not identify any unfunded fire infrastructure, vehicle or equipment needs. Station 1 is presently undergoing improvements and expansion, which include addition of a physical fitness room, bathroom/shower facility, and additional storage. The upgrades are anticipated to be completed in 2013 and will total \$25,000. These improvements are being funded through the City's general fund.

**Figure 3-12: Fire Station Condition and Apparatus**

Station	Location	Condition	Apparatus
<b>Altaville-Melones Fire Protection District</b>			
Station 1	122 South Main Street, Angels Camp, CA	Excellent	3 fire engines, 3 administration vehicles, 1 rescue engine, 1 water tender
<b>Central Calaveras Fire and Rescue Protection District</b>			
Station 1	19927 Jesus Maria Road, Mokelumne Hill, CA	Good	Not provided by the District
Station 2	6338 Swiss Ranch Road, Mountain Ranch, CA	Fair	Not provided by the District
Station 3	80 41 Washington Street, Mountain Ranch, CA	Poor	Not provided by the District
Station 4	15815 Highway 26, Glencoe, CA	Poor	Not provided by the District
Station 5	11309 Sheep Ranch Road, Sheep Ranch, CA	Fair	Not provided by the District
<b>Copperopolis Fire Protection District</b>			
Station 1	370 Main St., Copperopolis, CA	Poor	1 ICS Type 1 engine, 1 ICS Type 2 engine, 1 ICS Type 3 engine, 1 3000 gal. water tender, 3 utility vehicles.
Station 2	1927 Quiver St., Copperopolis, CA	Good	1 ICS Type 1 engine, 1 ICS Type 3 engine, 1 medic unit
Station 3	9164 Poole Station Rd., Copperopolis., CA	Fair	1 ICS Type 6 engine
<b>Ebbetts Pass Fire Protection District</b>			
Station 1	1037 Blagen Road, Arnold, CA	Excellent	Truck 431, Medic Engine 435, Medic Engine 436, Water Tender 431, Engine 431, medic 435, medic 433, and medic 431.
Station 2	5510 Meko Drive, Arnold CA	Very Good	Engine 432 and medic 432
Station 3	40 Canyon View, Arnold, CA	Good	Medic Engine 437 and medic 437
Station 4	2038 Moran Road, Arnold, CA	Very Good	Engine 434
<b>Foothill Fire Protection District</b>			
Station 1	3255 Helisma Rd. Burson CA, 95225	Good	3 fire engines, 1 water tender, 2 utility/command vehicles
Station 2	129 E. SR 12 Valley Springs CA, 95252	Fair	2 fire engines
<b>Jenny Lind Fire Protection District</b>			
Station 1	6501 Jenny Lind Road, Valley Springs, CA 95225	Good	3 fire engines, 1 water tender, 2 utility/command vehicles
Station 2	2232 Danaher Drive, Valley Springs, CA 95252	Poor	2 fire engines
<b>Mokelumne Hill Fire Protection District</b>			
MHFPPD Station	8160 Church Street, Mokelumne Hill, CA	Excellent	1 type I structure engine, 2 type II urban interface engines, 1 type III engine, 1 light rescue unit, 1 type I water tender, and 1 command vehicle.
<b>Murphys Fire Protection District</b>			
Station 1	37 Jones Street, Murphys, CA 95247	Fair	2 type 1 fire engines, 1 type 2 fire engine, 2 type 3 fire engines, 1 type 1 3,000-gallon water tender, 1 firefighter support unit, 3 utility vehicles, 3 staff/command vehicles.
Station 2	3424 Main Street, Vallecito, CA 95251	Fair	1 type 2 fire engines, 1 type 3 fire engine (AMFPPD).
<b>San Andreas Fire Protection District</b>			
Station 1	37 Church Hill Road, San Andreas, CA	Fair	1 type 1 engine, 1 aerial/truck, 1 type 3 engine, 1 rescue unit, 1 breathing support vehicle.
Station 2	20 East St. Charles St, San Andreas, CA	Fair	1 type 1 water tender, 1 type 1 engine, 2 type 2 engines, 1 type 3 engine.
<b>West Point Fire Protection District</b>			
Station 1	195 Spink Rd	Poor	2 type 1 engines, 1 type 2 engine, 1 type 3 engine, 1 watertender, 1 utility, 1 Chiefs vehicle
Station 2	3910 Railroad Flat Rd	Poor	Red Cross Response Trailer
<b>City of Angels Camp Fire Department</b>			
Station 1	1404 Vallecito Road	Good	One type I fire engine, one type III fire engine and three fire department staff vehicles
Station 2	200 Monte Verde Street	Good	One type I fire engine, one fire support van



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## Shared Facilities

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### Facility Sharing and Collaboration

Fire and EMS providers in the County rely on each other for mutual and automatic aid assistance to optimize response times and engage in sharing of fire station space with other organizations. Fire agencies throughout the County rely on CalFire for dispatching. Many providers share their stations with other agencies for occasional use. In addition to sharing of facilities the agencies practice extensive collaboration and participate in local and regional organizations.

- ❖ AMFPD keeps its Type 3 engine at the Murphys FPD Vallecito fire station.
- ❖ CFPD currently has a contractual agreement with Murphys FPD to share financial/bookkeeping services. The two agencies also share a common chief. CFPD and MFPD are working on a contract for sharing of other resources.
- ❖ EPFPD occasionally provides training to other EMS & fire providers at EPFPD facilities. EPFPD also jointly maintains a two-pad landing facility with USFS in Hathaway Pines
- ❖ FFPD provides strike team resources to Cal EMA. FFPD and JLFPD recently completed the consolidation process.
- ❖ JLFPD is currently working with the State to become a resource for Cal EMA for water, earthquake and fire rescue.
- ❖ MHFPD has a fuel reduction plan with CalFire and gave input on bridge closures in the County.
- ❖ MFPD regularly collaborates with fire service providers in the County for various grants. The District shares its Station 2 with Altaville-Melones FPD for engine storage. The classroom at Station 1 is used for various training classes sponsored by the Training Officer's Association, CalFire and USFS.
- ❖ SAFPD's Station 1 is used as a training center by Mother Lode Interagency Training Officer's Association.
- ❖ WFPD occasionally participates in joint training exercises with neighboring and other County providers.
- ❖ City of Angels FD's Station 1 is used for city council meetings and other organization meetings as requested. Station 2 is shared with the City's Police Department.

All local fire providers in Calaveras County are members of the California Fire Chief's Association. Similarly, all local fire providers in the County, with the exception of the City of Angels FD, are members of the Fire Districts Association of California. CCFRPD, CFPD and MFPD take part in the California Special District Association. AMFPD, EPFPD, MFPD, WFPD participate in the Motherlode Interagency Training Officers Association.

In addition:

- ❖ JLFPD is a member of National Fire Incident Command Team.

- ❖ West Point FPD participates in the Citizen Emergency Response Teams (CERT) and the Amador-Calaveras Consensus Group.
- ❖ SAFPD and MFPD are members of Mother Lode Interagency Training Officer's Association.
- ❖ MFPD is a member of the Nor Cal Training Officers Association.
- ❖ Ebbetts Pass FPD participates in the Emergency Medical Service Oversight Committee (EMSOC), Multi-Agency Coordinating Group (MAC), Local Continuing Quality Improvement (LCQI), Calaveras County Search and Rescue (CCSAR), Office of Emergency Services (County OES), Calaveras County Emergency Preparedness Healthcare Coalition (PPH), Citizen Emergency Response Teams (CERT), and Crisis Intervention Services Management (CISM).

All 11 local fire service providers in Calaveras County collaborated through the County Fire Chiefs' Association, and in 2012, all agencies were awarded a \$1.8 million SAFER Recruitment and Retention of Volunteer Fire Fighters grant. These funds will be used to implement a regional volunteer benefit program in order to retain existing firefighters and attract new volunteers. Benefits that are part of this regional program include insurance packages, childcare expenses, tuition assistance for higher education, and a Length of Service Award program or other retirement benefits, such as 401k contributions. Additionally, the grant includes a marketing program to recruit new volunteers through television advertising, an informational website and an online application process.

#### Facility Sharing Opportunities

Opportunities for future facility sharing include further access to station space for outside organizations and other fire providers, joint training opportunities, and additional ways of collaboration which would increase efficiency and safety.

- ❖ All of the agencies are working to implement a closest first responder dispatch system, which would provide more efficient services to customers and faster response times.
- ❖ CCFRPD's Station 4 in Glencoe is in a good location for sharing with Mokelumne Hill FPD and West Point FPD; some joint training sessions have already been held there.
- ❖ CFPD reported that co-location with CalFire is a possibility in the future. The Copperopolis CalFire station is located directly across the street from CFPD's Station 1 and it would be logical to have a single joint facility, as was reported by the District.
- ❖ FFPD and JLFPD recently completed the consolidation process.
- ❖ After the construction of living quarters at MFPD's station 1, the Calaveras County Sheriff's Office could use one of the offices for a sub-station.
- ❖ An opportunity for further facility sharing and collaboration may be a joint service endeavor between the City of Angels FD and Altaville-Melones FPD.

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## Service Adequacy

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This section contains a discussion on service adequacy indicators, which is intended to identify outliers—providers with relatively high service levels and those providers that could take steps to improve certain aspects of service provision. The fire and emergency medical service adequacy measures discussed here include firefighter certification rates, response times, ISO ratings, coverage adequacy, best management practices, and accountability indicators.

### Firefighter Certification

According to the California State Fire Marshal, all volunteer and call firefighters must acquire Firefighter I certification; however, there is no time limit as to how long they may work before attaining certification. Firefighter I certification requires completion of the 259-hour Firefighter I course, which includes training on various fireground tasks, rescue operations, fire prevention and investigation techniques, and inspection and maintenance of equipment. In addition to the course, Firefighter I certification also requires that the applicant have a minimum of six months of volunteer or call experience in a California fire department as a firefighter performing suppression duties.<sup>10</sup>

Among fire providers in Calaveras County, City of Angels Camp FD has the highest Firefighter I certification rate of 84 percent. JLFPD and FFPD also have some of the highest certification rates in Calaveras County of 80 percent for Firefighter I; JLFPD has the second highest rate of 72 percent for EMT I certification. MFPD has the highest EMT I certification rate of 73 percent. On the other side of the spectrum, CCFRPD has some of the lowest certification rates for Firefighter I and EMT I with 24 percent for both. The provider with the lowest EMT I certification rate of 20 percent is AMFPD.

### Response Times

Response times reflect the time elapsed between the dispatch of personnel and the arrival of the first responder on the scene. As such, response times do not include the time required to transport a victim to the hospital. The response times include the dispatching time of fire personnel. Response times are generally faster for more compact service areas and longer in large districts. Response times also vary depending on the number and location of stations and firefighters available.

Particularly in cases involving patients who have stopped breathing or are suffering from heart attacks, the chances of survival improve when the patient receives medical care quickly. Similarly, a quick fire suppression response can potentially prevent a structure fire from reaching the “flashover” point at which very rapid fire spreading occurs—generally in less than 10 minutes.<sup>11</sup>

The National Fire Protection Association (NFPA) has issued a performance standard for volunteer and combination fire departments (NFPA 1720). This standard, among other guidelines, identifies target response time performance for structure fires. The response

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<sup>10</sup> State Fire Marshall, Course Information and Required Materials, 2007, p. 44.

<sup>11</sup> NFPA Standard 1710, 2004.

time is measured from the completion of the dispatch notification to the arrival time of the first-responder at the scene. Though not a legal mandate, NFPA 1720 does provide a useful benchmark against which to measure fire department performance. NFPA 1720 recommends that the response times for structure fire be nine minutes in urban demand zones at least 90 percent of the time, 10 minutes in suburban zones at least 80 percent of the time and 14 minutes in rural zones at least 80 percent of the time. Response times in remote zones are directly dependent on travel distances.<sup>12</sup> All fire service providers in Calaveras County, except for the City of Angels Camp Fire Department, fall within the definition of a rural demand zone. The City of Angels Camp FD is an urban demand zone.

Emergency response time standards vary by level of urbanization of an area: the more urban an area, the faster a response has to be. Calaveras County is not broken down into wilderness, rural and urban designations for medical response time standards. Instead, Mountain Valley Emergency Medical Services Agency has divided Calaveras County into three zones for EMS and ambulance services. The northern and southern zones are served by American Legion and the eastern zone (which is the same as the EPPFD boundary area) is served by Ebbetts Pass FPD. In the northern and southern zones the response time guideline is 20 minutes 90 percent of the time, and 13 minutes 90 percent of the time in the eastern zone. These standards are intended for the ambulance contract providers; however, they indicate what is considered appropriate response times for medical emergencies.

Only EPPFD, CCFRPD and WPPFD were able to provide their median and 90<sup>th</sup> percentile response times. CalFire, being the agency that provides dispatch services for the local fire service providers in Calaveras County, tracks each incident’s response time for all fire agencies in the County. It also calculates average and 90<sup>th</sup> percentile response times, as shown in Figure 3-13.

**Figure 3-13: CalFire tracked response times**

Agency	Average response times	90th percentile response times
Altaville-Melones FPD	7.08	14.7
Central Calaveras FRPD	11.8	23.95
Copperopolis FPD	6.61	11.75
Ebbetts Pass FPD	5.25	12.5
Foothill FPD	5	10.35
Jenny Lind FPD	4.31	9.2
Murphys FPD	2.88	6.9
Mokelumne Hill FPD	5.61	10.2
San Andreas FPD	1.67	3.9
West Point FPD	6.45	14.75
Angels Camp FD	1.96	5.2

It should be noted that CalFire’s methodology for tracking response times differs from that of the agencies. While the agencies generally start timing from the time the engines leave the facility, CalFire starts timing after checking back in with the responder after dispatch, which is often when the District is already en route to the scene. Consequently, response times reported by CalFire for each incident tend to be shorter than those recorded by each district. In addition, if CalFire is busy with several incidents, logging arrival can be delayed. It is recommended

<sup>12</sup> Urban demand zone has population density of more than 1,000 people per square mile; suburban zone—between 500 and 1,000 people per square mile, rural zone—less than 500 people per square mile, and remote zone is identified by eight or more miles of travel distance to an incident.

that all fire providers track their response times for each incident and collaborate with CalFire on information and data exchange, which would allow for more structured response and enhanced efficiency and consistency.

According to CalFire, the shortest average response time of 1.67 minutes belongs to SAFPD. City of Angels Camp FD follows with an average response time of 1.96 minutes. On the other side of the spectrum is CCFRPD with an 11.8-minute average response time. In regards to the 90<sup>th</sup> percentile response times, the results are similar—the fastest performers are SAFPD and Angels Camp FD with 3.9 and 5.2 minutes, respectively. The longest 90<sup>th</sup> percentile response time of almost 25 minutes belongs to CCFRPD. CCFRPD is the only fire service provider in Calaveras County for which its 90<sup>th</sup> percentile response time does not meet Mountain Valley Emergency Medical Services Agency standards for response to medical emergencies.

### ISO Ratings

The Insurance Service Office (ISO), an advisory organization, classifies fire service in communities from 1 to 10, indicating the general adequacy of coverage. Communities with the best systems for water distribution, fire department facilities, equipment and personnel and fire alarms and communications receive a rating of 1. A Public Protection Classification (PPC) rating has a direct bearing on the cost of property insurance for every home and building in a community. In the case of split classifications, the first class generally applies to properties within five miles of a station and 1,000 feet of a hydrant. The second class applies to areas within five miles of a station but beyond 1,000 feet of a hydrant. Unlike the aforementioned NFPA performance standards that set different response time goals for volunteer and professional fire departments, ISO standards are the same regardless of staffing type and whether an area is rural or urban.

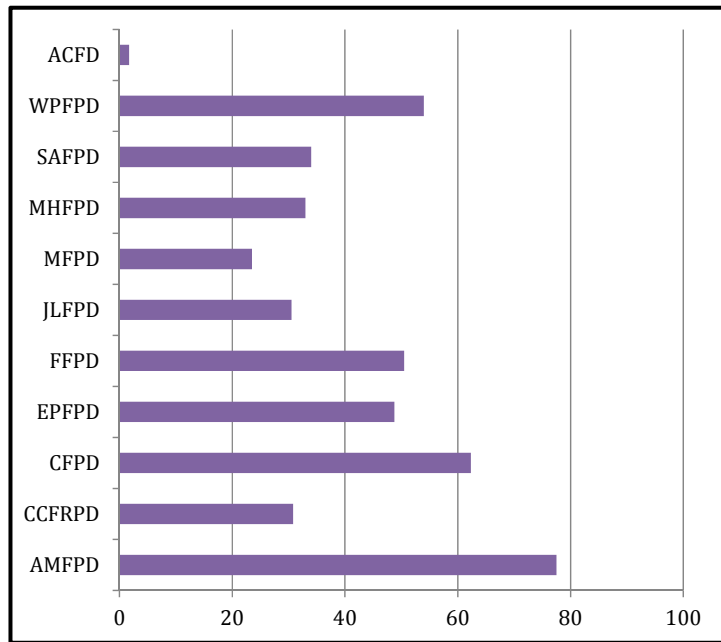
ISO ratings differ for every fire provider. Fire providers in Calaveras County have ISO ratings ranging from four to 10. Many providers have multiple ratings depending on the location of hydrants and stations in the area. The best ISO rating of four was received by Ebbetts Pass FPD in its more densely developed areas. Copperopolis FPD has an ISO rating of 10. Most of the districts in Calaveras County have a rating of eight in their rural and remote areas.

Coverage Adequacy

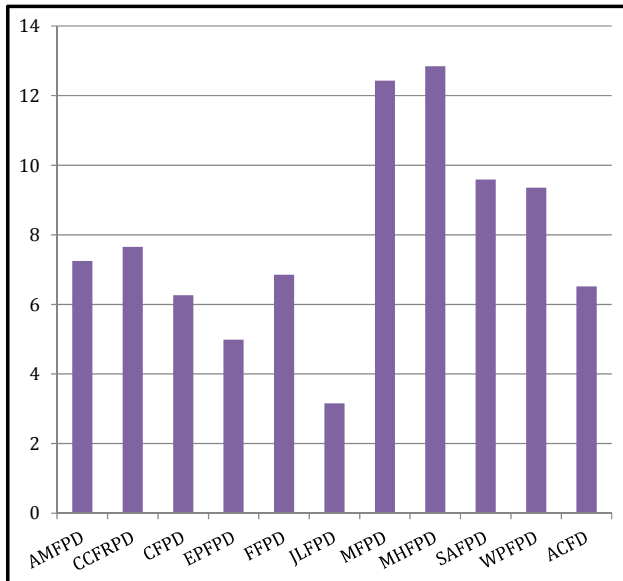
In urban areas, fire stations are typically located strategically within five minutes driving distance from potential victims. In rural areas, fire stations tend to be located strategically within 15 minutes driving distance. The driving distance is affected not only by the size of the service area, but also by congestion, topography and street layouts.

The service area sizes for each fire station differ for each fire provider, as shown in Figure 3-14. The median fire station in Calaveras County serves approximately 34 square miles. Altaville-Melones FPD serves the most expansive area of 77.5 square miles served per station on average. Densely populated areas tend to have smaller service areas. For example, the average service area for the City of Angels Camp is 1.75 miles per fire station.

**Figure 3-14: Service Area per Fire Station**



**Figure 3-15: Firefighters per 1,000 residents, 2012**



Calaveras providers rely primarily on volunteer and call firefighters. By comparison, in a mature urban area, the staffing configuration is typically four paid firefighters per station at all times.

The number of firefighters serving within a particular jurisdiction is another indicator of service adequacy; however, it is approximate. The providers' call firefighters may have differing availability and reliability. A district with more call firefighters could have fewer resources if scheduling availability (i.e., full-time work schedule) is restricted. Figure 3-15 illustrates the number of firefighters each provider has as a rate per 1,000 residents

served. Staffing levels in Calaveras vary from three call firefighters per 1,000 residents in Jenny Lind FPD to 13 in MHFPD.

Several districts expressed concerns about the increased requirements for volunteer and call personnel regarding training and protective equipment. These requirements are



making a once economical choice more costly, placing limits on the number of volunteer staff that can be maintained by each district.

Firefighters in Calaveras County vary in age from 16 to 83, with an extensive range of experience. The median age of a call firefighter in the County is 28. Rural providers tend to have a higher median age of call firefighters. Jurisdictions’ staffing levels have remained relatively constant, as the agencies have been able to fill open positions. While there are no reported formal retention programs, the providers’ staffing strategies are to retain trained staff and ensure that qualified and reliable staff continue to donate their time. As previously described, each fire provider has received grant funding and support to enhance volunteer firefighter recruitment and retention efforts.

Management

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

**Figure 3-16: Fire Agency Management Practices**

Management Practice	AMFPD	CCFRPD	CFPD	EPFPD	FFPD	JLFPD	MFPD	MHFPD	SAFPD	WFPD	ACFD
Evaluate Employees Annually	N	I	A	A	A	A	I	N	A	N	A
Prepare Timely Budget	A	A	A	A	A	A	A	A	A	A	A
Periodic Financial Records	A	A	A	A	A	A	A	A	A	A	A
Current Financial Records	A	A	A	A	A	A	A	A	A	A	A
Capital Planning	I	I	I	A	I	I	I	I	N	N	I
Advance Growth Planning	I	N	N	I	I	I	I	I	I	N	A

Note: A= Practiced adequately, I= Practiced, but improvement needed, N= Not practiced

An evaluation of the adequacy of management practices is shown in Figure 3-16. The first four indicators are self-explanatory. Adequate capital planning involves a multi-year capital improvement plan (or comparable planning effort) for capital replacement and, if relevant, expansion. Advance growth planning is adequate when it discloses existing capacity and anticipated needs throughout the existing service area.

Seven of the 11 providers evaluate staff at least annually. CCFRPD and MFPD reported completing evaluations of only paid personnel. AMFPD and WFPD do not perform employee evaluations.

Nearly all of the providers prepare timely budgets, complete financial audits on a regular basis and were able to provide up-to-date financial records. Although SAFPD possesses up-to-date financial records it has provided only partial financial data for this report.

Out of all reviewed providers, only EPFPD has adopted a formal capital improvement plan (CIP). AMFPD, FFPD, JLFPD, MFPD, and MHFPD plan for their capital improvements in their strategic plans. CCFRPD does not have a CIP, but plans for some of its equipment needs in the apparatus replacement plan. City of Angels Camp FD's and CFPD's capital improvement needs are included in each agency's annual budget. SAFPD and WFPD neither adopt capital improvement plans nor include their capital improvement needs in any other formal documents. It is recommended that all agencies adopt capital improvement plans to identify long-term financing needs and funding sources for these needs.

City of Angels Camp is the only agency that conducts advanced growth planning for its service area, including fire service area. AMFPD, EPFPD, FFPD, JLFPD MFPD, MHFPD, and SAFPD do limited growth planning in their respective strategic plans and/or through tracking planned developments within their service areas. CFPD is in the process of compiling a strategic plan where some of this growth planning may occur. CCFRPD and WFPD do not conduct growth planning or anticipate service needs throughout their service areas.

### Accountability and Governance

Accountability of a governing body is signified by a combination of several indicators. The indicators chosen here are limited to: 1) constituent interest in the agency's activities as indicated by presence of interested candidates for board elections, 2) agency efforts to engage and educate constituents through outreach activities, in addition to legally required activities such as agenda posting and public meetings, and 3) transparency of the agency as indicated by cooperation with the MSR process and information disclosure.

For all the local agencies reviewed in this report, the established manner of board selection is elections by the voters within the respective agency. In the event of an absence of interested candidates, the County Board of Supervisors appoints board members. If there is only one interested candidate, that person runs unopposed and becomes a board member. Generally, there is a lack of contested elections for all local fire providers in Calaveras County, similar to other rural counties in California. All current members of CCFRPD's governing body were appointed. One to two current directors in CFPD, MFPD, MHFPD, and City of Angels Camp were also appointed. The entire current governing bodies of AMFPD, FFPD, JLFPD, EPFPD, and WFPD were elected.

All agencies prepare and post meeting agendas and make minutes available as required. Additional outreach efforts include websites and educational and awareness programs. All the agencies conduct community outreach activities where they participate in community events and organize educational activities. Several providers have websites to offer information by way of constituent outreach, including CCFRPD, MFPD, City of Angels Camp, EPFPD, and WFPD. While there is a website with information regarding MHFPD, the content of the site is not determined by the District. The five other providers do not have websites. It is recommended that every public service provider maintain a website in order to keep constituents aware of the agency's activities.

Of the agencies reviewed in this report, a majority did not demonstrate accountability in their disclosure of information and cooperation with LAFCO during the MSR process. Only two agencies—EPFPD and the City of Angels—provided all the requested information

in timely manner. The rest of the districts showed only partial accountability as, although the requested information was eventually provided, multiple follow-up attempts were required. MHFPD failed to respond to several requests for information; however, the District ultimately provided the requested information. CCFRPD, JLFPD, and SAFPD failed to provide particular requested information, as indicated in the report as “not provided” in the text or with the abbreviation NP in the relevant figures.

During the review process it was also revealed that MHFPD had additional accountability issues. There have been complaints to the County District Attorney’s Office, the County’s Building Department, the California Division of Occupational Safety and Health Administration (Cal OSHA), the Civil Grand Jury and LAFCO alleging illegality in the governance and operation of MHFPD. Allegations against the District were related to violations of the Brown Act, illegally removing a Board member, failure to use a bidding process for hiring contractors, to name a few. The Civil Grand Jury released a final report in June 2013 regarding its review of MHFPD. Covered in the review were 1) Brown Act violations, including two different agendas for a meeting, playing audio recording of a closed session, and disclosing details and subject of a closed session, among others, 2) the Cal OSHA investigation, 3) lack of appropriate building permit during renovations, 4) lack of Americans with Disabilities Act (ADA) accessibility at the fire station, and 5) the need to enforce zero tolerance regarding firefighters responding to calls while under the influence of alcohol.

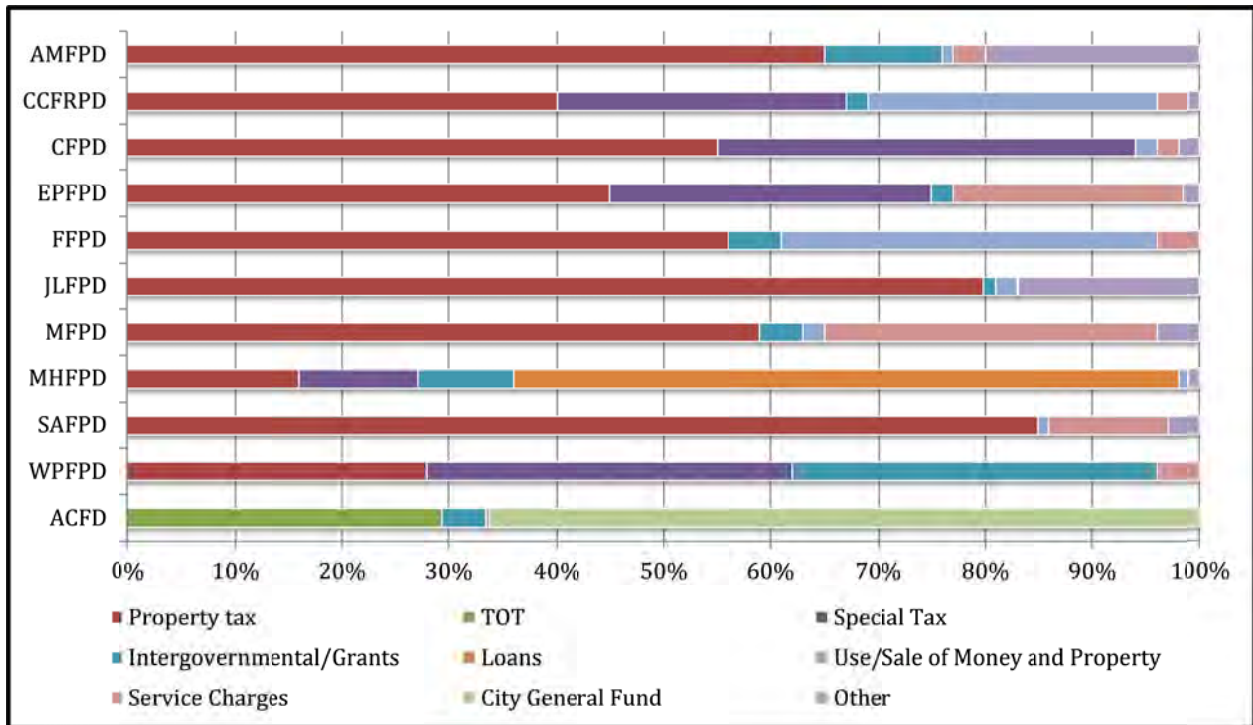
## **SERVICE FINANCING**

The financial ability of agencies to provide services is affected by available financing sources and financing constraints, as well as management practices. This section discusses the major financing constraints faced by fire service providers, identifies the revenue sources currently available to the service providers, and assesses the financial ability of agencies to provide services.

### Revenue Sources

Fire service providers rely on a variety of revenue sources to fund fire agency operating costs, primarily property taxes, special taxes, service charges, and intergovernmental funds and grants. The various funding sources for each fire agency are shown in Figure 3-17.

**Figure 3-17: Revenue Sources (FY 10-11)**



Approximately 70 percent of the Calaveras fire agencies’ operating budgets were funded through ad valorem property tax and special property tax revenues in FY 10-11. Service charges in the form of EMS billing revenue, reimbursement from the State for use of strike teams, and other charges for services constituted 13 percent of total revenue sources. The agencies periodically receive intergovernmental funds, grants and donations, when averaged out account for about four percent of the operating budget.

Fire funding sources differ markedly between the City of Angels Camp and the districts. The City relies heavily on General Fund revenues as well as transient occupancy tax (TOT) revenues, which the districts do not receive.

Ad Valorem Property Taxes

Property taxes made up 46 percent of revenues among the Calaveras fire providers. As a funding source, property taxes are constrained by statewide initiatives that have been passed by voters over the years.

Proposition 13, which California voters approved in 1978, limits the ad valorem property tax rate, limits growth of the assessed value of property, and requires voter approval of certain local taxes. Generally, this measure fixes the ad valorem tax at one percent of value, except for taxes to repay certain voter approved bonded indebtedness. In response to the adoption of Proposition 13, the Legislature enacted Assembly Bill 8 (AB 8) in 1979 to establish property tax allocation formulas. Generally, AB 8 allocates property tax revenue to the local agencies within each tax rate area based on the proportion each agency received during the three fiscal years preceding adoption of Proposition 13. This allocation formula benefits local agencies which had relatively high tax rates at the time Proposition 13 was enacted.

Proposition 98, which California voters approved in 1988, requires the State to maintain a minimum level of school funding. In 1992 and 1993, the Legislature began shifting billions of local property taxes to schools in response to State budget deficits. Local property taxes were diverted from local governments into the Educational Revenue Augmentation Fund (ERAF) and transferred to school districts and community college districts to reduce the amount paid by the State general fund. Local agencies throughout the State lost significant property tax revenue due to this shift.

Special Taxes and Benefit Assessments

**Figure 3-18: Special Taxes, FY 12**

The most significant financing constraints for fire and EMS services are legal requirements that limit property taxes and require voter approval of new taxes and tax increases. Five of the 10 special districts supplement funding with special tax revenue—Central Calaveras FRPD, Copperopolis FPD, Ebbetts Pass FPD, Mokelumne Hill FPD, and West Point FPD. MFPD attempted to pass a special tax measure twice; however, voters rejected it both times.

	Special Tax per Improved Parcel <sup>1</sup>	Last Updated	Adjusted for Inflation
CCFRPD	\$65	2008	
CFPD	\$150	1997, 2002	
EPFPD	\$128	1999, 2004	
MHFPD	\$75	2005	
WPFPD	\$79	2011	X

Notes: 1) Combined special tax levied for districts with two approved special taxes.

Of the five districts that levy a special tax, CFPD levies the largest sum at \$150 per improved parcel per year. This amount is a combination of two special taxes approved by CFPD voters. Ebbetts Pass FPD also levies two separate special taxes. Only WPFPD’s special tax was approved with the ability to adjust to account for inflation. WPFPD’s board may increase the special tax up to two percent in any given year; however, to date, the District has chosen not to increase the tax.

A special tax requires approval by two thirds of voters. Several fire districts in the State have also made use of benefit assessment revenue, which requires a simple majority for voter approval. West Point FPD voters passed a benefit assessment measure in 2006; however, the District was subsequently involved in multi-year litigation, which questioned the validity of the voter-approved benefit assessment, as the benefit to each parcel was purportedly general, not distinct as required by law. The Third Appellate Court found in favor of the plaintiff; however, the California Supreme Court dismissed that decision as moot. In response to the litigation, West Point FPD’s benefit assessment was allowed to expire in 2011, voters instead approved a special tax.

Service Charges

Service charges comprised 13 percent of revenues among the fire providers. Service charges include fees charged for contract services, fire inspection and building approvals, billing for providing emergency medical and ambulance services, reimbursement from the State for use of strike teams, and charges to non-residents for services rendered.

Of the service providers, only Ebbetts Pass FPD provides ambulance services, for which it charges.

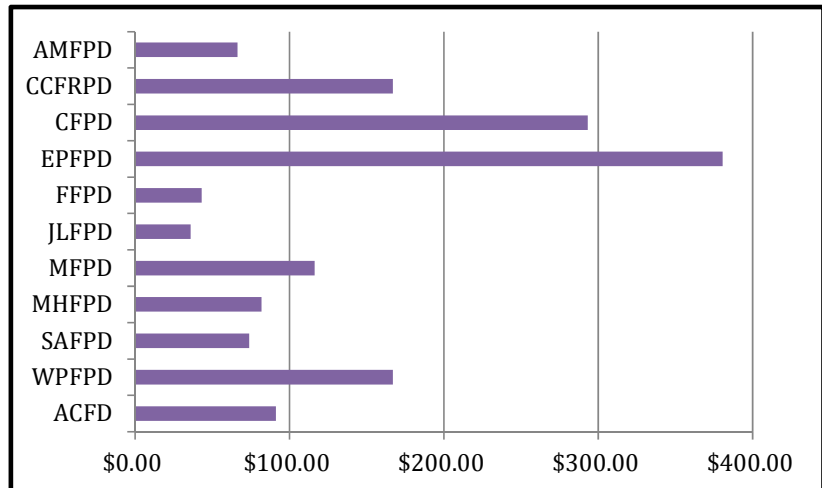
Each of the fire agencies occasionally respond to state fires with their strike teams and get reimbursed for it from the State of California Department of Forestry and Fire. District duty on a strike team or task force is compensated at predetermined rates depending on the rank of the firefighter and the type of the equipment used for the fire.

Of the 11 fire agencies, three agencies—Altaville-Melones FPD, San Andreas FPD, and Ebbetts Pass FPD—charge non-residents for certain services provided. San Andreas FPD charges for response to vehicle accidents involving non-residents, while Ebbetts Pass FPD charges for ambulance services to non-residents.

Operating Expenditures

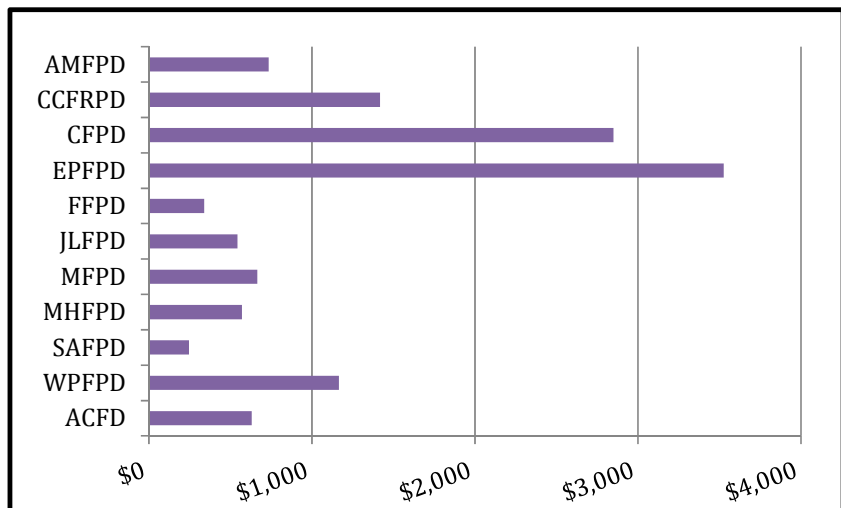
**Figure 3-19: Operating Expenditures per Capita (FY 10-11)**

The municipal fire providers in Calaveras County spent approximately \$8 million in FY 10-11 on fire operations, which is the equivalent of \$164 per capita. The median provider spent \$91 per capita. Operating expenditures per capita, shown in Figure 3-19, reflect the level of service for fire providers. The least amount of money per capita was spent by Jenny Lind FPD and Foothill FPD. Ebbetts Pass FPD expends the most per capita, as it provides additional ambulance services not provided by other agencies. Similarly, Copperopolis FPD spent on average more than other agencies in the County, as it offers a higher paid staffing ratio that provide advanced life support.



**Figure 3-20: Operating Expenditures per Service Call (FY 10-11)**

A similar situation exists with operating expenditures per service call, as is clear from Figure 3-20. Those agencies with the lowest expenditures per call tend to rely more heavily on volunteer and call firefighters, which greatly reduces costs. SAFPD has the lowest cost per call, most likely due to the low paid staffing level compared





to the large volume of calls received by the District. It should be noted that SAFPD did not provide its actual expenditures for FY 10-11, and these estimate are based on the District’s budget for FY 10-11. Ebbetts Pass FPD has the highest expenditures per service call, which are attributable to the additional ambulance services provided.

Capital Financing

Fire service providers in Calaveras County make use of reserve funds, grants, donations and loans for capital purchases.

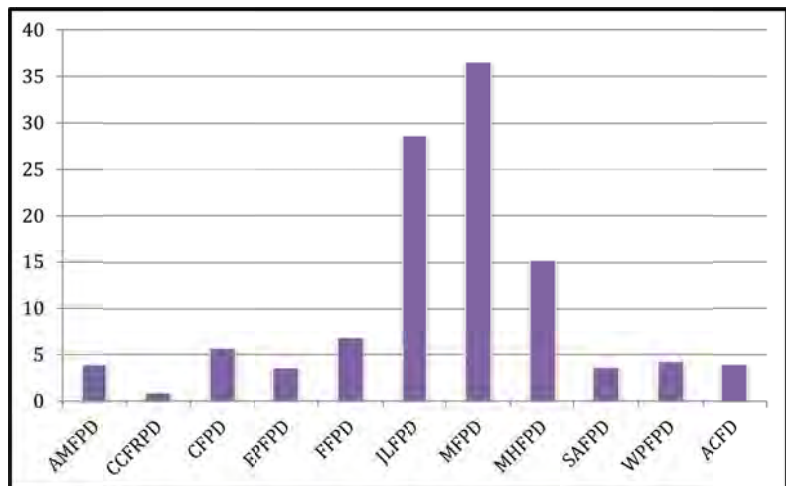
Very few of the fire agencies have adopted goals or policies regarding levels of reserves to be maintained; although, many have informal management practices to maintain certain reserve levels. Additionally, of the 11 fire agencies, only three (AMFPD, CCFRPD, and EPFPD) have some kind of current plan or capital improvement list in place, which indicates what level of reserves are necessary to fund future projects and purchases, in addition to weathering any kind of emergency.

Pre-planning for future capital improvement needs is considered a best management practice, which is recommended for all public agencies regardless of size. Capital improvement plans (CIP) can be tailored to the needs of the agency, but should include a list of anticipated replacement and improvement needs with an anticipated timeline for completion and a financial plan for achieving those goals. It is recommended that a CIP have a planning horizon of at least five years and be updated annually to reflect current conditions. An adequate CIP can minimize deferred maintenance, ensure that rates are set to cover anticipated costs, and curtail the need for indebtedness.

Fire providers rely on their financial reserves to weather recessions, to cover unexpected capital projects and as a form of savings to accumulate what is needed to make required capital improvements or replacements. Unrestricted financial reserves reflect savings that can be used for any fire-related purpose, and are the most flexible funds and most useful for sustaining service levels during tough economic times or for unanticipated capital projects. Restricted reserves are dedicated to a Board-designated use, such as future capital improvements. Combined restricted and unrestricted reserves in terms of months of operating expenditures for each agency are shown in Figure 3-21.

**Figure 3-21: Reserve Levels, FY 10-11**

MFPD has the highest reserve levels among the 11 providers with funds to cover over three years of operating expenditures; however, this district is also one of the few agencies that maintains several reserve funds earmarked for various capital improvement purposes. JLFPD also maintains comparatively high reserves; the District indicated that it planned to spend down these reserves in



the coming year for some capital improvements and additional staffing.

### Gann Limit

Proposition 4 was passed by California voters in 1979, defining what is referred to as the Gann Limit—a spending limit for government services funded by the proceeds of taxes, including property taxes. The limit, originally computed in FY 1978-79, increases annually with cost-of-living and population growth.

State law requires that each agency calculate its annual appropriations limit as part of its annual financial audit.<sup>13</sup> Additionally, the governing body of each local jurisdiction is required to establish by resolution its appropriations limit and make other necessary determinations for the following fiscal year.<sup>14</sup> In addition to being required by law, it is a recommended practice that each agency identify their Gann Limit as part of the budget process to ensure the limit will not be exceeded prior to adoption of the budget and start of the fiscal year.

It appears that of the 11 agencies reviewed here, only four (AMFPD, CFPD, FFPD and SAFPD) identify their Gann Limit as part of their annual audit. JLFPD has incorrectly stated in its annual audit that it was not subject to the Gann Limit. While both the City of Angels Camp and MFPD do not address their appropriations limit as part of the annual audits, both annually adopt a limit through a resolution process prior to the start of the fiscal year.

Notably, CFPD exceeded its Gann Limit in FYs 06 and 07; consequently, the District presented a measure to the voters in 2009 to increase the District's appropriation limit by an additional \$550,000 for each of the fiscal years from FY 06 to FY 14. Again, in 2012, the district voters reapproved the additional appropriations limit. All other districts that report their Gann Limit as part of the annual audit were well within the identified appropriations limit. While, there is little concern that agencies are currently exceeding their appropriations limits given the recent recession, resulting in decline in revenue sources, conservative spending on the part of the agencies, and use of reserves to cover expenditures, it is required that each local agency identify its appropriations limit. Consequently, it is recommended that all of the fire agencies ensure that State legal requirements are being met annually prior to the start of the fiscal year and in annual audits.

### Financial Ability

All providers' financial ability to provide services is constrained by available revenues and legal limitations on revenue increases. Most of the agencies reviewed in this report have experienced declines in revenues, due to declines in property values, in the face of a growing demand for services. The financial situation of the fire providers has been impacted by a number of significant expenditure increases, including fuel, apparatus maintenance, liability insurance, physicals, training, and personal protective equipment costs.

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<sup>13</sup> California Constitution, Article XIII B §1.5.

<sup>14</sup> California Government Code §7910(a).

With the exception of AMFPD and the City of Angels Camp, the agencies generally reported that current financing levels were not adequate to provide the fire protection service levels desired, and indicated that additional funding to offer paid staffing was needed to provide adequate service levels to meet both existing and future demand. Available financing does not yield adequate revenues to transition from call to paid firefighters. Service levels are minimal; however, providers have been proactive in finding new revenue sources such as special taxes and grants.

Service providers need to evaluate and update special taxes to ensure that they are achieving cost recovery, and should index rates to increase automatically with inflation. Additionally, agencies should consider charging non-residents for services rendered in order to recoup costs for which these customers are not paying through property taxes.

## **GOVERNANCE STRUCTURE OPTIONS**

This section discusses issues with and alternatives to the current organization of fire service in Calaveras County in light of current financial constraints and anticipated demand. It identifies options to the current government structure of fire provision, including consolidation of service providers.

Generally, consolidation of fire providers promotes efficiency, professionalism and public safety. The primary benefit of consolidation is economies of scale, which may be achieved in several areas. Larger fire providers can more efficiently coordinate deployment of fire personnel when multiple incidents occur simultaneously or large incidents occur, as they control staffing at a greater number of adjacent fire stations. Consolidation may offer opportunities to share and/or reconfigure fire station locations and apparatus, particularly in the more urbanized portions of the County. This may apply to training and communication facilities, as well as fire stations. Newly consolidated districts reported observing cost savings from reduced management personnel and insurance costs.<sup>15</sup> Other cost saving opportunities may be the closing of redundant stations and the elimination of surplus administrative staff. Combining resources may allow districts to sell surplus vehicles, reducing the overall age of fleet.

A majority of the districts in the County rely on part-time administrative staff, including chiefs and other officers. This staffing constraint limits public access to staff and minimizes the time these staff can direct towards professional management efforts, such as strategic planning. Through sharing of full-time administrative staff, consolidation could allow for a higher degree of management and improved accountability to the public. Additionally, larger more professionally run agencies have greater public visibility and invite greater public interest in their operations. As these providers consolidate and grow, enhanced accountability will be required.

Consolidation could take many forms legally and geographically. There are three basic legal approaches: consolidate providers into a newly formed fire district with an independently elected board, consolidate providers into existing fire agencies, and formation of a joint powers authority for provision of fire service. Consolidation into a

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<sup>15</sup> Marin LAFCO, 2004.

newly formed fire district has the advantages of offering local control and accountability to participating areas and the opportunity to develop funding and service configuration approaches that benefit all participants. Consolidation into an existing agency has the advantages of fewer transition costs; disadvantages include pre-existing financing structures that limit compatible consolidation partners, as well as reduced local control and accountability for consolidating agencies. A joint powers authority offers the advantages of a more ephemeral and potentially more limited consolidation (e.g., training), continued accountability and local control, and a potential structure to overcome inherent financial incompatibilities among the providers towards future consolidation.

There are two basic geographic approaches to consolidation: a more regional approach among neighboring providers and countywide.

The advantage of focusing on neighboring agencies is that these providers are more likely to have compatible needs with respect to service level enhancements and available financing; whereas, agencies with different land use composition, demand, and service levels may lack the compatibility necessary to reap any benefits from consolidation. Consolidation of similar providers that already conduct mutual and automatic aid response for one another, and participate in other joint activities, such as training, could potentially reduce administrative, training and facility costs, capitalize on pooled resources, and promote more comprehensive planning efforts for fire service facilities and needs in each sub-area/region of the County. These regional consolidations would likely consist of the following groupings, based on history of collaborations and similarity in geography and service levels:

- ❖ **Northwestern Calaveras:** Foothill FPD and Jenny Lind FPD originally established a JPA through which the two districts shared in administration costs. The two districts recently completed the consolidation process.
- ❖ **SR 4 Corridor:** There is the potential of consolidation of Murphys FPD, Altaville-Melones FPD and Copperopolis FPD. Both MFPD and AMFPD expressed the desire to include each other's boundary areas in their SOIs as a first step towards consolidation. In addition, Murphys FPD is looking into a cooperative fire services agreement with Copperopolis FPD, with which it already has a common chief. However, because Copperopolis FPD is a member of Calpers, while Murphys FPD is not, the two districts may have to reconcile this difference first before proceeding with consolidation. Additionally, given that Altaville-Melones FPD service area encompasses the City of Angels Camp, the two agencies play close supporting roles within each other's service areas, and AMFPD's station is located inside the city limits, there may be an opportunity for consolidation of some portions or all of the two agencies' fire-related services. It may also be appropriate to include Ebbetts Pass FPD in this potential consolidation; however, the District serves an isolated area along the eastern border of the County with low residential density and different service challenges than the other districts considered here. Additionally, Ebbetts Pass FPD, similar to Copperopolis FPD, is also a member of Calpers.
- ❖ **SR 26 Corridor:** Given the geographical proximity and close working relationship of Mokelumne Hill FPD, Central Calaveras FRPD and West Point FPD, these districts may be suitable for consolidation. These providers generally served small rural

areas with limited resources to provide adequate financing for services. The districts conduct extensive joint training exercises, and appear generally compatible, based on similarity of service levels and service areas. The districts have had informal discussions; all parties are reportedly interested in enhancing sharing and collaboration through shared resources and joint training. The districts are looking into a shared services agreement; however, there has been no outcome to these negotiations to date. While land use in the San Andreas area is somewhat denser than the rural communities served by Mokelumne Hill FPD, Central Calaveras FRPD and West Point FPD, it may be appropriate for San Andreas FPD to be considered for inclusion in this regional consolidation, given that SAFPD responds regularly within MHFPD's and CCFRPD's bounds through mutual aid.

Countywide consolidation of all of the fire providers is an option. The fire agencies have demonstrated extensive collaboration with one another in the form of joint grant applications and a future response system, which may be indicative of the potential for consolidation of all providers countywide. The fire agencies have agreed to begin a response system where both the nearest provider and the provider having jurisdiction are dispatched simultaneously to allow for faster response times and enhanced efficiency. It is anticipated that this will be implemented over the next year. This is a significant step towards countywide consolidation, given that in essence bounds will no longer determine the first responder to an incident. However, there are several challenges to countywide consolidation, including differing conditions among the various providers, such as service levels, funding sources, retirement plans, and demand levels.

The providers appear to be open to consolidation in some form and have initiated informal discussions among one another. It is recommended that consolidation be encouraged while the timing appears to be ripe.

## 4. ALTAVILLE-MELONES FIRE PROTECTION DISTRICT

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Altaville-Melones Fire Protection District (AMFPD) provides structure fire, wildland fire, and vehicle fire suppression, and emergency medical services. In addition, the District responds to boating accidents on New Melones Lake.

### AGENCY OVERVIEW

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#### Background

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AMFPD was formed in 1941 for the purpose of providing fire protection to the residents of the District.

The principal act that governs the District is the Fire Protection District Law of 1987.<sup>16</sup> The principal act empowers fire districts to provide fire protection, rescue, emergency medical, hazardous material response, ambulance, and any other services relating to the protection of lives and property.<sup>17</sup> Districts must apply and obtain LAFCO approval to exercise services authorized by the principal act but not already provided (i.e., latent powers) by the district at the end of 2000.<sup>18</sup>

AMFPD is located in the southeastern portion of Calaveras County. The District surrounds the City of Angels Camp. AMFPD borders Copperopolis FPD in the south, San Andreas FPD in the northwest, Central Calaveras FRPD in the north, Murphys FPD in the northeast, and Tuolumne County in the southeast.

#### Boundaries

AMFPD is entirely within Calaveras County. The present bounds encompass approximately 77.5 square miles and include New Melones Lake and the communities of Altaville, Fricot City and New Melones Camp Ground.

Since its formation, the District has undergone six detachments and one annexation. The detached areas were annexed by the City of Angels Camp. The annexation took place in 2000 and included territory that previously belonged to County Fire. District's boundary changes are shown in Figure 4-1.

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<sup>16</sup> Health and Safety Code §13800-13970.

<sup>17</sup> Health and Safety Code §13862.

<sup>18</sup> Government Code §56824.10.



**Figure 4-1: AMFPD List of LAFCO Approved Border Changes**

<i>Project Name</i>	<i>Type of Action</i>	<i>Year</i>	<i>Recording Agency</i>
Altaville-Melones FPD	Formation	1941	LAFCO
Mark Twain	Detachment	1961	BOE
Altaville	Detachment	1972	BOE
Stelte Park Subdivision Unit 3	Detachment	1983	BOE
Greenhorn Creek Reorganization	Detachment	1994	BOE
Spray Waste Field Reorganization	Detachment	1994	BOE
City of Angels Old Hwy 4/Crespi Reorg	Detachment	1998	BOE
Calaveras County Fire Reorganization #1	Annexation	2000	BOE

*Sphere of Influence*

In 2005, during the SOI updates, LAFCO chose to keep AMFPD’s sphere of influence coterminous with its boundaries.

*Extra-territorial Services*











The District has mutual and automatic aid agreements with neighboring fire service providers, such as Murphys FPD, Angles Camp FD, and San Andreas FPD, and as such, occasionally responds outside its boundaries in these areas. AMFPD also occasionally responds to wildland fires throughout the State.

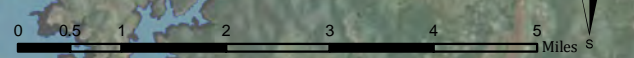
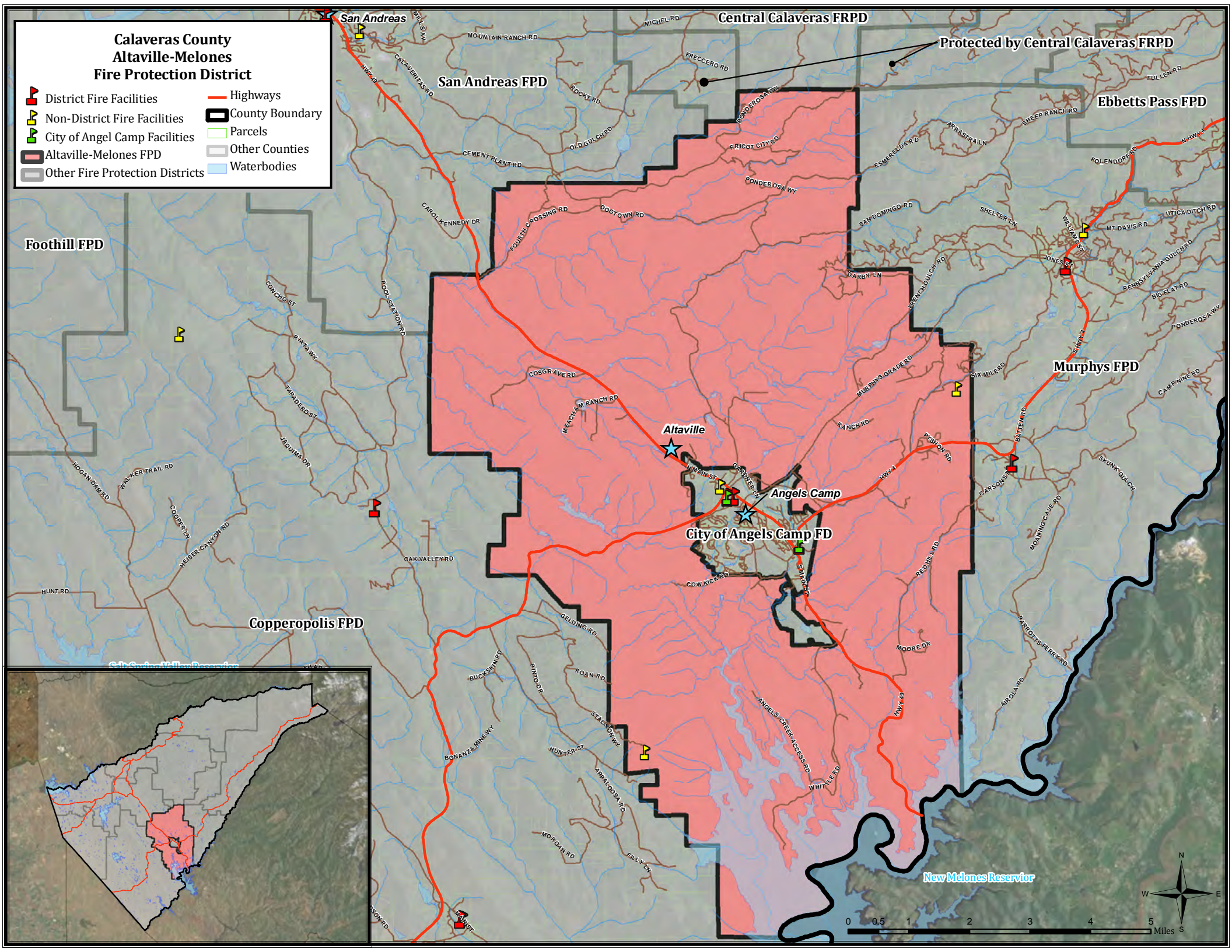
*Areas of significance*

An area of significance for AMFPD is the territory of Murphys FPD. The two districts have strong collaborative ties and are considering consolidation, along with Copperopolis FPD.



# Calaveras County Altaville-Melones Fire Protection District

-  District Fire Facilities
-  Non-District Fire Facilities
-  City of Angel Camp Facilities
-  Altaville-Melones FPD
-  Other Fire Protection Districts
-  Highways
-  County Boundary
-  Parcels
-  Other Counties
-  Waterbodies





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## Accountability and Governance

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

The principal act orders that the board of directors of a fire protection district must have an odd number of members, with a minimum of three and a maximum of 11 members. Directors may be appointed or elected.<sup>19</sup> AMFPD is governed by a three-member board of directors elected at large to staggered four-year terms. Current board member names, positions, and term expiration dates are shown in Figure 4-3.

The Board meets on the fourth Wednesday of every month at 5:30 in the afternoon at the District's office. Board meeting agendas are posted at the AMFPD office and post office in Altaville, and mailed to the mailing list. Minutes are also mailed to the mailing list and available upon request.

**Figure 4-3: Altaville-Melones Fire Protection District Governing Body**

<b>Altaville-Melones FPD</b>				
<b><i>District Contact Information</i></b>				
<b>Contact:</b>	Jim Rosbrook, Chief			
<b>Address:</b>	122 South Main Street, Angels Camp, CA 95221			
<b>Telephone:</b>	209-736-4461			
<b>Email/website:</b>	<a href="mailto:amfdchief@goldrush.com">amfdchief@goldrush.com</a>			
<b><i>Board of Directors</i></b>				
Member Name	Position	Term Expiration	Manner of Selection	Length of Term
Don Pierano	Secretary	December 2013	Elected	4 years
Don Warner	Chair	December 2015	Elected	4 years
Mike Fullaway	Director	December 2013	Elected	4 year
<b><i>Meetings</i></b>				
<b>Date:</b>	Fourth Wednesday of every month at 5:30PM.			
<b>Location:</b>	Meetings are held at the District's office.			
<b>Agenda Distribution:</b>	Posted at the office, Altaville post office and mailed to mailing list.			
<b>Minutes Distribution:</b>	Mailed to mailing list and available upon request.			

In addition to the required agendas and minutes, the District tries to reach its constituents through fundraisers held by the firefighters association and educational activities in schools.

If a customer is dissatisfied with the District's services, complaints may be submitted in writing and addressed to the Board of Directors. The District's chief and administrative

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<sup>19</sup> Health and Safety Code §13842.

captain are responsible for handling complaints. The District reported that there were no complaints in 2011.

During the course of this MSR process AMFPD demonstrated partial accountability in its disclosure of information and cooperation with Calaveras LAFCO. The District responded to the initial questionnaires and cooperated with interview and document requests; however, follow-up questions and profile review required multiple follow-up attempts.

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## Planning and Management Practices

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

The District's mission statement states: The Altaville-Melones Fire Protection District is committed to protecting the people and property within our community. We will be responsive to the needs of our citizens by providing rapid, professional, humanitarian services essential to the health, safety and well-being of the community.

AMFPD has 20 staff members—one chief and 18 volunteers. The fire chief is a part-time paid employee who contributes 30 hours a week. Volunteer firefighters do not get compensated. The District receives secretarial services from Murphys FPD through a contract.

The chief is responsible for day-to-day operations, and reports to the chief. Volunteer firefighters are overseen by the chief. The District's management practice is to have the Board evaluate the chief, who in turn evaluates the volunteers. However, evaluations have not taken place for the last few years. AMFPD reports that there has been no need for evaluations as no problems have arisen.

AMFPD reported that it did not perform formal evaluations of overall district performance, such as benchmarking or annual reports. The District tracks its employee workload through incident and training logs. Logs, as reported by the District, help assign appropriate people to specific duties, thus increasing efficiency.

The District's financial planning efforts include an annually adopted budget and annually audited financial statements. AMFPD does not adopt a capital improvement plan (CIP), but plans its capital improvements in its strategic plan. The most recent strategic plan was adopted in 2008 and has a planning horizon five years. The District attempts to update its capital improvement needs annually.

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## Existing Demand and Growth Projections

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

### Land Use

Land uses within the District consist of general agriculture, agricultural preserve, residential agriculture, and residential. The District's bounds encompass approximately 77.5 square miles.

### Population

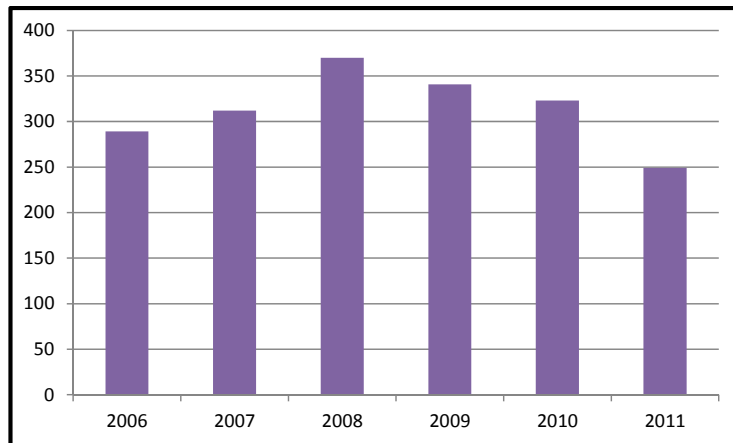
There are approximately 2,759 residents within the District, based on census block group population in the 2010 Census.<sup>20</sup> The population density within the District is 36 people per square mile.

### Existing Demand

The District reported that its peak demand times occurred from four in the afternoon to midnight, and during weekends. Calls for medical emergencies are consistently high in volume throughout the year, similar to other fire service providers in the region.

**Figure 4-4: AMFPD Number of Calls by Year, 2006-2011**

The District reported that it had observed a decrease in service demand in the last few years. As shown in Figure 4-4, the number of calls has consistently declined between 2008 and 2011. The initial drop in service demand coincides with the start of the economic recession in 2008, and could be explained by residents leaving the area.



### Projected Growth and Development

AMFPD anticipates moderate growth in population and similarly in service demand within the District in the next few years. The District reported that it forecasts growth and service demand through its strategic plan. However, no formal population projections have been made by AMFPD. There are currently 120 acres for sale to a developer near the Vallecito area, by the District's border with Murphys FPD. In addition, a five-acre parcel is anticipated to be developed in Carson Hill.

The District reported that it had sufficient capacity to serve anticipated future growth, as it previously had been able to handle a higher volume of calls. AMFPD did not identify any areas within its future growth area to which it would be difficult to provide an adequate level of service.

The State Department of Finance (DOF) projects that the population of Calaveras County will grow by eight percent in the next 10 years. Thus, the average annual

<sup>20</sup> Census Block Groups 1 and 2 in Census Tract 1.21 and Census Block Groups 1 and 2 in Census Tract 1.22, minus population of the City of Angels Camp in Calaveras County.

population growth in the County is anticipated to be approximately 0.8 percent. Based on these projections, the District's population would increase from 2,759 in 2010 to approximately 2,980 in 2020. It is anticipated that demand for service within the District will increase minimally, based on the DOF population growth projections through 2020.

### Growth Strategies

The District is not a land use authority, and does not hold primary responsibility for implementing growth strategies. The land use authority for unincorporated areas is the County. The County's General Plan is presently being updated. Some of the fire districts reported that the County sought input from them on General Plan update. AMFPD did not provide input on the General Plan update.

With regard to possible governance structure alternatives, there is a potential for consolidation of Murphys FPD with Altaville-Melones FPD. Both districts have expressed the desire to include each other's boundary areas into their respective SOIs as a first step towards consolidation. It was previously reported that AMFPD may also become a party in the reorganization that was being considered by Copperopolis FPD and Murphys FPD; however, as of the revision of this report, discussions regarding reorganization had ceased.

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## Financing

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

The District reported that its financing levels were adequate to deliver services. Negative effects of the recession are mitigated by revenues received from service charges collected from non-residents.

The District's revenue in FY 10-11 was \$100,482, of which 65 percent was received from property taxes, 11 percent from intergovernmental revenues, one percent from use of money and property, three percent from charges for services, and 20 percent from other revenues.

The District's general operations are funded primarily by property taxes. AMFPD charges fees for providing services to non-residents. The District also occasionally responds to state fires with its fire engine and gets reimbursed for it from the State of California.

AMFPD's expenditures amounted to \$183,896 in FY 10-11—25 percent was spent on salaries and benefits, 63 percent on services and supplies, and 12 percent on debt service.

The District's long-term debt consisted of a loan for a fire engine. In 2008, the District obtained financing from Municipal Finance Corporation for a fire truck. The lease required three annual payments of \$21,929, including interest and matured in March 2011. The final lease payment was made in January 2011.

The District has a formal policy to maintain financial reserves for capital and contingency purposes. One of the financial reserve funds had a balance of \$60,000 at the end of FY 10-11, which is earmarked for future capital improvement needs. The second minor reserve account contains a small amount of money for contingencies.



The District does not participate in any joint power authorities (JPAs) or other joint financing mechanisms.

## FIRE AND EMS SERVICES

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### Service Overview

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AMFPD provides comprehensive fire protection services to residents of the District. A detailed description of the services offered by AMFPD is shown in Figure 4-5.

The District receives secretarial services from Murphys FPD through a contract.

**Figure 4-5: AMFPD Service Matrix**

Service	Provided ?
Structural fire protection	Yes
Wildland fire protection	Yes
Vehicle fire protection	Yes
Ladder truck capabilities	No
Emergency medical services	Yes
Basic life support	Yes
Advanced life support	No
Advanced life support transport	No
Hazardous materials emergency response	Yes
Fire prevention	Yes
Fire safety education	Yes
First responder swift water and low angle rope rescue	Yes
Public service assists	Yes
Oxygen filling for breathing apparatuses	Yes
Helicopter facilities	No
Jaws of Life tools	Yes
Response to boating accidents	Yes
Water rescue	Yes
Dive and ice rescue	No
Fire investigation	Yes
Home inspections	No

### Collaboration

AMFPD reported that it had automatic aid agreements with Murphys FPD, Angels Camp FP, and San Andreas FPD. In addition, the District is currently working on an automatic aid agreement with Copperopolis FPD. AMFPD maintains a master mutual aid contract with the State of California.

AMFPD participated in the countywide grant (regarding volunteer recruitment funding) through the Calaveras Fire Chiefs Association. The District also took part in the countywide water tender program, and is a member of the Fire Districts Association of California.

The District is working with all other agencies in the County to set up a countywide closest-unit response system. Under this system both the nearest agency and the agency with jurisdiction would be dispatched to each incident. The Chiefs of each of the agencies have agreed to this, and are working to implement the change over the next year.

With regard to facility sharing, the District keeps its type 3 engine at Murphys FPD fire Station 2. An opportunity for further facility sharing and collaboration may be a joint service endeavor with the City of Angels Camp where AMFPD has a station. At present, there have been no discussions with the City regarding a joint service endeavor. The District and the City have an automatic aid agreement through which the two agencies support one another.

### Dispatch and communications

The District's emergency dispatch and communication needs are served through a Calaveras County contract with the California Department of Forestry and Fire Protection's (CalFire) Emergency Command Center (ECC) in San Andreas. There is currently no fee charged to local government fire protection agencies by Calaveras County for this service.

Dispatching is handled through joint use of the command frequency assigned to the Tuolumne-Calaveras Unit. The CalFire, Office of Emergency Services and County assigned tactical frequencies are also available for local use.

The Calaveras County Sheriff's Office serves as the Primary Public Safety Answering Point where all landline calls within the County are originally directed. Fire incidents are directed to the ECC. Volunteers are alerted by "pager."

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## Staffing

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AMFPD has 20 sworn personnel— one chief and 18 volunteers. The fire chief is a part-time paid employee. Volunteers do not get compensated.

The median age of the firefighters is approximately 25 according to the District, with a range from 18 to 70. To recruit more volunteers, the District is relying on funding from the recently awarded countywide SAFER Recruitment and Retention of Volunteer Firefighters grant.

According to the California State Fire Marshal, all paid, volunteer and call firefighters must acquire Firefighter I certification; however, there is no time limit as to how long they may work before attaining certification. Firefighter I certification requires completion of the 259-hour Firefighter I course, which includes training on various fireground tasks, rescue operations, fire prevention and investigation techniques, and inspection and maintenance of equipment. In addition to this course, Firefighter I certification also requires that the applicant have a minimum of six months of volunteer or call experience in a California fire department as a firefighter performing suppression duties.<sup>21</sup> AMFPD has eight Firefighter I and 4 EMT I certified personnel.

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<sup>21</sup> State Fire Marshal, *Course Information and Required Materials*, 2007, p. 44

AMFPD conducts a majority of its training in house. Firefighters are required to train eight to 12 hours per month. Training needs have recently increased with the District having acquired additional staff.

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## Facilities and Capacity

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AMFPD owns and operates one fire station built in 1951, which was reported to be in excellent condition. The station is staffed Monday through Friday from 8am to 5pm by two part-time staff. The District's station houses three fire engines, three administration vehicles, one rescue vehicle, and one water tender.

For water supply, the District uses its own 3,200-gallon water tender, as well as water tenders that belong to neighboring fire districts and are accessible through mutual aid, and three private water tenders available to AMFPD. Some subdivisions within the District have fire hydrants.

Currently, district facilities have sufficient capacity to provide adequate services within its current service area and future growth areas. No need for additional stations was identified. The District's station is in excellent working condition. Current response times meet Mountain Valley Emergency Medical Services Agency standards for response to medical emergencies.

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## Infrastructure Needs

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AMFPD did not identify any short-term infrastructure needs. Long-term needs outlined in the strategic plan include constructing onsite living quarters at Station 1, purchasing an emergency stand-by generator for Station 1, purchasing exhaust extractors (or alternatives), purchasing washer/extractor for personal protection equipment, and continuing the upgrade/replacement of the communications equipment.

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## Challenges

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One of the challenges identified by AMFPD is the decrease in revenues, due to the recent economic recession.

Areas in the northern part of the District were reported to be the most challenging to serve, in particular the area at the far eastern end of Fricot City Road.

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## Service Adequacy

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

Fire services in the communities are classified by the Insurance Service Office (ISO), an advisory organization. This classification indicates the general adequacy of coverage, with classes ranking from 1 to 10. Communities with the best fire department facilities, systems for water distribution, fire alarms and communications, and equipment and personnel receive a rating of 1. AMFPD has an ISO rating of five in urban areas and eight in rural areas. The District was last evaluated in 2004.

The National Fire Protection Association (NFPA) has issued a performance standard for volunteer and combination fire departments (NFPA 1720). This standard, among other guidelines, identifies target response time performance for structure fires. The response time is measured from the completion of the dispatch notification to the arrival time of the first-responder at the scene. Though not a legal mandate, NFPA 1720 does provide a useful benchmark against which to measure fire department performance. NFPA 1720 recommends that the response times for structure fire be nine minutes in urban demand zones at least 90 percent of the time, 10 minutes in suburban zones at least 80 percent of the time and 14 minutes in rural zones at least 80 percent of the time. Response times in remote zones are directly dependent on travel distances.<sup>22</sup> All fire service providers in Calaveras County, except for the City of Angels Camp Fire Department, fall within the definition of a rural demand zone. The City of Angels Camp FD is an urban demand zone.

Emergency response time standards vary by level of urbanization of an area: the more urban an area, the faster a response should be. Calaveras County is not broken down into wilderness, rural and urban designations for response time standards like other counties. Instead, Mountain Valley Emergency Medical Services Agency has divided Calaveras County into three zones for EMS and ambulance services. The northern and southern zones are served by American Legion and the eastern zone (which is the same as the Ebbetts Pass FPD boundary area) is served by Ebbetts Pass FPD. In the northern and southern zones the response time guideline is 20 minutes 90 percent of the time, and 13 minutes 90 percent of the time in the eastern zone. These standards are intended for the ambulance contract providers; however, they indicate what is considered appropriate response times for medical emergencies.

The District does not track response times for each incident. CalFire tracks response times for AMFPD incidents. It should be noted that CalFire's methodology for tracking response times differs from that of the districts. While the districts generally start timing from the time the engines leave the facility, CalFire starts timing after checking back in with the responder after dispatch, which is often when the District is already en route to the scene. Consequently, response times reported by CalFire for each incident tend to be shorter than those recorded by each district. It was reported that in 2011 the District's average response time was 7.08 minutes and the 90<sup>th</sup> percentile response time was 14.7 minutes. An area that AMFPD can improve upon is tracking its response times, being aware of its average, median and 90<sup>th</sup> percentile response times and collaborating with CalFire on data exchange, which would allow for more structured response and enhanced efficiency and consistency.

The service area size<sup>23</sup> for each fire station varies between fire districts. The median fire station in Calaveras County serves approximately 34 square miles. Although EPFPD serves the most expansive area (195 square miles), AMFPD stations serve larger area per station, with 77.5 square miles served per station on average. Densely populated areas tend to

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<sup>22</sup> Urban demand zone has population density of more than 1,000 people per square mile; suburban zone—between 500 and 1,000 people per square mile, rural zone—less than 500 people per square mile, and remote zone is identified by eight or more miles of travel distance to an incident.

<sup>23</sup> Service area refers to the area that the agency will respond to, based on a first responder map used by the Sheriff's office.

have smaller service areas. For example, the average service area for the City of Angels Camp Fire Department's fire station is 1.75 square miles.

The number of firefighters serving within a particular jurisdiction is another indicator of level of service; however, it is approximate. The providers' call firefighters may have differing availability and reliability. A district with more firefighters could have fewer resources if scheduling availability is restricted. Staffing levels in Calaveras County vary from 3.2 sworn firefighters per 1,000 residents in the JLFPD service area to 13 in MHFPD. By comparison, AMFPD has approximately seven firefighters per 1,000 residents.

**Figure 4-6: Altaville-Melones FPD Fire Service Profile**

Fire Service					
<b>Facilities</b>					
<b>Firestation</b>	<b>Location</b>	<b>Condition</b>	<b>Staff per Shift</b>	<b>Vehicles</b>	
Station 1	122 South Main Street, Angels Camp, CA 95221	Excellent	Staffed by two part-time personnel 8AM till 5PM	3 fire engines, 3 administration vehicles, 1 rescue engine, 1 water tender	
<b>Facility Sharing</b>					
<b>Current Practices:</b> AMFPD keeps its Type 3 engine at the Murphys FPD Vallecito fire station.					
<b>Future opportunities:</b> The District is currently looking into doing closest unit response with Central Calaveras FRPD and San Andreas FPD, which would provide more efficient services to customers and faster response times. AMFPD is also working on an automatic aid agreement with CFPD.					
<b>Infrastructure Needs and Deficiencies</b>					
AMFPD did not identify any short-term infrastructure needs. Long-term needs outlined in the strategic plan include constructing onsite living quarters at Station 1, purchasing an emergency stand-by generator for Station1, purchasing exhaust extractors, purchasing washer/extractor for P.P.E., and continuing the upgrade/replacement of the communications equipment.					
<b>District Resource Statistics</b>		<b>Service Configuration</b>		<b>Service Demand</b>	
Staffing Base Year	2012	Configuration Base Year	2012	Statistical Base Year	2011
Fire Stations in District	1	Fire Suppression	Direct	Total Service Calls	249
Stations Serving District	1	EMS	Direct	% EMS	66%
Sq. Miles Served per Station <sup>1</sup>	77.5	Ambulance Transport	ALA, EPFPD	% Fire/Hazardous Materials	2%
Total Staff <sup>2</sup>	20	Hazardous Materials	Direct	% False	11%
Total Full-time Firefighters	0	Air Rescue/Ambulance Helicopter	PHI	% Misc. emergency	5%
Total Call Firefighters	20	Fire Suppression Helicopter	CalFire	% Non-emergency	16%
Total Sworn Staff per Station <sup>3</sup>	20	Public Safety Answering Point	Sheriff	% Mutual Aid Calls	5%
Total Sworn Staff per 1,000	7	Fire/EMS Dispatch	CalFire	Calls per 1,000 people	90
<b>Service Adequacy</b>			<b>Service Challenges</b>		
Response Time Base Year	2011	Areas in the northern part of the District were reported to be the hardest to serve. Especially challenging is the area at the far eastern end of Fricot City Rd.			
Average Response Time (min)	7.08	<b>Training</b>			
90th Percentile Response Time (min)	14.7	AMFPD conducts a majority of its training in house. Firefighters are required to train eight to 12 hours per month.			
ISO Rating	5/8 (2004)				
<b>Mutual &amp; Automatic Aid Agreements</b>					
The District has automatic aid agreements with Murphys FPD, Angels Camp FD, San Andreas FPD. The District is currently working on an automatic aid agreement with Copperopolis FPD. AMFPD maintains a master mutual aid contract with the State of California.					
Notes:					
1) Primary service area (square miles) per station.					
2) Total staff includes sworn and non-sworn personnel.					
3) Based on ratio of sworn full-time and call staff to the number of stations. Actual staffing levels of each station vary.					



## **ALTAVILLE-MELONES FIRE PROTECTION DISTRICT DETERMINATIONS**

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### **Growth and Population Projections**

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- ❖ Altaville-Melones Fire Protection District (AMFPD) currently has an estimated population of 2,759.
- ❖ Since 2008, the District has experienced a decrease in service demand.
- ❖ AMFPD anticipates moderate growth in population within the District in the next few years. There are currently 120 acres for sale to a developer near the Vallecito area by the border with Murphys FPD. In addition, a five-acre parcel is anticipated to be developed in Carson Hill.

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### **The Location and Characteristics of Disadvantaged Unincorporated Communities Within or Contiguous to the Agency's SOI**

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- ❖ Based on 2010 Census income information for Census Designated Places in Calaveras County, there are no communities that meet the definition of a disadvantaged unincorporated community within or adjacent to AMFPD's bounds and sphere of influence.

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

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- ❖ The District's existing facilities have the capacity to adequately serve current demand and possible future growth. No need was identified by AMFPD for an additional station. The existing station is in excellent condition. The District's response times meet Mountain Valley Emergency Medical Services Agency response time standards.
- ❖ AMFPD did not identify any short-term infrastructure needs. Long-term needs outlined in the strategic plan include constructing onsite living quarters at Station 1, purchasing an emergency stand-by generator for Station 1, purchasing exhaust extractors, purchasing a washer/extractor for personal protection equipment, and continuing the upgrade/replacement of the communications equipment.
- ❖ AMFPD does not have a capital improvement plan (CIP), but instead plans its capital improvements in its strategic plan. The District should consider adopting a capital improvement plan to identify long-term financing needs and sources for these needs.
- ❖ An area that AMFPD could improve upon is tracking and calculating its 90<sup>th</sup> percentile response time.

- ❖ AMFPD services appear to be adequate. The District has adequate response times and an ISO rating which is comparable to other providers in the County.

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### Financial Ability of Agencies to Provide Services

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- ❖ The District reports that current financing levels are adequate to deliver services.
- ❖ Although the recent recession had a negative effect on AMFPD revenues, the District reported that income received from service charges collected from non-residents has been an additional income source ensuring adequate financing.
- ❖ The District's general operations are funded primarily by property taxes.
- ❖ AMFPD does not have long-term debt.
- ❖ The District maintains two financial reserve funds—one for apparatus replacement and another for contingencies.

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### Status of, and Opportunities for, Shared Facilities

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- ❖ AMFPD collaborates with Murphys FPD, Angels Camp FD and San Andreas FPD via automatic aid agreements. AMFPD maintains a master mutual aid contract with the State of California.
- ❖ AMFPD participated in a countywide grant through the Calaveras Fire Chiefs Association and countywide water tender program. The District is a member of the Fire Districts Association of California.
- ❖ The District is working with all other agencies in the County to set up a countywide closest-unit response system. Under this system both the nearest agency and the agency with jurisdiction would be dispatched to each incident. The chiefs have agreed to this, and are working to implement the change over the next year.
- ❖ The District keeps its type 3 engine at Murphys FPD fire station.
- ❖ An opportunity for further facility sharing and collaboration may be a joint service endeavor with the City of Angels Camp.

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### Accountability for Community Service Needs, Including Governmental Structure and Operational Efficiencies

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- ❖ AMFPD demonstrated partial accountability in its disclosure of information and cooperation with Calaveras LAFCO. The District responded to the initial questionnaires and cooperated with interview and document requests; however, follow-up questions and profile review required multiple follow-up attempts.
- ❖ AMFPD practices public outreach efforts; however, the District lacks a website where district information is made available to public. It is recommended for every public service provider to maintain a website in order to keep their constituents aware of the agency's activities.
- ❖ Governance structure options include consolidation with Murphys FPD and a three-way reorganization with Murphys FPD and Copperopolis FPD.

## **5. CENTRAL CALAVERAS FIRE AND RESCUE PROTECTION DISTRICT**

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Central Calaveras Fire and Rescue Protection District (CCFRPD) provides structure, wildland and vehicles fire suppression, and EMS.

### **AGENCY OVERVIEW**

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#### **Background**

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CCFRPD was formed in 1999 through the consolidation of Glencoe Rail Road Flat Fire Protection District and Mountain Ranch Fire Protection District.<sup>24</sup> The two districts consolidated to provide more efficient fire protection and emergency medical services to the communities of Glencoe, Rail Road Flat, Mountain Ranch and Sheep Ranch.

The principal act that governs the District is the Fire Protection District Law of 1987.<sup>25</sup> The principal act empowers fire districts to provide fire protection, rescue, emergency medical, hazardous material response, ambulance, and any other services relating to the protection of lives and property.<sup>26</sup> Districts must apply and obtain LAFCO approval to exercise services authorized by the principal act but not already provided (i.e., latent powers) by the district at the end of 2000.<sup>27</sup>

CCFRPD is located in the central northern portion of Calaveras County. The District is adjacent to four other fire providers—West Point FPD to the north, Altaville-Melones FPD to the south, and San Andreas FPD and Mokelumne Hill FPD to the west. East of the District is the community of Sheep Ranch, which is located in the CCFRPD’s service area but outside of the district boundaries. (This is the only territory within Calaveras County that is outside of a fire protection district’s boundaries). Adjacent to Sheep Ranch is Ebbetts Pass FPD to the east and Murphys FPD to the south.

#### **Boundaries**

CCFRPD’s boundary is entirely within Calaveras County. The present bounds encompass approximately 115.5 square miles.

Since formation, when Glencoe Rail Road Flat and Mountain Ranch Fire Protection Districts consolidated into CCFRPD, the District has not undertaken any boundary changes.

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<sup>24</sup> LAFCO resolution 99-02.

<sup>25</sup> Health and Safety Code §13800-13970.

<sup>26</sup> Health and Safety Code §13862.

<sup>27</sup> Government Code §56824.10.

### Sphere of Influence

The Sphere of Influence for the District was first adopted in 1999, at the time of CCFRPD's formation, as coterminous with the District's boundaries.<sup>28</sup> It was further revised in 2005, after the completion of the MSR for the District. The SOI was expanded from being coterminous with the district boundaries to include Sheep Ranch, Swiss Ranch and Freccero Road, which CCFRPD had been already serving through a contract with the County. The current SOI is 154 square miles compared to about 115.5 square miles of boundary area.

### Extra-territorial Services

CCFRPD's service area extends beyond the district boundaries. Services to the Sheep Ranch area are provided under an agreement with the County of Calaveras, which dates back to 2002.

The Calaveras County Fire Department (County Fire), under the governance of the County of Calaveras, has changed its role since the 1999 and 2000 reorganizations of the local fire protection districts. Prior to the reorganization, County Fire was responsible for fire protection in Sheep Ranch area, among others, and had fire stations, equipment and personnel to provide such services. These responsibilities were transferred along with tax revenues and facilities to the local fire protection districts, including CCFRPD.

The District has automatic aid agreements with West Point FPD, Mokelumne Hill FPD, San Andreas FPD, Murphys FPD, and Ebbetts Pass FPD. CCFRPD also responds to wildfires with its strike team outside of its boundaries and gets reimbursed by the State.

### Areas of Significance












One area of significance for CCFRPD is the southeastern portion of Sheep Ranch. The District reported that there was another (private) fire service provider, Called Mountain Fire Rescue, operating in that area.

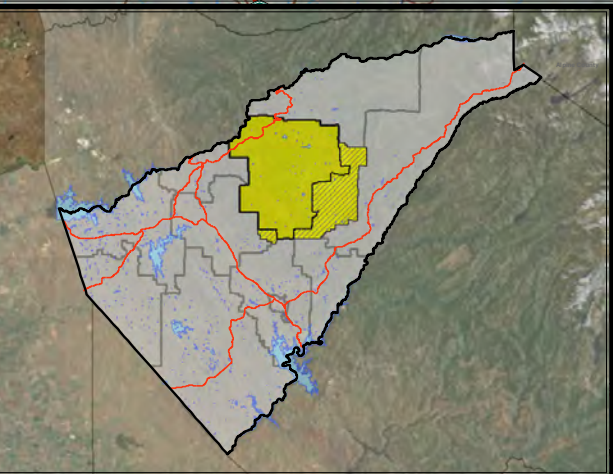
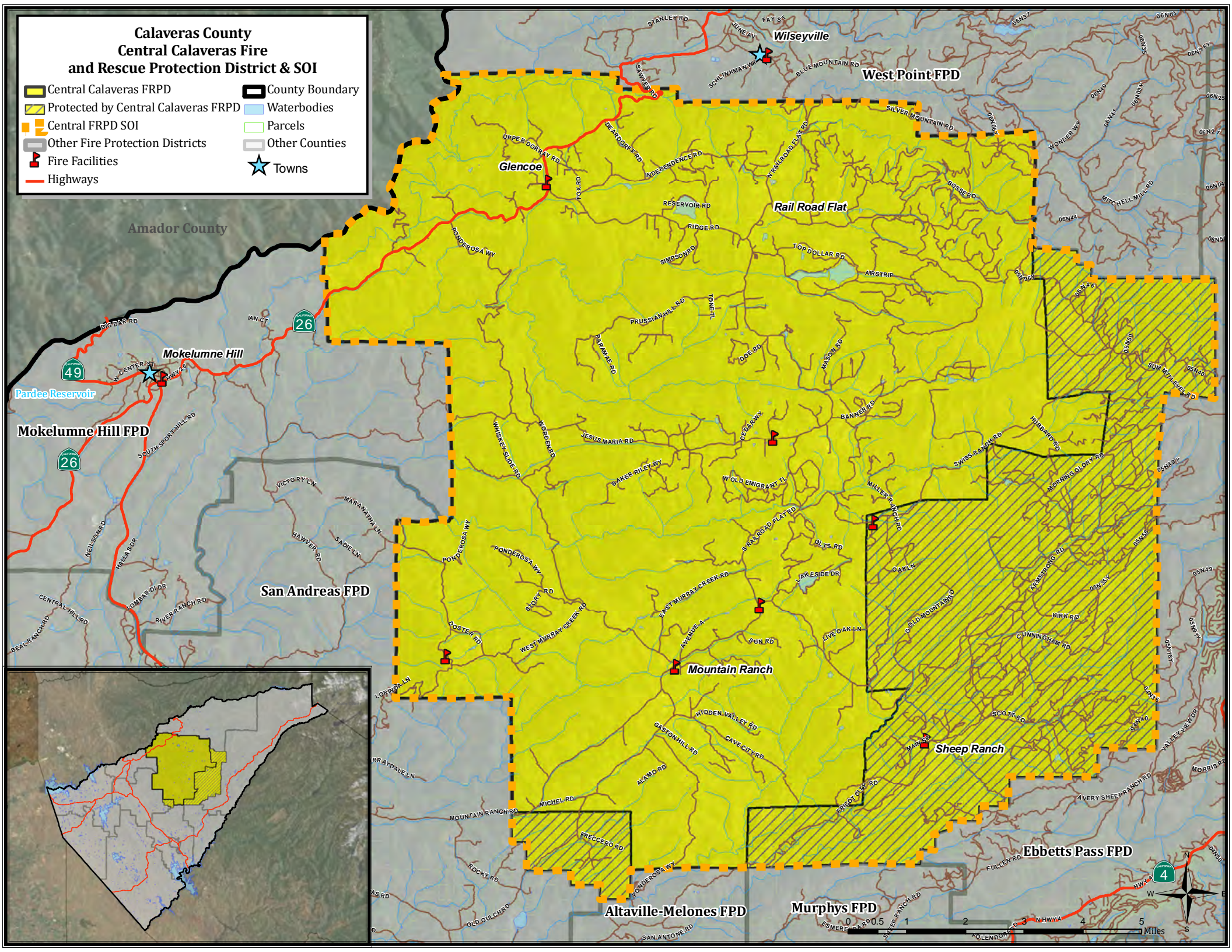
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<sup>28</sup> Resolution number 99-02.



# Calaveras County Central Calaveras Fire and Rescue Protection District & SOI

-  Central Calaveras FRPD
-  Protected by Central Calaveras FRPD
-  Central FRPD SOI
-  Other Fire Protection Districts
-  Fire Facilities
-  Highways
-  County Boundary
-  Waterbodies
-  Parcels
-  Other Counties
-  Towns





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## Accountability and Governance

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

The principal act orders that the board of directors of a fire protection district must have an odd number of members, with a minimum of three and a maximum of 11 members. Directors may be appointed or elected.<sup>29</sup> CCFRPD is governed by a five-member board of directors elected at large to staggered four-year terms. Three of the current members were elected and two appointed. The District anticipates a vacancy in the near future as one of the board members is about to retire. Current board member names, positions, and term expiration dates are shown in Figure 5-2.

The Board meets on the second Thursday of every month at 6:30 in the afternoon at the District’s fire station on Jesus Maria Road. Board meeting agendas are posted at the two post offices in the District, at all five CCFRPD fire stations, and on the district website. Minutes are published in a newspaper and on the website.

**Figure 5-2: Central Calaveras Fire and Rescue Protection District Governing Body**

<b>Central Calaveras FRPD</b>				
<i><b>District Contact Information</b></i>				
<b>Contact:</b>	Fire Chief, Jeff Stone			
<b>Address:</b>	19927 Jesus Maria Rd, Mokelumne Hill, CA 95245			
<b>Telephone:</b>	(209)754-4330			
<b>Email/website:</b>	<a href="mailto:ccrfpd@centralcalaverasfire.org">ccrfpd@centralcalaverasfire.org</a>			
<i><b>Board of Directors</b></i>				
Member Name	Position	Term Expiration	Manner of Selection	Length of Term
Carl Mills	President	December 2015	Appointed	4 years
John Valentine	Vice-President	December 2013	Appointed	4 years
Donald Overacker	Secretary	December 2013	Appointed	4 year
Donald Leach	Treasurer	December 2015	Appointed	4 years
Todd Barr	Director	December 2013	Appointed	4 years
<i><b>Meetings</b></i>				
<b>Date:</b>	Second Thursday of every month at 6:30pm.			
<b>Location:</b>	Meetings are held at Station on Jesus Maria.			
<b>Agenda Distribution:</b>	Posted at two post offices, all five fire stations and on the website.			
<b>Minutes Distribution:</b>	Published on website and in a newspaper.			

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<sup>29</sup> Health and Safety Code §13842.



In addition to the required agendas and minutes, the District tries to reach its constituents through its website and the firefighter association. CCFRPD teaches first aid and CPR classes, participates in community events, and enters one of its pieces of equipment into the local car show every year.

If a customer is dissatisfied with the District's services, complaints may be submitted to the Board of Directors at board meetings. The District's fire chief is responsible for handling complaints and giving a complainant contact information for the Board of Directors. The District reported that there were no complaints in 2011.

CCFRPD demonstrated partial accountability in its disclosure of information and cooperation with Calaveras LAFCO. The District responded to the initial questionnaires and cooperated with interview and document requests; however, follow-up questions and profile review required multiple follow-up attempts. Some of the requested information has not been provided and is not included in this report.

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## Planning and Management Practices

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

The District's mission statement states: The CCFRPD is dedicated to the protection of life, health, property and the environment by delivering quality life and fire safety services.

Daily operations of the District are managed by the chief with the support of the administrative assistant. Staff includes three full-time paid firefighters, one full-time administrative assistant, one part-time paid fire chief, and 17 volunteer firefighters. Three of the 17 volunteers are volunteer residents, which means they work the same schedule as paid firefighters and receive a monthly stipend. The remaining volunteers get an annual stipend based on a point system.

Besides being responsible for the day-to-day operations of the District, the chief supervises employees and assigns operational and administrative tasks. The Board also assigns administrative tasks that support board responsibilities and actions.

The chief is responsible and accountable to the Board for managing district operational and administrative activities and processes, except for those specifically managed by the Board. To ensure effective district operations, the fire chief may assign these responsibilities to fire officers, firefighters, and administrative support, but retains accountability for those responsibilities.

The chief evaluates his paid subordinates annually; the chief is evaluated by the Board. Volunteers are not evaluated.

CCFRPD reported that it did not perform formal evaluations of overall district performance, such as benchmarking or annual reports. The District tracks its paid employees' workload through timesheets submitted for every pay period. Staff also uses a daily log system where they log tasks they perform during the day, including maintenance.

Equipment is checked weekly at each station. CCFRPD uses a point system for volunteers; points are issued every time they go on calls or participate in training. The District reported that its online records management system allows for a more efficient and quick means to identify any maintenance or staffing needs.

The District's financial planning efforts include an annually adopted budget and annually audited financial statements. CCFRPD does not adopt a capital improvement plan (CIP), but adopts an apparatus replacement plan. At the beginning of 2012, the apparatus committee reviewed the plan and concluded that there were no short-term needs. The District also adopts a strategic plan. The latest plan was adopted in 2005 and is currently being updated. In addition, CCFRPD lists its strategic goals on its website.

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## Existing Demand and Growth Projections

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

### Land Use

Land uses within the District consist of general agriculture, agricultural preserve, residential agriculture, timber production, and residential. The District's bounds encompass approximately 115.5 square miles.

### Population

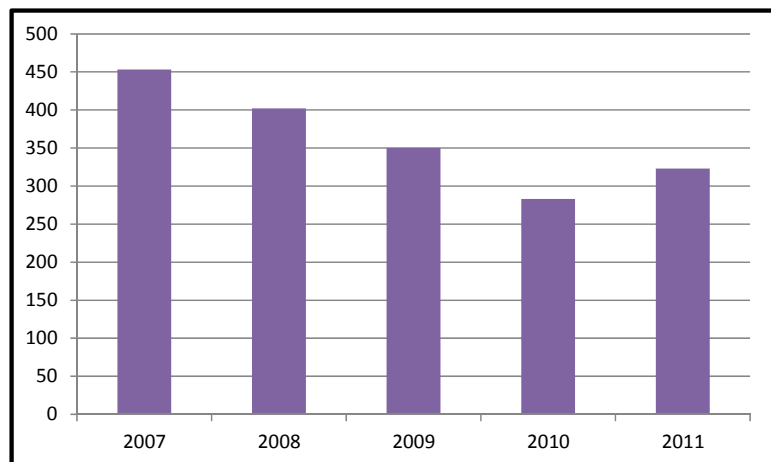
There are approximately 2,743 residents within the District, based on census place and block group population in the 2010 Census.<sup>30</sup> The population density within the District is 18 people per square mile.

### Existing Demand

The District reported that it did not have peak demand periods or seasons. Calls for medical emergencies are consistently high in volume throughout the year, similar to other fire service providers in the region.

**Figure 5-3: CCFRPD Number of Calls by Year, 2007-2011**

The District reported that it had observed a decrease in service demand in the last few years. As shown in Figure 5-3, the number of calls has dropped over the last five years. The District's opinion is that the decrease may be due to fewer medical emergency calls as people prefer to avoid costs associated with



<sup>30</sup> Census Block Group 6 in Census Tract 4 and Census Places Rail Road Flat and Mountain Ranch in Calaveras County.

emergency services by driving themselves to the hospital.

### Projected Growth and Development

CCFRPD anticipates minimal growth in population and similarly in service demand within the District in the next few years. However, no formal population projections have been made by CCFRPD. There are no planned developments within the District. According to CCFRPD, there are no areas where development may occur in the future within the district boundaries. The only anticipated growth may come from annexations; however, the area in question (Sheep Ranch) is already being served through an agreement with the County.

The District reported that it has sufficient capacity to serve anticipated future growth. CCFRPD did not identify any areas within its future growth area to which it would be difficult to provide an adequate level of service.

The State Department of Finance (DOF) projects that the population of Calaveras County will grow by eight percent in the next 10 years. Thus, the average annual population growth in the County is anticipated to be approximately 0.8 percent. Based on these projections, the District's population would increase from 2,743 in 2010 to approximately 2,962 in 2020. It is anticipated that demand for service within the District will increase minimally based on the DOF population growth projections through 2020.

### Growth Strategies

The District is not a land use authority, and does not hold primary responsibility for implementing growth strategies. The land use authority for unincorporated areas is the County. The County's General Plan is presently being updated. Some of the fire districts reported that the County sought input from them on General Plan update.

The District reported that it contributed to the County General Plan update. Given the lack of anticipated growth in the area, the District has not found it necessary to put into place strategies to address growth induced service needs.

With regard to possible governance structure alternatives, the District may annex the Sheep Ranch territory which it presently provides services; however, the District expressed concerns that if it were to annex the area, the District's revenue may change. On the other hand, currently, residents of Sheep Ranch, Swiss Ranch and Freccero Road areas pay for fire services, but do not participate in any decision making related to those services.

Another governance option is consolidation with West Point FPD and Mokelumne Hill FPD. The districts have had informal discussions; all parties are reportedly interested in enhancing sharing and collaboration through shared resources and joint training.

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## Financing

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

The District reports that current financing levels are inadequate and unsustainable to deliver services. The economic recession caused revenue levels to decrease, due to

declining property tax revenue. According to CCFRPD, unless there is an improvement in property tax revenue, the District will be struggling to maintain three paid firefighters. The District has already cut some personnel and training hours, postponed replacement of equipment, and switched utility providers.

In an attempt to improve its financial situation CCFRPD applies for grants. The District has recently applied for two Federal Emergency Management Agency (FEMA) Assistance to Firefighters grants. The first grant, in the amount of \$90,000, is for structural firefighting personal protective equipment, such as turnout pants, coats, helmets, boots, etc. If received, this money would purchase 30 sets of turnouts compliant with the latest National Fire Protection Association (NFPA) standards. The second grant was for the purchase of a Type 2 engine to replace engines 122 and E125. The amount requested was \$350,000, with matching fund requirement of \$17,000. As of the drafting of this report, it is unknown whether the District was approved for either grant.

The District's total revenue for FY 10-11 was \$661,383. Revenue sources included property tax revenue (20 percent), special tax (27 percent), a portion of property taxes for services to Sheep Ranch (20 percent), sale of surplus property (26 percent), strike team state reimbursement (three percent), federal grant (two percent), interest (one percent) and other revenue (one percent).

CCFRPD collects \$65 parcel tax from its district residents passed in 2008. The special tax, which has no expiration date, brings in about \$179,000 per year.

The District is reimbursed by the County for providing fire protection and rescue services to Sheep Ranch, Swiss Ranch, and Freccero Road. The District receives a flat share of property taxes collected from these areas. In FY 10-11, the amount collected was \$134,150.

District duty on a Strike Team or Task Force is compensated by the Department of Forestry and Fire at predetermined rates depending on the rank of the firefighter and the type of the equipment.

CCFRPD's expenditures were \$739,816 in FY 10-11. Of this amount, 42 percent was spent on personnel costs, 37 percent on capital purchases, two percent on each of safety clothing, insurance, workers compensation insurance, auto maintenance, special department, fuel and oil costs, and utilities, and one percent on building maintenance. Other minor expenses included uniform replacement, communications, food, household, equipment maintenance, medical-dental lab, employment physicals, membership dues, office expenses, postage, professional services, bank charges, training, mileage, travel, miscellaneous, LAFCO fees, equipment purchases, and interest. Capital purchases in FY 10-11 included new model 34, type 2 fire engine, and the purchase and installation of a modular building used for offices and crew quarters.

The District does not have a capital improvement plan, but has an apparatus improvement plan. The plan was last reviewed by the apparatus committee at the beginning of 2012. There are currently no apparatus improvement needs, since a lot of updates have been completed in the last two years. Other capital improvement needs are usually brought up at board meetings. When needs are identified, the Board appoints a committee to resolve the issues.

The District's long-term debt is represented by a lease agreement for \$297,743 for a new fire truck with an option to purchase. Rental payments, including interest at 4.55 percent, are due on August 20<sup>th</sup> of each year. At the end of FY 10-11, the balance was \$257,743.<sup>31</sup>

The District has a management practice to keep a financial reserve. Historically, the reserve was designated for specific needs, such as apparatus replacements. Currently, however, the reserve is kept for emergency purposes. At the end of FY 10-11, the District had \$34,240 in its reserve fund.

The District participates in a joint venture under a joint powers agreement (JPA) for workers compensation insurance.

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<sup>31</sup> CCFRPD, *Audited Financial Statements*, FY 10-11, p. 15.

## FIRE AND EMS SERVICES

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### Service Overview

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A detailed description of the fire related services provided by the District is shown in Figure 5-4.

**Figure 5-4: CCFRPD Service Matrix**

<b>Calaveras County Fire Services Matrix</b>	
Service	Provided ?
Structural fire protection	Yes
Wildland fire protection	Yes
Vehicle fire protection	Yes
Ladder truck capabilities	No
Emergency medical services	Yes
Basic life support	Yes
Advanced life support	No
Advanced life support transport	No
Hazardous materials emergency response	Yes
Fire prevention	Yes
Fire safety education	Yes
First responder swift water and low angle rope rescue	Yes
Public service assists	Yes
Oxygen filling for breathing apparatuses	Yes
Helicopter facilities	Yes
Jaws of Life tools	Yes
Response to boating accidents	No
Water rescue	Yes
Dive and ice rescue	Yes
Fire investigation	Yes
Home inspections	Yes

CCFRPD provides structure, wildland and vehicle fire suppression functions along with emergency medical response. The District also responds to vehicle accidents, special rescues, hazardous materials incidents, public service assists, and provides fire prevention education.

The District provides services within the areas of Sheep Ranch, Swiss Ranch, and Freccero Road under an agreement with Calaveras County. Within these areas, CCFRPD agreed to provide emergency, such as fire and EMS/first responder services, and a minimum of one structure/wildland engine or rescue vehicle to respond to incidents. Under the agreement, the Sheep Ranch fire station became the responsibility of CCFRPD, along with all the maintenance and costs pertaining to the physical structure and grounds.



Ownership of five vehicles was also transferred from Calaveras County Fire Department to the District.

### Collaboration

The District has automatic aid agreements with West Point FPD, Mokelumne Hill FPD, San Andreas FPD, Murphys FPD, and Ebbetts Pass FPD. Whether CCFRPD responds through automatic aid in a specific area depends on dispatch. The District usually responds on SR 26 under automatic agreement with West Point FPD and Mokelumne Hill FPD, in southern areas off Mountain Road with San Andreas FPD, and Sheep Ranch—with Murphys FPD and Ebbetts Pass FPD. Murphys FPD and Ebbetts Pass FPD occasionally respond into Sheep Ranch.

CCFRPD is a member of the Calaveras County Fire Chief's Association, California Fire Chief's Association and California Special District Association for workers compensation insurance.

### Dispatch and communications

The District's emergency dispatch and communication needs are served through a Calaveras County contract with the California Department of Forestry and Fire Protection's (CalFire) Emergency Command Center (ECC) in San Andreas. There is currently no fee charged to local government fire protection agencies by Calaveras County.

Dispatching is handled through joint use of the command frequency assigned to the Tuolumne-Calaveras Unit. The CalFire, Office of Emergency Services and County assigned tactical frequencies are also available for local use.

The Calaveras County Sheriff's Office serves as the Primary Public Safety Answering Point where all landline calls within the County are originally directed. Fire incidents are directed to the ECC. Off-duty paid personnel and volunteers are alerted by "pager."

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## Staffing

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CCFRPD has 21 sworn personnel—one part-time fire chief, three full-time paid firefighters, and 17 volunteers. The three volunteer firefighters receive a monthly stipend for working full time, and the rest of the volunteers receive an annual stipend based on points earned. The median age of the firefighters is 40, with a range from 20 to 76.

CCFRPD's volunteer recruitment efforts are ongoing. The District tries to recruit more volunteers through its website and posted signs.

According to the California State Fire Marshal, all paid, volunteer and call firefighters must acquire Firefighter I certification; however, there is no time limit as to how long they may work before attaining certification. Firefighter I certification requires completion of the 259-hour Firefighter I course, which includes training on various fireground tasks, rescue operations, fire prevention and investigation techniques, and inspection and maintenance of equipment. In addition to this course, Firefighter I certification also requires that the applicant have a minimum of six months of volunteer or call experience in

a California fire department as a firefighter performing suppression duties.<sup>32</sup> CCFRPD has five Firefighter I and five EMT certified personnel. The remainder are trained volunteer firefighters and first responders.

The District's volunteers spend at least 60 hours annually in training; paid firefighters spend in excess of 150 training hours annually. Trainings occur at 6:30 PM every second and fourth Tuesday of each month at Station 1.

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## Facilities and Capacity

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CCFRPD owns and operates five fire stations. The main station, Station 1, is located on Jesus Maria Road. Apparatus Bay in Station 1 was built in 1999 and reported to be in good condition. Crew quarters were constructed in 2011 and similarly reported to be in good condition. For the rest of the stations acquisition and construction dates were reported to be unknown. Station 2 located on Swiss Ranch Road and Station 5 on Sheep Ranch Road in Sheep Ranch are in fair condition. Station 3 on Washington Street in Mountain Ranch and Station 4 on SR 26 in Glencoe were said to be in poor condition. Number and types of vehicles housed in each fire station were not provided by CCFRPD. All stations, except for Station 1, are staffed exclusively by volunteers.

The District's water reserves are represented by fire hydrants throughout the District maintained by CCWD, CPUD and private water sources.

Currently, the District facilities appear to have marginally sufficient capacity to provide adequate services within its boundary area and service area. Although all stations within the District are in working state, four out of five stations are in poor or fair condition. The District's 90<sup>th</sup> percentile response time does not meet Mountain Valley Emergency Medical Services Agency standards for response to medical emergencies.

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## Infrastructure Needs

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As was mentioned already in the Planning and Management, and Financing sections of this chapter, the District has an apparatus replacement plan. CCFRPD reported that it did not have any imminent apparatus needs, since a lot of updates had taken place in the last two years. The District purchased two fire engines and replaced three others. Last year, the District put up a new modular building at the Jesus Maria station that now contains administrative and sleeping quarters. No other major improvements are planned at this time. However, according to the District, all stations have unmet maintenance needs. The District currently has no plans to construct additional facilities.

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## Challenges

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The District's service area is very rural. CCFRPD reports that while a lot of areas are challenging to get to, there are no particular roads that are more challenging than others. Some forest roads were reported to be extremely hard to reach.

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<sup>32</sup> State Fire Marshal, *Course Information and Required Materials*, 2007, p. 44

Another major challenge is the economic situation, which has caused a decrease in property tax revenue for the District.

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## Service Adequacy

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

Fire services in the communities are classified by the Insurance Service Office (ISO), an advisory organization. This classification indicates the general adequacy of coverage, with classes ranking from 1 to 10. Communities with the best fire department facilities, systems for water distribution, fire alarms and communications, and equipment and personnel receive a rating of 1. CCFRPD has an ISO rating of 8b. The District was last evaluated in 2001.

The National Fire Protection Association (NFPA) has issued a performance standard for volunteer and combination fire departments (NFPA 1720). This standard, among other guidelines, identifies target response time performance for structure fires. The response time is measured from the completion of the dispatch notification to the arrival time of the first-responder at the scene. Though not a legal mandate, NFPA 1720 does provide a useful benchmark against which to measure fire department performance. NFPA 1720 recommends that the response times for structure fire be nine minutes in urban demand zones at least 90 percent of the time, 10 minutes in suburban zones at least 80 percent of the time and 14 minutes in rural zones at least 80 percent of the time. Response times in remote zones are directly dependent on travel distances.<sup>33</sup> All fire service providers in Calaveras County, except for the City of Angels Camp Fire Department, fall within the definition of a rural demand zone. The City of Angels Camp FD is an urban demand zone.

Emergency response time standards vary by level of urbanization of an area: the more urban an area, the faster a response should be. Calaveras County is not broken down into wilderness, rural and urban designations for response time standards like other counties. Instead, Mountain Valley Emergency Medical Services Agency has divided Calaveras County into three zones for EMS and ambulance services. The northern and southern zones are served by American Legion and the eastern zone (which is the same as the Ebbetts Pass FPD boundary area) is served by Ebbetts Pass FPD. In the northern and southern zones the response time guideline is 20 minutes 90 percent of the time, and 13 minutes 90 percent of the time in the eastern zone. These standards are intended for the ambulance contract providers; however, they indicate what is considered appropriate response times for medical emergencies.

CCFRPD tracks its response times for each incident. It takes the District different amounts of time to respond from each of its five fire stations: an average of 24.25 minutes from Sheep Ranch station, 12.60 minutes from Swiss Ranch, 19.92 minutes from Mountain Ranch station, 18.69 from Glencoe/Rail Road Flat station, and 12.30 minutes from Jesus

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<sup>33</sup> Urban demand zone has population density of more than 1,000 people per square mile; suburban zone—between 500 and 1,000 people per square mile, rural zone—less than 500 people per square mile, and remote zone is identified by eight or more miles of travel distance to an incident.

Maria station. For mutual aid calls, the average response time was reported to be 51.71 minutes. It was also reported that the District's overall average response time to all areas within its boundaries in 2011 was 18.36 minutes. The District reportedly responded within 25 minutes 90 percent of the time to incidents within its bounds.

CalFire also tracks response times for each of CCFRPD's incidents. It should be noted that CalFire's methodology for tracking response times differs from that of the districts. While the districts generally start timing from the time the engines leave the facility, CalFire starts timing after checking back in with the responder after dispatch, which is often when the District is already en route to the scene. Consequently, response times reported by CalFire for each incident tend to be shorter than those recorded by each district. It was reported by CalFire that in 2011 CCFRPD's average response time was 11.8 minutes and the 90<sup>th</sup> percentile response time was 24 minutes. The District's 90<sup>th</sup> percentile response time does not meet Mountain Valley Emergency Medical Services Agency standards for response to medical emergencies. Another area that CCFRPD could improve upon is being aware of its average, median and 90<sup>th</sup> percentile response times and collaborating with CalFire on data exchange, which would allow for more structured response and enhanced efficiency and consistency.

The service area size<sup>34</sup> for each fire station varies between fire districts. The median fire station in Calaveras County serves approximately 34 square miles. Although EPFPD serves the most expansive area (195 square miles), AMFPD stations serve larger area per station, with 77.5 square miles served per station on average. Densely populated areas tend to have smaller service areas. For example, the average service area for the City of Angels Camp Fire Department's fire station is 1.75 square miles. By comparison, each fire station in CCFRPD serves approximately 23 square miles.

The number of firefighters serving within a particular jurisdiction is another indicator of level of service; however, it is approximate. The providers' call firefighters may have differing availability and reliability. A district with more firefighters could have fewer resources if scheduling availability is restricted. Staffing levels in Calaveras County vary from 3.2 sworn firefighters per 1,000 residents in JLFPD's service area to 13 in MHFPD. By comparison, CCFRPD has approximately eight firefighters per 1,000 residents.

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<sup>34</sup> Service area refers to the area that the agency will respond to, based on a first responder map used by the Sherriff's office.

**Figure 5-5: CCFRPD Fire Service Profile**

Fire Service					
<b>Facilities</b>					
Firestation	Location	Condition	Staff per Shift	Vehicles	
Station 1	19927 Jesus Maria Road, Mokelumne Hill, CA	Good	Staffed 24 hours a day by a paid firefighter	NP	
Station 2	6338 Swiss Ranch Road, Mountain Ranch, CA	Fair	Unstaffed	NP	
Station 3	80 41 Washington Street, Mountain Ranch, CA	Poor	Unstaffed	NP	
Station 4	15815 Highway 26, Glencoe, CA	Poor	Unstaffed	NP	
Station 5	11309 Sheep Ranch Road, Sheep Ranch, CA	Fair	Unstaffed	NP	
<b>Facility Sharing</b>					
<b>Current Practices:</b> The District has automatic aid agreements with West Point FPD, Mokelumne Hill FPD, San Andreas FPD, Murphys FPD, and Ebbetts Pass FPD.					
<b>Future opportunities:</b> Station 4 in Glencoe is in a good location for sharing with Mokelumne Hill FPD and West Point FPD; some joint training sessions have already been held there. However there is limited parking and facilities are in need of maintenance.					
<b>Infrastructure Needs and Deficiencies</b>					
All fire stations have unmet maintenance needs.					
District Resource Statistics		Service Configuration		Service Demand	
Staffing Base Year	2012	Configuration Base Year	2011	Statistical Base Year	2011
Fire Stations in District	5	Fire Suppression	Direct	Total Service Calls	323
Stations Serving District	5	EMS	Direct	% EMS	69%
Sq. Miles Served per Station <sup>1</sup>	23	Ambulance Transport	American Legion	% Fire/Hazardous Materials	13%
Total Staff <sup>2</sup>	22	Hazardous Materials	Direct	% False	1%
Total Full-time Firefighters	3	Air Rescue/Ambulance Helicopter	Private	% Misc. emergency	12%
Total Call Firefighters	18	Fire Suppression Helicopter	CalFire	% Non-emergency	5%
Total Sworn Staff per Station <sup>3</sup>	4	Public Safety Answering Point	Sheriff	% Mutual Aid Calls	8%
Total Sworn Staff per 1,000	8	Fire/EMS Dispatch	CalFire	Calls per 1,000 people	215
Service Adequacy			Service Challenges		
Response Time Base Year	2011	Rural roads and decrease in tax revenue are challenged identified by CCFRPD.			
Average Response Time (min)	11.8	Training			
90th Percentile Response Time (min)	24	Volunteers train at least 60 hours annually; paid firefighters spend in excess of 150 hours annually in training.			
ISO Rating	8b (2001)				
<b>Mutual &amp; Automatic Aid Agreements</b>					
The District has automatic aid agreements with West Point FPD, Mokelumne Hill FPD, San Andreas FPD, Murphys FPD, and Ebbetts Pass FPD.					
Notes:					
1) Primary service area (square miles) per station.					
2) Total staff includes sworn and non-sworn personnel.					
3) Based on ratio of sworn full-time and call staff to the number of stations. Actual staffing levels of each station vary.					



## **CENTRAL CALAVERAS FIRE AND RESCUE PROTECTION DISTRICT**

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### **Growth and Population Projections**

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- ❖ Central Calaveras Fire and Rescue Protection District (CCFRPD) currently has an estimated population of 2,743.
- ❖ Over the last few years the District has experienced a decrease in service demand.
- ❖ No or slow residential growth is expected within the District. CCFRPD reported that there were no planned or proposed developments within its boundaries. The only growth is expected to come from possible annexations.

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### **The Location and Characteristics of Disadvantaged Unincorporated Communities Within or Contiguous to the Agency's SOI**

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- ❖ Based on 2010 Census income information for Census Designated Places in Calaveras County, the Rail Road Flat Census Designated Place meets the income definition of a disadvantaged unincorporated community. The community is located within and adjacent to CCFRPD's bounds, and is entirely within the District's sphere of influence. The area is receiving fire and EMS services at the same level as all other areas in the County by CCFRPD through a contract with the County.

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

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- ❖ The District's existing facilities do not have capacity to adequately serve current demand and possible future growth. Four of the five stations are in fair and poor condition and require multiple upgrades. The District's 90<sup>th</sup> percentile response time does not meet Mountain Valley Emergency Medical Services Agency standards for response to medical emergencies.
- ❖ Infrastructure needs include deferred maintenance at each of the District's fire stations.
- ❖ Apparatus replacement needs are identified in the apparatus replacement plan. Other capital improvements are planned for at board meetings as needed. The District should consider adopting a capital improvement plan to identify long-term financing needs and sources for these needs.
- ❖ An area that CCFRPD could improve upon is being aware of its average, median and 90<sup>th</sup> percentile response times and collaborating with CalFire on data exchange, which would allow for more structured response and enhanced efficiency and consistency.

- ❖ CCFRPD services appear to be marginally adequate. The District has higher response times than Mountain Valley Emergency Medical Services Agency standards. The District's ISO is high compared to urban service providers, but similar to rural providers and those in the County.
- ❖ Each fire station in CCFRPD serves approximately 30.8 square miles, compared to a median fire station in Calaveras County of 34 square miles. CCFRPD has approximately eight firefighters per 1,000 residents. By comparison, staffing levels in Calaveras County vary from 3.2 sworn firefighters per 1,000 residents in JLFPD's service area to 13 in MHFPD. CCFRPD appears to have sufficient number of sworn personnel.

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### Financial Ability of Agencies to Provide Services

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- ❖ The District reports that current financing levels are inadequate and unsustainable to deliver services.
- ❖ The current economic conditions and rising supply prices were identified as the primary financing constraints for the District.
- ❖ CCFRPD has tried to remedy the lack of financing by cutting paid personnel and switching to cheaper utility providers.
- ❖ The District receives a flat share of property taxes collected from Sheep Ranch, Swiss Ranch and Freccero Road for providing services to these areas under an agreement with Calaveras County.
- ❖ The District's long-term debt is represented by a lease agreement for a new fire truck with an option to purchase. At the end of FY 10-11, the balance was \$257,743.

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### Status of, and Opportunities for, Shared Facilities

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- ❖ CCFRPD collaborates with San Andreas FPD, West Point FPD, Mokelumne Hill FPD, Murphys FPD, and Ebbetts Pass FPD through automatic and mutual aid agreements. CCFRPD is a member of the Calaveras County Fire Chief's Association, California Fire Chief's Association and California Special District Association.
- ❖ The District currently does not share its facilities with other agencies.
- ❖ CCFRPD reported that Station 4 would be well suited for sharing with Mokelumne Hill FPD and West Point FPD for training purposes; however, there is limited parking and the facilities are in need of maintenance.

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### Accountability for Community Service Needs, Including Governmental Structure and Operational Efficiencies

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- ❖ CCFRPD demonstrated partial accountability in its disclosure of information and cooperation with Calaveras LAFCO. The District responded to the initial questionnaires and cooperated with interview and document requests; however, follow-up questions and profile review required multiple follow-up attempts. Some

of the requested information has not been provided and is not included in this report.

- ❖ CCFRPD practices extensive outreach efforts, including a website where district information is made available.
- ❖ Governance structure options include annexation of Sheep Ranch, Swiss Ranch and Freccero Road areas, and consolidation with Mokelumne Hill and West Point FPDs. No actions have been undertaken to date in regards to either option.

## 6. COPPEROPOLIS FIRE PROTECTION DISTRICT

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Copperopolis Fire Protection District (CFPD) provides structure fire protection, wildland fire protection, and emergency medical response.

### AGENCY OVERVIEW

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#### Background

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CFPD was originally formed as an independent special district in 1937 by the decision of local citizens.

The principal act that governs the District is the Fire Protection District Law of 1987.<sup>35</sup> The principal act empowers fire districts to provide fire protection, rescue, emergency medical, hazardous material response, ambulance, and any other services relating to the protection of lives and property.<sup>36</sup> Districts must apply and obtain LAFCO approval to exercise services authorized by the principal act but not already provided (i.e., latent powers) by the district at the end of 2000.<sup>37</sup>

CFPD is located in the southwestern portion of Calaveras County and is adjacent to Jenny Lind FPD in the west, Foothill FPD in the northwest, San Andreas FPD in the north, and Altaville-Melones FPD in the east. Additionally, the District abuts Tuolumne County to the South of CFPD and Stanislaus and San Joaquin Counties to the West.

#### Boundaries

CFPD's boundary is entirely within Calaveras County. The present bounds encompass approximately 187 square miles and include the town of Copperopolis and several large subdivisions such as Copper Cove, Poker Flat, and Saddle Creek.

Since the formation of the District, there has been one boundary change. In 2000, an area previously protected by AMFPD was annexed into CFPD as part of Calaveras County Fire Reorganization #2.

#### Sphere of Influence

In 2005, during the SOI updates, LAFCO elected to keep the CFPD sphere of influence coterminous with its boundaries.

#### Extra-territorial Services

The District has mutual aid agreements with all surrounding fire providers. CFPD also responds to wildfires outside of its boundaries and gets reimbursed by the State.

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<sup>35</sup> Health and Safety Code §13800-13970.

<sup>36</sup> Health and Safety Code §13862.

<sup>37</sup> Government Code §56824.10.

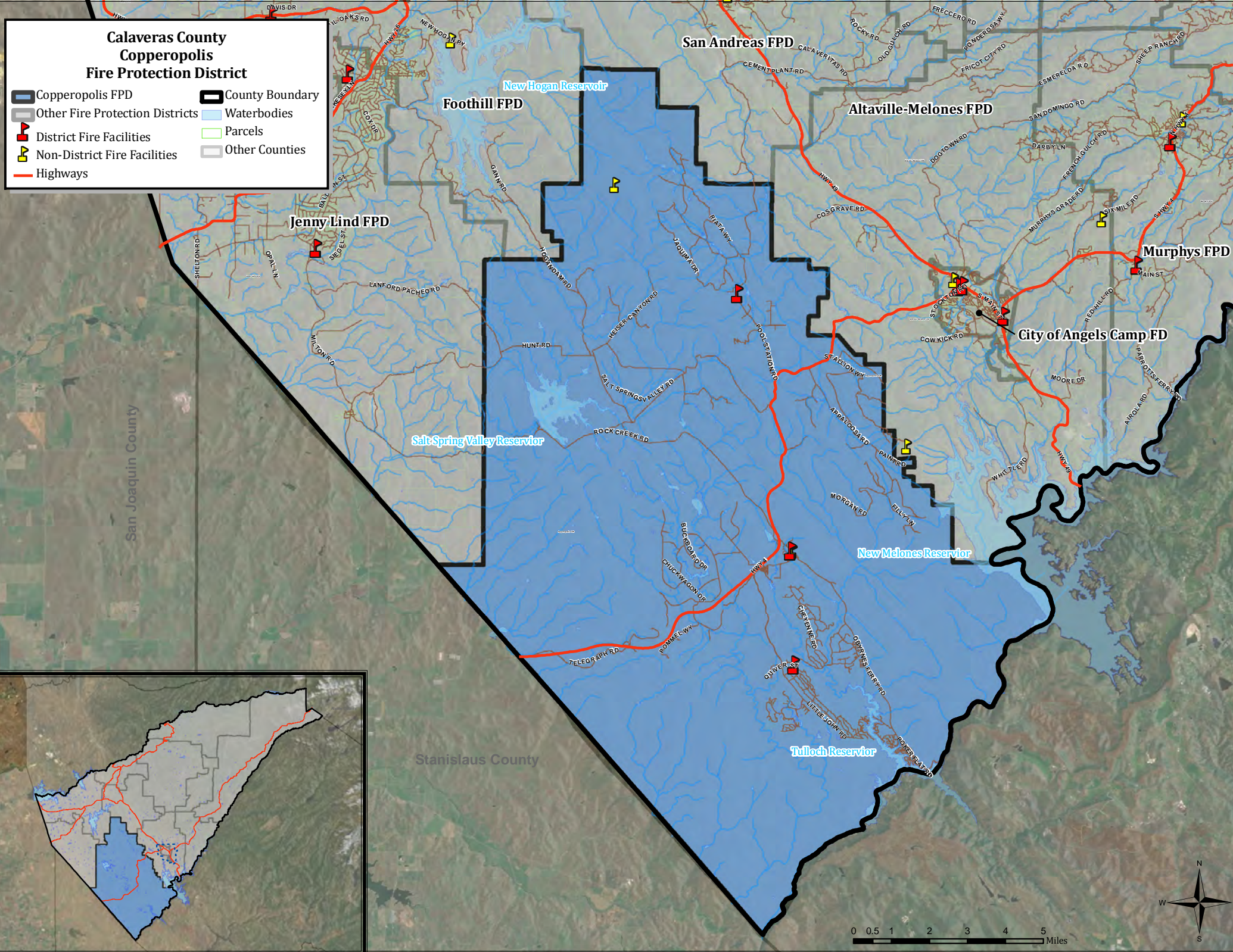
Areas of Significance

Two areas of significance were identified for CFPD—Murphys FPD and Altaville-Melones FPD. There is a possibility of CFPD reorganizing with one or both of these districts. The potential for reorganization is discussed in more detail in the Growth Strategies section of this chapter.



**Calaveras County  
Copperopolis  
Fire Protection District**

- Copperopolis FPD
- Other Fire Protection Districts
- Waterbodies
- Parcels
- Other Counties
- District Fire Facilities
- Non-District Fire Facilities
- Highways



San Joaquin County

Stanislaus County

0 0.5 1 2 3 4 5 Miles





## Accountability and Governance

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

The principal act orders that the board of directors of a fire protection district must have an odd number of members, with a minimum of three and a maximum of 11 members. Directors may be appointed or elected.<sup>38</sup> CFPD is governed by a five-member board of directors elected at large to staggered four-year terms. Current board member names, and positions are shown in Figure 6-2.

The Board meets on the second Thursday of every month at 6:30 in the evening at the District’s Station 1. Board meeting agendas are posted at Station 1, the post office and a bulletin board at the town center. Minutes are available at the following meeting and upon request.

**Figure 6-2: Copperopolis Fire Protection District Governing Body**

<b>Copperopolis FPD</b>				
<i><b>District Contact Information</b></i>				
<b>Contact:</b>	Fire Chief, Steve Kovacs			
<b>Address:</b>	P.O. Box 131, Copperopolis, CA 95228			
<b>Telephone:</b>	209-785-2393			
<b>Email/website:</b>	<a href="mailto:cfpd1@caltel.com">cfpd1@caltel.com</a>			
<i><b>Board of Directors</b></i>				
Member Name	Position	Term Expiration	Manner of Selection	Length of Term
John Maness	Chair	2015	Elected	4 years
Steve Marks	Secretary	2017	Elected	4 years
Keith Andersen	Director	2015	Appointed	2 years
Jerry Andress	Director	2017	Elected	4 years
Ed Gouzenne	Director	2015	Elected	4 years
<i><b>Meetings</b></i>				
<b>Date:</b>	Second Thursday of every month at 6:30PM.			
<b>Location:</b>	Meetings are held at Station 1.			
<b>Agenda Distribution:</b>	Posted at Station 1, post office and bulletin board.			
<b>Minutes Distribution:</b>	Available upon request.			

In addition to the required agendas and minutes, the District tries to reach its constituents through fire prevention education activities, community events such as a chili cook off and monthly bingo, and a local online blog.

<sup>38</sup> Health and Safety Code §13842.

If a customer is dissatisfied with the District's services, complaints may be submitted to the chief or the Board of Directors. The chief is responsible for handling complaints to completion. CFPD reported that it had no complaints in 2011.

CFPD demonstrated partial accountability in its disclosure of information and cooperation with Calaveras LAFCO. The District responded to the initial questionnaires and cooperated with interview and document requests; however, follow-up questions and profile review required multiple follow-up attempts.

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## Planning and Management Practices

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

CFPD has six full-time paid employees—one chief, one fire captain, two engineers, and two paramedics. The District's chief also serves as the fire chief for Murphys FPD. There are 22 volunteers who do not receive any compensation. In addition, the District has two interns who receive a daily stipend in exchange for a 72 hour shift.

The chief is responsible for the day-to-day operations of the District. The Board of Directors oversees the chief, who supervises all other personnel. Employee work load is tracked through time sheets, a station log, and activity reports for each incident.

The chief conducts annual employee evaluations of paid and volunteer staff. The chief is evaluated annually by the Board.

CFPD reported that it did not perform district-wide evaluations of performance, such as annual reports or benchmarking with similar service providers.

The District's financial planning efforts include an annually adopted budget and annually audited financial statements. CFPD does not adopt a capital improvement plan (CIP); the District reviews its capital improvement needs annually during the budget process. CFPD is developing its Strategic Plan in 2013.

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## Existing Demand and Growth Projections

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

### *Land Use*

Land uses within the District consist of general agriculture, residential agriculture, agriculture preserve, rural residential, residential, commercial, open space, and recreational. The District's bounds encompass approximately 187 square miles.

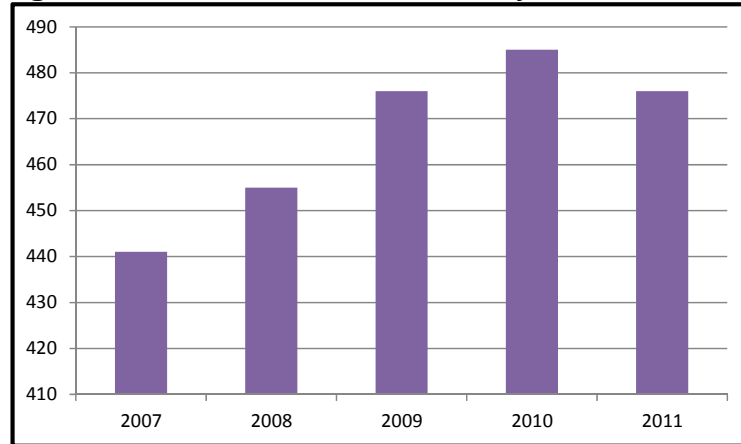
### Population

There are approximately 4,627 residents within the District, based on census block group and census block population in the 2010 Census.<sup>39</sup> The population density within the District is 25 people per square mile.

### Existing Demand

The District reported that there was no time period that was statistically busier than others. Calls for medical emergencies are consistently high in volume throughout the year, similar to other fire districts in the region.

**Figure 6-3: CFPD Number of Calls by Year, 2007-2011**



The District reported that it had observed some change in service demand in the last few years. As shown in Figure 6-3, the number of calls increased by eight percent from 2007 to 2011.

### Projected Growth and Development

CFPD anticipates moderate growth in population and similarly in service demand within the District in the next few years. However, no formal population projections have been made by the District. CFPD does not currently forecast its service needs, but is planning to do so in the future by the means of a master plan.

The State Department of Finance (DOF) projects that the population of Calaveras County will grow by eight percent in the next 10 years. Thus, the average annual population growth in the County is anticipated to be approximately 0.8 percent. Based on these projections, the District's population would increase from 4,627 in 2010 to approximately 4,997 in 2020. It is anticipated that demand for service within the District will increase minimally based on the DOF population growth projections through 2020.

A Copperopolis Community Plan is in the midst of being developed. A Community Plan Advisory Committee has been established and they have begun brainstorming sessions. At present, there are over 4,300 planned or proposed units in the Copperopolis area, of which, about 1,800 permits are in pre-existing subdivisions. The larger potential development projects in and near the Copper Cove service area are Copper Valley Ranch (2,400 units), Sawmill Lake (800 units approved) and Oak Canyon Ranch (676 units). Should these developments come to fruition, significant population growth and increased demand for services would be anticipated.

<sup>39</sup> Census Block Group 1 in Census Tract 1.20 and Census Blocks 2032, 2016, 2000, and 2020 in Census Tract 2.20 in Calaveras County.

The District reported that it hardly had sufficient capacity to serve current demand. Should growth occur, CFPD would need a higher staffing level and additional equipment to address the resulting increase in demand. The District will need to look at additional funding sources to ensure sustainable financing.

### Growth Strategies

The District is not a land use authority, and does not hold primary responsibility for implementing growth strategies. The land use authority for unincorporated areas is the County. The County's General Plan is presently being updated. Some of the fire districts reported that the County had sought input from them on the General Plan update. CFPD reported that it contributed to the County General Plan update.

With regard to possible governance structure alternatives, CFPD is exploring the advantages and disadvantages of a cooperative agreement for shared services with Murphys FPD. There is the potential that AMFPD could be included in such a reorganization, given that it lies between CFPD and MFPD and already has a cooperative agreement with MFPD. However, several challenges to full consolidation have been identified by the districts, including a difference in pension benefit plans for paid staff (CFPD is a member of CalPers) and a desire to retain local control by board members and residents. CFPD and MFPD have discussed reconciling the difference in pension plans through a JPA, instead of a full consolidation.

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## Financing

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

The District reported that its financing levels were not adequate to deliver services. Revenues have declined by about 35 percent in the last five years. CFPD has been forced to eliminate four firefighter and one office manager positions. It is likely that one more position will be cut within the next year. The District has applied for a grant to fund five additional positions. Because CFPD's revenues consist primarily of property taxes, the decline in property values has had a negative effect on the District's finances.

The District's revenue in FY 10-11 totaled \$1,175,045, 96 percent of which was operating revenue and four percent was non-operating revenue. Operating revenue sources consisted primarily of property taxes (57 percent) and special taxes (41 percent). Minor sources of revenue were state homeowner's property tax relief, reimbursements, charges for services, and other revenue. Non-operating revenue was derived from interest and other miscellaneous revenue sources.

The District's general operations are funded primarily by property taxes and two special taxes. Special taxes amount to \$75 each per improved parcel (or a total of \$150) and are intended to benefit EMS and fire services. These taxes have no sunset, but in the November 2012 election, residents voted to re-affirm the appropriation limit to allow the District to continue to spend the revenue from these special taxes. CFPD however reported that the EMS special tax did not fund the cost of the paramedic program in its entirety.



CFPD does not charge any other fees. The District occasionally responds to state fires with a fire engine or water tender and gets reimbursed for it from the State of California.

CFPD's expenditures amounted to \$1,380,695 in FY 10-11, with 98 percent being operating expenses and two percent non-operating expenses. Of all operating expenses, 48 percent was spent on salaries and wages, 14 percent on benefits, seven percent on depreciation, five percent on health and life insurance, five percent on workers compensation insurance, four percent on maintenance, four percent on professional services, three percent on structures and improvements, two percent on clothing, household and uniforms, two percent on fuel, and two percent on small tools, equipment and supplies. The rest was spent on liability insurance, travel and transportation, utilities, office expense, training, retirement health costs, LAFCO fees, and other expenses. Non-operating expenditures consisted of interest.

The District does not have a capital improvement plan. Capital improvement needs are reviewed annually at board meetings. A Capital Improvement Plan will be included in the 2013 Strategic Plan.

The District had long-term debt represented by a loan used to buy Engine 238, but CFPD completed payments on it earlier than required.

The District has no policy regarding a financial reserve. However, at the end of FY 10-11, CFPD had \$548,680 available in six reserve funds, including a contingency reserve, a fleet replacement fund, an SCBA trust fund, a cash reserve, a capital improvement trust fund, and a loan receivable fund. In FY 12-13, CFPD developed fund accounts to begin addressing each of the large equipment replacement needs. Funds will be saved for replacement of specific vehicles, equipment and facilities. The District tries to avoid using debt in financing its capital improvements.

The District is a member of Fire Agencies Self Insurance System (FASIS) for self-insurance of worker's compensation insurance.

## FIRE AND EMS SERVICES

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### Service Overview

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CFPD provides comprehensive fire protection services to residents of the District. A detailed description of the services provided by CFPD is shown in Figure 6-4.

**Figure 6-4: CFPD Service Matrix**

<b>Calaveras County Fire Services Matrix</b>	
<b>Service</b>	<b>Provided ?</b>
Structural fire protection	Yes
Wildland fire protection	Yes
Vehicle fire protection	Yes
Ladder truck capabilities	No
Emergency medical services	Yes
Basic life support	Yes
Advanced life support	Yes
Advanced life support transport	No
Hazardous materials emergency response	Yes
Fire prevention	Yes
Fire safety education	Yes
First responder swift water	No
Low angle rope rescue	Yes
Public service assists	Yes
Filling for breathing apparatuses	Yes
Helicopter facilities	Yes
Jaws of Life tools	Yes
Response to boating accidents	Yes
Water rescue	Yes
Dive and ice rescue	No
Fire investigation	Yes
Home inspections	Yes
Business Inspection	Yes
Public Education (CPR, First Aid, Etc.)	Yes
Continuing Education Provider	Yes
Community Emergency Response Team	Yes

CFPD provides services to other agencies. The District provides hydrant maintenance services to Calaveras County Water District through a contract. CFPD also has a fire engine and water tender, which the District makes available to the State as needed.

CFPD receives services from other agencies as well. Sierra Conservation Center has an engine, which it sometimes uses to respond within CFPD boundaries. This automatic aid to

the Poker Flat area lowers insurance rates for the residents. In addition, CalFire responds in the CFPD service area during the declared fire season.

### Collaboration

CFPD reported that it has automatic aid agreements with Sierra Conservation Center San Andreas FPD, Altaville-Melones FPD and Jenny Lind FPD. If location of an incident is close to district boundaries, then both district teams are dispatched until the location is confirmed. There are no areas in other providers' service areas where CFPD responds on a regular basis.

CFPD is has an agreement with Murphys FPD to share financial and bookkeeping services. In addition, CFPD entered a statewide mutual aid agreement.

CFPD is a member of the Fire Chiefs' Association and the Fire District's Association of California.

### Dispatch and Communications

The District's emergency dispatch and communication needs are served through a Calaveras County contract with the California Department of Forestry and Fire Protection's (CalFire) Emergency Command Center (ECC) in San Andreas. There is currently no fee charged to local government fire protection agencies by Calaveras County for this service.

Dispatching is handled through joint use of the command frequency assigned to the Tuolumne-Calaveras Unit. The CalFire, Office of Emergency Services and County assigned tactical frequencies are also available for local use.

The Calaveras County Sheriff's Office serves as the Primary Public Safety Answering Point (PSAP) where all landline calls within the County are originally directed. Fire incidents are directed to the ECC. Off-duty paid personnel and volunteers are alerted by "pager."

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## Staffing

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CFPD has 29 sworn personnel—one chief, one fire captain, five engineers, and 22 volunteer firefighters. The fire chief, captain and four engineers are full-time staff; all other firefighters are not compensated. Paid employees are paid bi-monthly at an hourly rate.

The median age of the firefighters is 34, with a range from 18 to 52. The District tries to recruit more volunteers through word of mouth and direct advertisement in local publications. In addition, CFPD is participating in a countywide volunteer recruitment grant through the Calaveras County Chiefs Association.

According to the California State Fire Marshal, all paid, volunteer and call firefighters must acquire Firefighter I certification; however, there is no time limit as to how long they may work before attaining certification. Firefighter I certification requires completion of the 259-hour Firefighter I course, which includes training on various fireground tasks, rescue operations, fire prevention and investigation techniques, and inspection and maintenance of equipment. In addition to this course, Firefighter I certification also requires that the applicant have a minimum of six months of volunteer or call experience in

a California fire department as a firefighter performing suppression duties.<sup>40</sup> CFPD has 21 Firefighter I and 20 EMT I certified personnel.

CFPD conducts a majority of its training in house. Minimum paid employee training standards are Firefighter I, EMT, HazMat First Responder Operations, ICS-200, NIMS 700 and 800, and Driver/Operator 1A 1B for Engineers and above. Paid employees spend approximately 180 hours in training each year.

Volunteers are offered monthly training with the goal of achieving 48 hours of training per volunteer. Volunteers must complete a fire academy or have a Firefighter I certificate before becoming an active member.

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## Facilities and Capacity

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CFPD owns and operates three fire stations. Station 1 was built in 1974 and is used as a fire station, training center and a shop. It is staffed 24/7 by four paid staff and eight volunteer firefighters. The station, which was reported to be in fair condition, houses one ICS Type 1 engine, one ICS Type 2 engine, one ICS Type 3 engine, one 3,000-gallon water tender, and three utility vehicles. Station 2, built in 1992, is also staffed 24/7 by two paid personnel and 10 volunteers. The station is in good condition and contains one ICS Type 1 engine, one ICS Type 3 engine, and one medic unit. Station 3, built in 1976, is staffed by two volunteers. It is considered to be in fair condition. The station houses one ICS Type 6 engine.

CCWD is the water provider for CFPD. Areas within the District that are not served by CCWD rely on private wells for water. CFPD utilizes water tenders in those areas.

Currently, the District's facilities appear to have sufficient capacity to provide adequate services to current demand and short-term future growth. No need for additional or expanded stations was identified; however, a plan is being formulated to remodel Station 1. All existing stations are in good working condition. The challenge lies not in facilities, but in outdated equipment and a lack of paid personnel. Current response times meet Mountain Valley Emergency Medical Services Agency standards for response to medical emergencies.

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## Infrastructure Needs

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CFPD was planning a minor remodel of Station 1 in FY 12-13; however, the project has been postponed due to financial constraints. This project is expected to cost approximately \$120,000 and will be funded from reserve funds.

The District also needs to upgrade fire apparatus; however, financial constraints have been an obstacle. Federal grants will be sought in the coming years to fund the necessary apparatus replacements.

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<sup>40</sup> State Fire Marshal, *Course Information and Required Materials*, 2007, p. 44

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## Challenges

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The primary challenge facing the District is the current economic downturn and resulting declining revenues. Secured property tax revenues have dropped by more than 35 percent over the past five years, which resulted in deferred equipment and vehicle replacement, facility upgrades and caused employee lay-offs.

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## Service Adequacy

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

Fire services in the communities are classified by the Insurance Service Office (ISO), an advisory organization. This classification indicates the general adequacy of coverage, with classes ranking from 1 to 10. Communities with the best fire department facilities, systems for water distribution, fire alarms and communications, and equipment and personnel receive a rating of 1. CFPD has an ISO rating of seven to 10, depending upon distance from a fire station and fire hydrants. The District was last evaluated in 1995.

The National Fire Protection Association (NFPA) has issued a performance standard for volunteer and combination fire departments (NFPA 1720). This standard, among other guidelines, identifies target response time performance for structure fires. The response time is measured from the completion of the dispatch notification to the arrival time of the first-responder at the scene. Though not a legal mandate, NFPA 1720 does provide a useful benchmark against which to measure fire department performance. NFPA 1720 recommends that the response times for structure fire be nine minutes in urban demand zones at least 90 percent of the time, 10 minutes in suburban zones at least 80 percent of the time and 14 minutes in rural zones at least 80 percent of the time. Response times in remote zones are directly dependent on travel distances.<sup>41</sup> All fire service providers in Calaveras County, except for the City of Angels Camp Fire Department, fall within the definition of a rural demand zone. The City of Angels Camp FD is an urban demand zone.

Emergency response time standards vary by level of urbanization of an area: the more urban an area, the faster a response should be. Calaveras County is not broken down into wilderness, rural and urban designations for response time standards like other counties. Instead, Mountain Valley Emergency Medical Services Agency has divided Calaveras County into three zones for EMS and ambulance services. The northern and southern zones are served by American Legion and the eastern zone (which is the same as the Ebbetts Pass FPD boundary area) is served by Ebbetts Pass FPD. In the northern and southern zones the response time guideline is 20 minutes 90 percent of the time, and 13 minutes 90 percent of the time in the eastern zone. These standards are intended for the ambulance contract providers; however, they indicate what is considered appropriate response times for

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<sup>41</sup> Urban demand zone has population density of more than 1,000 people per square mile; suburban zone—between 500 and 1,000 people per square mile, rural zone—less than 500 people per square mile, and remote zone is identified by eight or more miles of travel distance to an incident.



medical emergencies. CFPD reported that from January 1, 2012 to November 30, 2012, the estimated average response time was 8 minutes 57 seconds.

CalFire tracks response times for CFPD incidents. It should be noted that CalFire's methodology for tracking response times differs from that of the districts. While the districts generally start timing from the time the engines leave the facility, CalFire starts timing after checking back in with the responder after dispatch, which is often when the District is already en route to the scene. Consequently, response times reported by CalFire for each incident tend to be shorter than those recorded by each district. It was reported that in 2011 the District's average response time was 6.6 minutes and the 90<sup>th</sup> percentile response time was 11.75 minutes. An area that CFPD can improve upon is tracking its response times, being aware of its average, median and 90<sup>th</sup> percentile response times and collaborating with CalFire on data exchange, which would allow for more structured response and enhanced efficiency and consistency.

The service area size<sup>42</sup> for each fire station varies between fire districts. The median fire station in Calaveras County serves approximately 34 square miles. Although EPFPD serves the most expansive area (195 square miles), AMFPD stations serve larger area per station, with 77.5 square miles served per station on average. Densely populated areas tend to have smaller service areas. For example, the average service area for the City of Angels Camp Fire Department's fire station is 1.75 square miles. By comparison, each fire station in CFPD serves approximately 62 square miles.

The number of firefighters serving within a particular jurisdiction is another indicator of level of service; however, it is approximate. The providers' call firefighters may have differing availability and reliability. A district with more firefighters could have fewer resources if scheduling availability is restricted. Staffing levels in Calaveras County vary from 3.2 sworn firefighters per 1,000 residents in JLFPD's service area to 13 in MHFPD. By comparison, CFPD has approximately six firefighters per 1,000 residents.

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<sup>42</sup> Service area refers to the area that the agency will respond to, based on a first responder map used by the Sherriff's office.

**Figure 6-4: Copperopolis FPD Fire Service Profile**

Fire Service					
<b>Facilities</b>					
Firestation	Location	Condition	Staff per Shift	Vehicles	
Station 1	370 Main St, Copperopolis, CA	Poor	Two paid staff and eight volunteers	1 ICS Type 1 engine, 1 ICS Type 2 engine, 1 ICS Type 3 engine, 1 3000 gal. water tender, 3 utility vehicles.	
Station 2	1927 Quiver St, Copperopolis, CA	Good	One paid staff and 10 volunteers	1 ICS Type 1 engine, 1 ICS Type 3 engine, 1 medic unit	
Station 3	9164 Poole Station Rd., Copperopolis., CA	Fair	Staffed by volunteers	1 ICS Type 6 engine	
<b>Facility Sharing</b>					
<b>Current Practices:</b> CFPD currently has a contractual agreement with Murphys FPD to share financial/bookkeeping services. The agencies are working on a contract for sharing of other resources.					
<b>Future opportunities:</b> Co-location with CalFire is a possibility in the future. The Copperopolis CalFire station is located directly across the street from CFPD Station 1 and it would make sense to co-locate the agencies, as was reported by the District.					
<b>Infrastructure Needs and Deficiencies</b>					
Main infrastructure needs include Station 1 upgrades and replacement of fire apparatus.					
District Resource Statistics		Service Configuration		Service Demand	
Staffing Base Year	2012	Configuration Base Year	2011	Statistical Base Year	2011
Fire Stations in District	3	Fire Suppression	Direct	Total Service Calls	476
Stations Serving District	3	EMS	Direct	% EMS	67%
Sq. Miles Served per Station <sup>1</sup>	62	Ambulance Transport	American Legion	% Fire/Hazardous Materials	8%
Total Staff <sup>2</sup>	29	Hazardous Materials	Direct	% False	3%
Total Full-time Firefighters	6	Air Rescue/Ambulance Helicopter	AirMed Reach	% Misc. emergency	15%
Total Call Firefighters	22	Fire Suppression Helicopter	CalFire	% Non-emergency	7%
Total Sworn Staff per Station <sup>3</sup>	9	Public Safety Answering Point	Sheriff	% Mutual Aid Calls	1%
Total Sworn Staff per 1,000	6	Fire/EMS Dispatch	CalFire	Calls per 1,000 people	103
<b>Service Adequacy</b>			<b>Service Challenges</b>		
Response Time Base Year	2011	The biggest challenge for the District is the reduction in secured tax revenues which resulted in failure to replace apparatus or hire staff.			
Average Response Time (min)	6.6	<b>Training</b>			
90th Percentile Response Time (min)	11.75	Minimum paid staff training standards are FF1, EMT, HazMat First Responder Operations, ECS-200, NIMS 700&800 and Driver/Operator 1A 1B for Engineers and above. Volunteers must complete fire academy or be FF1 certified.			
ISO Rating	7-10 (1995)				
<b>Mutual &amp; Automatic Aid Agreements</b>					
CFPD has automatic and mutual aid agreements with all surrounding fire districts.					
Notes:					
1) Primary service area (square miles) per station.					
2) Total staff includes sworn and non-sworn personnel.					
3) Based on ratio of sworn full-time and call staff to the number of stations. Actual staffing levels of each station vary.					

## **COPPEROPOLIS FIRE PROTECTION DISTRICT DETERMINATIONS**

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### **Growth and Population Projections**

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- ❖ CFPD currently has an estimated population of 4,627.
- ❖ The District reported that it had observed little change in service demand in the last few years. There was an increase in calls over the last three to four years of approximately five percent.
- ❖ CFPD anticipates moderate growth in population and similarly in service demand within the District in the next few years, due to a significant number of planned and proposed developments. A Copperopolis Community Plan is being developed as part of the County General Plan update.

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### **The Location and Characteristics of Disadvantaged Unincorporated Communities Within or Contiguous to the Agency's SOI**

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- ❖ Based on 2010 Census income information for Census Designated Places in Calaveras County, there are no communities that meet the definition of a disadvantaged unincorporated community within or adjacent to CFPD's bounds and sphere of influence.

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

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- ❖ Currently, the District's facilities appear to have sufficient capacity to provide adequate services to existing demand and short-term future growth. Current response times meet Mountain Valley Emergency Medical Services Agency standards for response to medical emergencies. Service capacity is constrained by outdated equipment and a lack of paid personnel.
- ❖ CFPD would require additional staffing level and equipment to address future growth. The District will need to look at additional funding sources to ensure sustainable financing.
- ❖ Infrastructure needs include Station 1 renovations and apparatus replacements.
- ❖ The District does not have a capital improvement plan. Capital improvement needs are reviewed annually at board meetings. It is a recommended practice for all districts to adopt a capital improvement plan to allow for more effective infrastructure improvement and related financing planning.
- ❖ An area that CFPD could improve upon is calculating its median and 90<sup>th</sup> percentile response times and collaborating with CalFire on information exchange.

- ❖ CFPD services appear to be adequate. The District has adequate response times. ISO is high compared to urban service providers, but similar to rural providers and those in the County.

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### Financial Ability of Agencies to Provide Services

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- ❖ The District reported that its current financing levels were not adequate to deliver services. Revenues have declined by over 35 percent in the last five years, due to a decrease in property values.
- ❖ In response to declining financing levels, CFPD had to defer upgrades and maintenance, and cut staff positions.
- ❖ Grants were identified as a possible additional source of financing to fulfill necessary apparatus replacement and personnel needs.
- ❖ The District's general operations are funded primarily by property taxes and two special taxes. Special taxes amount to \$75 each per parcel and are intended to benefit EMS and fire service.
- ❖ CFPD does not have any long-term debt. The District tries to avoid using debt in financing its capital improvements.

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### Status of, and Opportunities for, Shared Facilities

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- ❖ The District has mutual aid agreements with all surrounding fire districts.
- ❖ CFPD is currently working on an agreement with Murphys FPD to share resources. Both districts currently employ the same fire chief.
- ❖ The Copperopolis CalFire station is located across the street from CFPD Station 1, which presents a good opportunity for the two agencies to share one facility.

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### Accountability for Community Service Needs, Including Governmental Structure and Operational Efficiencies

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- ❖ CFPD demonstrated partial accountability in its disclosure of information and cooperation with Calaveras LAFCO. The District responded to the initial questionnaires and cooperated with interview and document requests; however, follow-up questions and profile review required multiple follow-up attempts.
- ❖ CFPD practices extensive outreach efforts; however, the District lacks a website where district information is made available to the public. It is recommended that every public service provider have a website to keep constituents aware of the agency's activities.
- ❖ In regards to governance structure options, it was reported that reorganization with Murphys FPD and Altaville-Melones FPD is a strong possibility. Certain logistical obstacles have to be resolved before the three agencies proceed with reorganization.

## **7. EBBETTS PASS FIRE PROTECTION DISTRICT**

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Ebbetts Pass Fire Protection District (EPFPD) provides structural, vehicle and wildland fire suppression, paramedic level response to medical emergencies, technical rescue response, hazardous materials response, fire prevention, code enforcement, regional emergency command and control, and community education.

### **AGENCY OVERVIEW**

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#### **Background**

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Ebbetts Pass FPD was formed on December 7, 1964<sup>43</sup> to provide structural fire protection during winter periods when the local CalFire station was not staffed. Services delivered have evolved from wildland and structural firefighting to include first responder advance life support emergency medical service, advanced life support transport service, fire prevention, public safety education, and emergency hazardous materials response.

The principal act that governs the District is the Fire Protection District Law of 1987.<sup>44</sup> The principal act empowers fire districts to provide fire protection, rescue, emergency medical, hazardous material response, ambulance, and any other services relating to the protection of lives and property.<sup>45</sup> Districts must apply and obtain LAFCO approval to exercise services authorized by the principal act but not already provided (i.e., latent powers) by the district at the end of 2000.<sup>46</sup>

EPFPD is located in the northeastern portion of Calaveras County. The District borders Amador County in the north, Alpine County in the east and Tuolumne County in the southeast. EPFPD is adjacent to West Point FPD in the northwest, Murphys FPD in the south, and the Sheep Ranch area (protected by Central Calaveras FRPD) in the west.

#### ***Boundaries***

Since its formation the District has undertaken seven annexations and one detachment. The most recent annexation occurred in 2000, when EPFPD added about 180 square miles of adjacent land previously protected by the Calaveras County Fire Department. The District's boundary changes are shown in Figure 7-1.

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<sup>43</sup> LAFCO resolution 64-05.

<sup>44</sup> Health and Safety Code §13800-13970.

<sup>45</sup> Health and Safety Code §13862.

<sup>46</sup> Government Code §56824.10.



**Figure 7-1: EPFPD List of LAFCO Approved Border Changes**

<i>Project Name</i>	<i>Type of Action</i>	<i>Year</i>	<i>Recording Agency</i>
Ebbetts Pass Fire Protection District	Formation	1964	LAFCO
American Forest Properties Inc.	Annexation	1970	LAFCO, BOE
Big Trees Village	Annexation	1973	LAFCO, BOE
Amatti/Folenddorf	Detachment	1982	LAFCO
Timber Trails	Annexation	1983	LAFCO
Nob Hill Estates	Annexation	1988	LAFCO
Love Creek	Annexation	1991	LAFCO
1997 Annexation	Annexation	1997	LAFCO, BOE
Calaveras County Fire Reorganization #1	Annexation	2000	BOE

The District is approximately 195 square miles in size, encompassing a narrow corridor of privately owned lands to the north and south of SR 4 between Murphys and the Calaveras-Alpine county line. The current western boundary of the District begins approximately one mile east of Murphys with the eastern boundary ending at the Calaveras-Alpine county line. The District is surrounded by national forest lands.

*Sphere of Influence*

The EPFPD’s sphere of influence (SOI) was last updated in 2005 when it was reaffirmed to be coterminous with the District’s boundaries.

*Extra-territorial Services*

EPFPD provides paramedic emergency response and emergency transit services to western Alpine County and areas of Tuolumne County accessed from SR 4.

EPFPD has automatic aid agreements with Murphys FPD and Bear Valley FPD in Alpine County Fire for fire, rescue and EMS responses as needed on the border areas, and mutual aid agreements with CalFire and California State Parks. CalFire and California State Parks respond to incidents as first responders. EPFPD provides paramedic response and transport services to the Bear Valley/Alpine County area.

In addition to the fire suppression and EMS first response agreements with Murphys FPD and Bear Valley FPD, EPFPD provides mutual aid EMS transport response to the other paramedic zones of Calaveras County.

The District also has mutual aid agreements with CalFire and California State Parks.

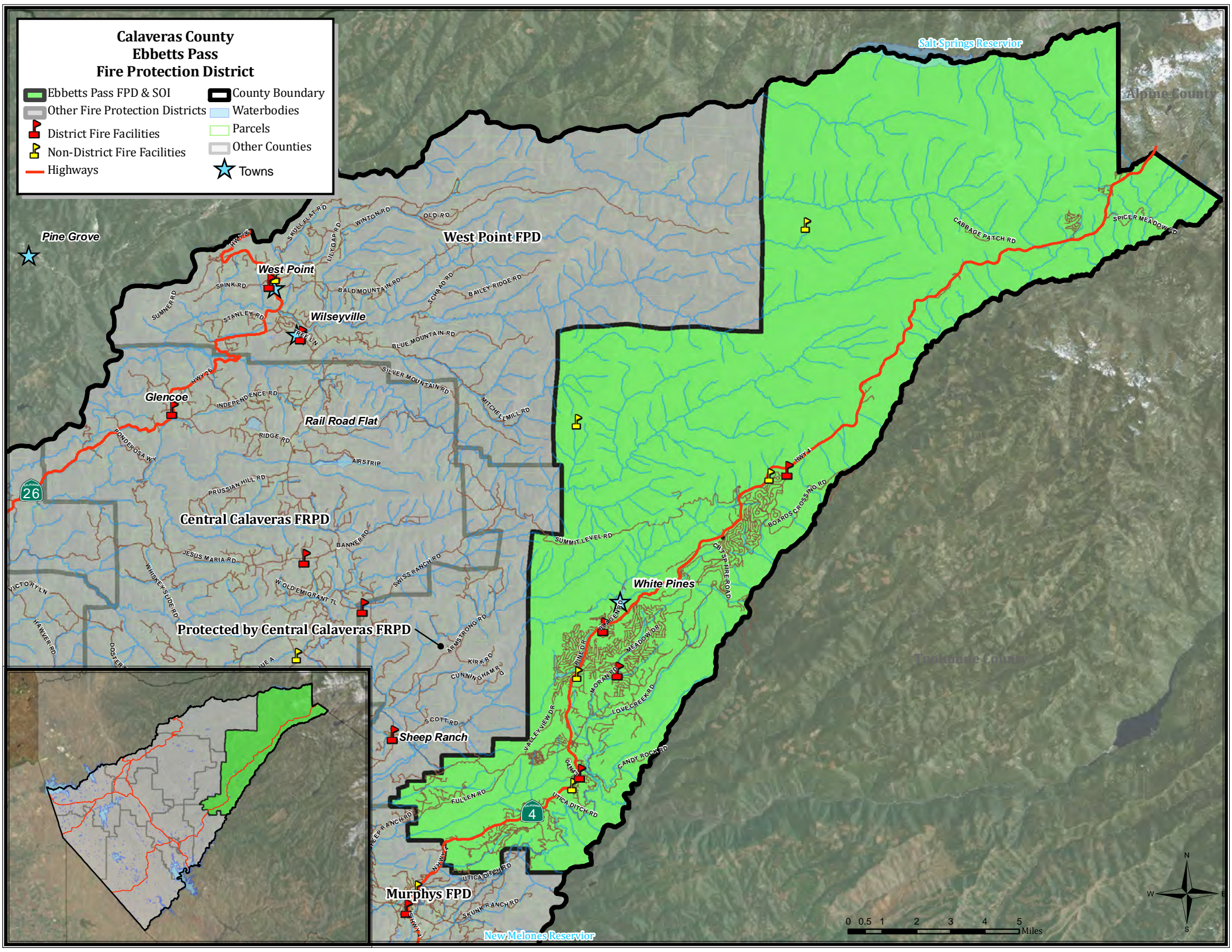
*Areas of Significance*

An area of significance for EPFPD is Bear Valley Ski Resort in Alpine County. Considering the fact that the District responds in that area as part of its automatic aid agreement with Bear Valley FPD, growth and resort expansion are expected to affect EPFPD demand for services, which could potentially result in a need to expand the District’s capacity.



**Calaveras County  
Ebbetts Pass  
Fire Protection District**

-  Ebbetts Pass FPD & SOI
-  County Boundary
-  Other Fire Protection Districts
-  Waterbodies
-  District Fire Facilities
-  Parcels
-  Non-District Fire Facilities
-  Other Counties
-  Highways
-  Towns



 Pine Grove

**West Point FPD**

**West Point**

**Wilseyville**

**Glencoe**

**Rail Road Flat**

**Central Calaveras FRPD**

**Protected by Central Calaveras FRPD**

**White Pines**

**Sheep Ranch**

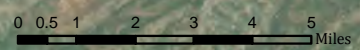
**Murphys FPD**

**New Melones Reservoir**

**Salt Springs Reservoir**

Alpine County

Tuolumne County





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## Accountability and Governance

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

The principal act orders that the board of directors of a fire protection district must have an odd number of members, with a minimum of three and a maximum of 11 members. Directors may be appointed or elected.<sup>47</sup> EPFPD is governed by a five-member board of directors elected at large to staggered four-year terms. All of the current board members were elected. Current board member names, positions, and term expiration dates are shown in Figure 7-3.

The Board meets on the third Wednesday of every month at nine in the morning at Station 1, located at 1037 Blagen Road in Arnold, CA. Board meeting agendas are posted at Station 1, Station 3, the post office and on the district website. Minutes are available upon request.

**Figure 7-3: Ebbetts Pass Fire Protection District Governing Body**

<b>Ebbetts Pass FPD</b>				
<b><i>District Contact Information</i></b>				
<b>Contact:</b>	Fire Chief, David Baugher			
<b>Address:</b>	1037 Blagen Road, P.O. Box 66, Arnold, CA 95223			
<b>Telephone:</b>	209-795-1646			
<b>Fax:</b>	209-795-3460			
<b>Email/website:</b>	jlfd@comcast.net, www.epfd.org			
<b><i>Board of Directors</i></b>				
<b>Member Name</b>	<b>Position</b>	<b>Term Expiration</b>	<b>Manner of Selection</b>	<b>Length of Term</b>
Scott McKinney	Vice Chair	November 2013	Elected	4 years
Dan Leary	Chair	November 2013	Elected	4 years
Tom Sullivan	Director	November 2015	Elected	4 year
Jon Dashner	Director	November 2015	Elected	4 years
Ron Andrade	Director	November 2015	Elected	4 years
<b><i>Meetings</i></b>				
<b>Date:</b>	Third Monday of every month at 9am.			
<b>Location:</b>	Meetings are held at Station 1 located at 1037 Blagen Road, Arnold, CA			
<b>Agenda Distribution:</b>	Posted at Station1, Station 3, post office, and on the website.			
<b>Minutes Distribution:</b>	Available upon request.			

In addition to the required agendas and minutes, the District tries to reach its constituents through collaboration with community groups, monthly Ebbetts Pass (EPPOC)

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<sup>47</sup> Health and Safety Code §13842.

Homeowners' Association meetings, fire drills at local schools, children's fire awareness week, fire safety talks at the library, and news articles in various newspapers.

If a customer is dissatisfied with the District's services, complaints may be submitted using a formal public complaint process set up by EPFPD. Members of the public may submit complaints in person, by a third party, by phone, mail, email, and anonymously. Regardless of the manner by which the complaint is delivered, the person receiving the complaint must complete an EPFPD complaint form. Completed complaint forms are submitted directly to the chief who determines who will have responsibility for the investigation. A written decision from the chief may be requested by the individual filing the complaint. The District reported that there was one complaint in 2011.

EPFPD demonstrated accountability in its disclosure of information and cooperation with Calaveras LAFCO. The District responded to the questionnaires and cooperated with interview and document requests.

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## Planning and Management Practices

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

The District's mission statement states: The Ebbetts Pass FPD shall provide for life and property safety from the threat of fires, medical emergencies, and hazardous materials release, this will be accomplished through planning, prevention, education, incident mitigation, and appropriate application of technology.

The organization of the District is structured around four service divisions or areas: 1) Fire and Public Safety, providing fire and safety education, fire safe inspection services, and code enforcement; 2) Operations, coordinating and maintaining resources for emergency response; 3) Training, coordinating and delivering training for employees and volunteers; and 4) Administration, providing management and administrative support.

EPFPD employs 54 personnel—one full-time fire chief, one full-time executive secretary, one part-time fire prevention officer, three full-time battalion chiefs, three full-time captains, six full-time engineers, nine firefighters, six intern firefighters, two cadets, four per-diem paramedics, and 18 volunteer firefighters. Thirteen of the full-time employees are licensed and accredited paramedics, 12 of the full-time employees and interns are Emergency Medical Technicians (EMT), 12 of the volunteer firefighters and interns are EMTs and three are paramedics.

Operations of the District are managed by a fire chief and an executive secretary. Additional administrative support is provided by line personnel on an assignment basis. Administrative responsibilities include preparation and recommendation of annual budgets for Board approval, tracking payroll and account expenditures, policy recommendations for Board approval, issuance of various permits including door-yard burning and campfires, review and approval of business license applications, processing

records and reports, administration of employment and promotional processes, provision of general assistance to callers and visitors, public information and relations during emergencies and disasters, asset tracking and inventory control, training, and maintenance of apparatus and facilities.

The fire chief is accountable to the Board of Directors and oversees the assistant chief and executive secretary. The assistant chief supervises the battalion chiefs and prevention officer. Captains and engineers, who manage firefighters, report to the battalion chiefs.<sup>48</sup> The District tracks its employees' workload by maintaining daily and training rosters and keeping time cards. EPFPD also keeps incident reports for daily calls and patient care reports for medical responses. Tracking staff workload helps EPFPD identify incidents of overload and switch tasks accordingly.

All district personnel are evaluated annually by the chief, who is evaluated by the Board of Directors.

EPFPD reported that it did not perform formal evaluations of overall district performance, such as benchmarking or annual reports. Paramedic transport unit response times are audited monthly for response time contract compliance by the Mountain Valley EMS Agency, the Calaveras County Emergency Medical Services Oversight Committee and the EPFPD administration. EPFPD is required by contract to maintain a 90 percent compliance rate for paramedic response times to all EMS responses in the Calaveras County Zone 3. The District has over 99 percent compliance rate.

The District's financial planning efforts include an annually adopted budget and annually audited financial statements. EPFPD conducts its capital improvement projects through a Capital Improvement Plan with a five-year planning horizon, which is updated every five to seven years. The District also adopts a strategic plan; the most recent strategic plan was adopted in January 2007.

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## Existing Demand and Growth Projections

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

### Land Use

Land uses within the District are recreational, agricultural preserve, timber production, residential, rural residential, general forest, public service, commercial, professional offices, residential agriculture, and light industrial. The District's bounds encompass approximately 195 square miles.

Privately owned lands within the District are designated as State Responsibility Areas (SRA) and are classified as a "High Fire Severity Hazard Zone." The California Department of Forestry provides primary jurisdictional responsibility for wildland fire protection except in those areas of the Stanislaus National Forest protected by the United States Forest Service. Privately owned lands are predominately made up of lots and parcels

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<sup>48</sup>Engineers at Station 3 are directly supervised by the battalion chief; however, they are still subordinate in rank to the station captain within the chain of command.



within established residential subdivisions. From west to east, major residential subdivisions include: Forest Meadows, Sunrise Point, Canyon View, Ebbetts Pass Highlands, Lakemont Pines, Meadowmont, Pinebrook, Fly-In Acres, Lilac Park, Blue Lake Springs, Big Trees Village, Cottage Springs, Gann's Meadow, Big Meadow, Tamarack, Sky High Ranch and Sherman Acres.

Population

Depending on means of determining population, the estimated residential population of the District ranges from 10,636 to 18,840. However, the population served is significantly higher during tourist seasons.

Based on author’s analysis of Census 2010 census tract data, there are approximately 10,636 residents within the District.<sup>49</sup> The population density within the District is 55 people per square mile. The District reported that there were about 14,000 people living full time within the EPFPD boundaries according to Census 2010.

The District reported that it served about 8,000 improved lots, of which 150 were commercial structures. Based on average household size throughout the County of 2.4 people, the estimated population of EPFPD would be 18,840.

However, there are many vacation homes and vacation rentals in the areas. Additionally, there is one State Park and multiple camping areas operated by the U.S. Forest Service. During peak vacation periods, the population of the District can reportedly reach levels of over 40,000 people. The District reported that there had been a recent increase in the transient vacationing population.

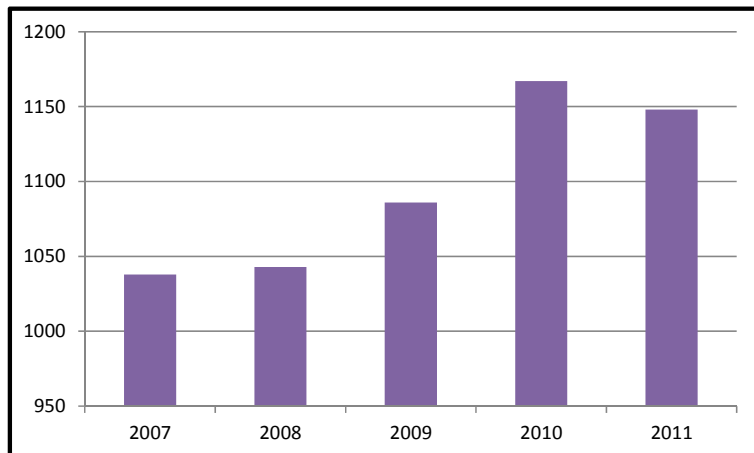
Existing Demand

The District reported that its peak demand times were mainly vacation periods, such as Thanksgiving, Christmas, New Years, Memorial Day, Independence Day, Labor Day, and school breaks. Calls for medical emergencies are consistently high in volume throughout the year, similar to other fire districts in the region.

**Figure 7-4: EPFPD Number of Calls by Year, 2007-2011**

The District reported that it had observed an increase in service demand over the last few years of about five percent, with an exception of 2011 when light winter and fewer vacationers caused fewer accidents.

As shown in Figure 7-4, the number of calls steadily increased from 2007 to 2011.



<sup>49</sup> Census Tracts 4, 5.04, 5.03, and 5.01 in Calaveras County.

### Projected Growth and Development

EPFPD anticipates significant growth in population and similarly in service demand within the District in the next decade. However, no formal population projections have been made by the District. EPFPD reported that current active growth was limited to one or two permits, but high growth is anticipated within the next decade, due to multiple housing projects, condominium developments, and expansion of the ski resort in Alpine County where the District responds through automatic aid. The District identified two planned developments within its boundaries. Forest Meadows consists of 300 to 500 planned units; plans have been submitted to the Calaveras County Planning Department for review. Cedar Ridge consists of about 100 planned lots, but the development is moving slowly as contractors are only selling one to two lots at a time.

EPFPD tracks demographic changes and environmental trends and adjusts its staff and resources accordingly. The District reported that it had sufficient capacity to serve the anticipated future growth; however, the Forest Meadows area may require another fire station in the future. The District has had some discussions with Alpine County Fire Department about staffing a paramedic rescue transport unit in the ski resort region permanently. The District did not identify any areas within its future growth where it would have difficulties providing service. Sometimes roads are not cleared of snow as soon they need to be, thus slowing response times; however, all of the District's engines and ALS paramedic transport unit are four-wheel drive and custom made for difficult road conditions. Additionally, the District maintains a fleet of three snow plows which aid during incidents in the winter months.

The State Department of Finance (DOF) projects that the population of Calaveras County will grow by eight percent in the next 10 years. Thus, the average annual population growth in the County is anticipated to be approximately 0.8 percent. Based on these projections, the District's population would increase from 10,636 in 2010 to approximately 11,487 in 2020. It is anticipated that demand for service within the District will increase minimally, based on the DOF population growth projections through 2020.

### Growth Strategies

The District is not a land use authority, and does not hold primary responsibility for implementing growth strategies. The land use authority for unincorporated areas is the County. The County's General Plan is presently being updated. Some of the fire districts reported that the County sought input from them on General Plan update. EPFPD did not provide any input on the General Plan update.

With regard to possible governance structure alternatives, the District reported that there were some past inquiries about consolidation with Murphys FPD or Bear Valley FPD of Alpine County, but as of now there are no specific plans and there have been no formal discussions between the agencies.

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## Financing

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

The District reported that its financing levels were adequate to deliver services. The State borrowed eight percent of property tax revenues from the District in 2009; the District is expecting to be paid back in 2013 and use this money for capital improvements. No other challenges to financing were reported.

The District's total revenue for FY 10-11 was \$3,889,068, which consisted of operating and non-operating revenues. Operating revenues amounted to \$3,844,861 and consisted mainly of property taxes (45 percent), special taxes (30 percent), fees for emergency medical services (17 percent), and Special District Expense (three percent). The remainder of the revenue came from homeowner's property tax relief, federal grants, reimbursements, services, miscellaneous, and other revenues. Non-operating revenue included interest, donation from Ebbetts Pass Firefighters' Association,<sup>50</sup> and other revenues.

The District is funded primarily through property taxes, two voter-approved special tax measures and ambulance paramedic transport fees. The District's first special tax measure was approved in 1999. Voters approved the necessary funding to hire three firefighter paramedics and purchase equipment needed to provide first responder advanced life support medical services. The special tax levies \$11 on unimproved lots and \$39 on improved lots. The second special tax was approved in 2004. Voters approved funding to hire six additional employees and purchase necessary equipment to staff a second fire station and provide a second full-time staffed paramedic transport unit. The special tax levies \$27 on unimproved lots and \$89 on improved lots. Residents are not subject to out-of-pocket expenses for utilization of the ambulance service. Non-residents are charged for ambulance services. An ALS base rate is \$1,523.90, a BLS base rate is \$1,172.02, mileage rate is \$41.03 per mile, and night charge from 7PM till 7AM is \$234.45.

The District also collects fees for industry standard training classes provided to other fire agency personnel at EPFPD by EPFPD staff who are instructors in industry standard courses. EPFPD does not have a standard fee schedule for such courses. Fees are individually set to approximately cover the cost of a course.

EPFPD's expenditures amounted to \$4,189,486 in FY 10-11, divided into operating and non-operating expenses. Of the \$4,048,477 in operating expenses, 51 percent was spent on salaries and wages, 11 percent on health insurance, seven percent on retirement, three percent on worker's compensation, three percent on administrative fees, two percent on repairs and maintenance, three percent on safety, clothes and equipment, and 10 percent on depreciation. The rest was spent on property/liability insurance, health maintenance, office expenses, emergency care and rescue, professional services, communications, small tools and safety equipment, training, travel and transportation, utilities, refunds, miscellaneous, food and household, equipment, and special department expenses. Non-operating expenses are represented by interest on long-term debt.

The District has a capital improvement plan with a planning horizon of five years. EPFPD finances its capital improvements through loans, financial reserves, and donations from the Firefighters' Association.

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<sup>50</sup> Ebbetts Pass Firefighters' Association is a separate 501(c)(4) corporation that promotes fire safety awareness and training, and provides cash and equipment to the District.

EPFPD’s long-term debt is represented by three loans. The first one, which amounted to \$3,000,000, was taken out in FY 04-05 for the construction of a new fire station on Blagen Road. The loan period is 20 years with a fixed interest rate of 4.65 percent. This loan was later amended to include an additional \$500,000 to help complete the construction of a new fire station.

During FY 06-07, the District also took out a bridge loan in the amount of \$175,000 which was needed to help complete construction of the new station. This bridge loan was a short term loan which was paid off in FY 10-11.

In addition to these two loans, the District has a lease purchase agreement with the Municipal Finance Corporation that was used for the purpose of financing the purchase of a fire engine in 2005. Annual payments on this agreement are made by the Ebbetts Pass Firefighters’ Association and are not included as expenditures within the District’s budgets.

The approximate amount of existing debt, if carried to full term, related to these agreements at the end of FY 10-11 is shown in Figure 7-5.

**Figure 7-5: EPFPD Long-Term Debt Balance (end of FY 10-11)**

<i>Loan</i>	<i>Balance</i>
Lease Option Agreement for New Fire Station	\$3,132,363.96
Lease Option Agreement Amended	\$567,970.92
Lease Purchase of Apparatus	\$95,187.96
<b>Total Existing Debt</b>	<b>\$3,795,522.84</b>

EPFPD has a formal adopted policy to keep four designated

reserve funds: 1) the Apparatus/vehicle Replacement Fund was established to provide funds for cash purchases of apparatus and other vehicles; 2) the Building Fund was established to provide for lease purchase payments and one-time purchases related to existing and future payments of property and future building projects; 3) the Emergency/contingency Fund was established as a reserve for unanticipated expenditures and emergencies. Savings for future purchases, such as SCBA replacement are included in this account. Also included in this account is a fund for payout of personnel costs related to separation from service. Finally, two emergency medical service trust funds were established to maintain long-term funding for the firefighter/paramedic and ambulance program. Any funds collected from the voter approved special taxes and not expended during the year are allocated to these funds. These funds are to be used to extend the longevity of the ALS first responder paramedic and paramedic rescue transport programs once the funds collected from the special tax are no longer adequate to fund the programs. Balances of all four reserve funds are at about 30 percent of the District’s operating budget.

EPFPD participates in two joint powers authorities (JPAs)—the Special District Risk Management Authority for insurance and the Fire Agencies Insurances Risk Authority for liability and property insurance.

## FIRE AND EMS SERVICES

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### Service Overview

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Ebbetts Pass FPD provides “all risk” emergency response:

- ❖ Fire suppression—EPFPD provides structural, vehicle and wildland fire suppression.
- ❖ Emergency medical response—EPFPD provides paramedic level response to medical emergencies on paramedic staffed and equipped engine companies and paramedic transport service units.
- ❖ Technical Rescue Response—EPFPD provides industry standard water rescue, over the bank rope rescue, structural collapse response rescue, as well as vehicle extrication rescue, large mudslides, towering trees falling on occupied structures, and water rescues in Class V river rapids.
- ❖ Hazardous Materials Response—EPFPD provides first responder level response to hazardous materials incidents.
- ❖ Fire Prevention and Code Enforcement—EPFPD inspects all multi-residential and commercial occupancies on an annual basis for compliance with the California Fire Code.
- ❖ Regional Emergency Command and Control—The EPFPD main station training classroom is designed to be used as a regional emergency operations center.
- ❖ Education of the Community—EPFPD personnel provide first aid, cardiopulmonary resuscitation (CPR) and automated external defibrillator (AED) trainings for the community. All aspects of the American Heart Association’s Chain of Survival are provided by EPFPD.

The services provided by EPFPD are shown in the service matrix in Figure 7-6.



**Figure 7-6: EPFPD Service Matrix**

<b>Calaveras County Fire Services Matrix</b>	
<b>Service</b>	<b>Provided ?</b>
Structural fire protection	Yes
Wildland fire protection	Yes
Vehicle fire protection	Yes
Ladder truck capabilities	Yes
Emergency medical services	Yes
Basic life support	Yes
Advanced life support	Yes
Advanced life support transport	Yes
Hazardous materials emergency response	Yes
Fire prevention	Yes
Fire safety education	Yes
First responder swift water and low angle rope rescue	Yes
Public service assists	Yes
Oxygen filling for breathing apparatuses	Yes
Helicopter facilities	No
Jaws of Life tools	Yes
Response to boating accidents	Yes
Water rescue	Yes
Dive and ice rescue	Yes
Fire investigation	Yes
Home inspections	Yes
Business Inspection	Yes
Public Education (CPR, First Aid, Etc.)	Yes
Continuing Education Provider	Yes
Community Emergency Response Team	Yes

*Collaboration*

There are three geographic areas within the Ebbetts Pass FPD served by other agencies. EPFPD works jointly with these agencies on a first response and mutual-aid basis for wildland fire incidents within the District and has no compensation arrangements with these agencies for routine response. CalFire has two fire stations (Arnold and Hermit Springs) within the District boundaries and an additional fire station within the EMS response area (Skull Creek), and is responsible for the SRA areas within the District. Calaveras Big Trees State Park has fire response equipment located at the Park Headquarters and is responsible for wildland fire response within the park. The United State Forest Service (USFS) has two fire stations and one ranger station within the EPFPD and is responsible for wildland fire response within the Federal Response Areas in the District.

In addition, Ebbetts Pass FPD participates in multiple regional collaboration efforts within Calaveras County, such as the Calaveras Chiefs Association, Emergency Medical Service Oversight Committee (EMSOC), Multi-Agency Coordinating Group (MAC), Local Continuing Quality Improvement (LCQI), Calaveras County Search and Rescue (CCSAR), Office of Emergency Services (County OES), Calaveras County Emergency Preparedness Healthcare Coalition (PPH), Citizen Emergency Response Teams (CERT), Crisis Intervention Services Management (CISM), and Motherlode Training Officers Association (MITOA).

EPFPD jointly maintains a two pad landing facility with USFA in Hathaway Pines.

### Dispatch and Communications

The District's emergency dispatch and communication needs are served through a Calaveras County contract with the California Department of Forestry and Fire Protection's (CalFire) Emergency Command Center (ECC) in San Andreas. There is currently no fee charged to local government fire protection agencies by Calaveras County for this service. EPFPD pays \$25 per Paramedic Rescue Transport Dispatch to Calaveras County, and the County collects a 0.25 percent sales tax which is used to help fund dispatch centers.

Dispatching is handled through joint use of the command frequencies assigned to the Tuolumne-Calaveras Unit. The CalFire, Office of Emergency Services and County assigned tactical frequencies are also available for local use.

The Calaveras County Sheriff's Office serves as the Primary Public Safety Answering Point where all landline calls within the County are originally directed. Fire incidents are directed to the ECC. Off-duty paid personnel and volunteers are alerted by "pager."

The District has upgraded mobile and portable radios with programmable 24- and 128-channel radios. Each apparatus has a mobile radio and carries a minimum of two portable radios. Programmable radios provide the capability of reconfiguring frequencies to meet the varied communication needs of mutual aid incidents. Should the emergency dispatching provider ever be changed, programmable radios provide the District with the capability to convert to new frequencies without additional cost.

EPFPD reported that when multiple agencies respond to an incident, responders are coordinated via CalFire Dispatch, at the same time dispatch will assign command and tactical frequencies for the incident. Within Calaveras County, all agencies share common frequencies. The first on-scene unit assumes Incident Command (IC) and coordinates arriving units. All communication systems are interoperable with adjacent providers. CalFire Command Center coordinates the response. If needed, tactical channels are assigned by CalFire ECC. All first responders that EPFPD responds with are dispatched by CalFire ECC.

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### Staffing

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EPFPD has 53 sworn personnel—one full-time fire chief, one part-time fire prevention officer, three full-time battalion chiefs, three full-time captains, six full-time engineers, nine firefighters, six firefighter interns, two cadets, four per-diem paramedics, and 18 volunteer firefighters. Thirteen of the full-time employees are licensed and accredited paramedics, 12 of the full-time employees and interns are emergency medical technicians. Volunteers are

paid training and incident response stipends, and when appropriate on an hourly basis for extended incidents. The training stipend is \$20 per training class and the response stipend is \$10 per call per volunteer. When an incident expands to a level of involvement that requires volunteer assignment for extended periods, that volunteer is paid on an hourly basis.

The median age of the District's firefighters is 27, with a range from 20 to 61. EPFPD recruits volunteers for both, the Volunteer Firefighter Division and the Ebbetts Pass Community Emergency Response Team (CERT). CERT team is a specialized group of volunteer citizens who were trained to take abatement actions from a safe location, provide first aid to injured citizens and recognize potential hazards. Recruitment of volunteer firefighters and emergency response team members is accomplished through distribution of brochures in the front office, public notices posted on the community bulletin board, friends of current volunteers and staff, word of mouth, and networking. Additionally, EPFPD has received funding and support to enhance volunteer firefighter recruitment efforts. In 2012, EPFPD, in conjunction with 10 other fire districts in Calaveras County, was awarded a \$1.8 million-SAFER Recruitment and Retention of Volunteer Fire Fighters grant. These funds will be used to implement a regional volunteer benefit program in order to retain existing firefighters and attract new volunteers. Benefits that are part of this regional program include insurance packages, childcare expenses, tuition assistance for higher education, and a Length of Service Award program or other retirement benefits, such as 401K contributions. Additionally, the grant includes a marketing program to recruit new volunteers through television advertising, an informational website and an online application process.

According to the California State Fire Marshal, all paid, volunteer and call firefighters must acquire Firefighter I certification; however, there is no time limit as to how long they may work before attaining certification. Firefighter I certification requires completion of the 259-hour Firefighter I course, which includes training on various fireground tasks, rescue operations, fire prevention and investigation techniques, and inspection and maintenance of equipment. In addition to this course, Firefighter I certification also requires that the applicant have a minimum of six months of volunteer or call experience in a California fire department as a firefighter performing suppression duties.<sup>51</sup> EPFPD has 22 Firefighter I, 10 EMT-B and 12 EMT-P certified personnel. Volunteers are fully trained in suppression, rescue and EMS operations.

The District has adopted the California State Fire Marshal's Training and Education System's and International Fire Service Training Association's (IFSTA) Essentials of Firefighting as the standards on which volunteer and career training programs are based. The District has also adopted California Fire Service Training and Education System (CFSTES), United States Forest Service (USFS), CalFire, and California Incident Command Certification System (CICCS) curriculums as standards for supplemental and advanced training for all personnel.

The District provides significant financial support for training of career firefighters and firefighter paramedics. EPFPD pays for all costs associated with maintenance of required

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<sup>51</sup> State Fire Marshal, *Course Information and Required Materials*, 2007, p. 44

certifications and paramedic licenses and provides each employee with \$800 and two days of paid relief coverage to pay for classes, workshops, etc. The District also pays for the cost to send employees to special or unique training opportunities, if the District feels such classes would benefit emergency operations.

The majority of ongoing skill maintenance and training of volunteers is delivered "in-house" by the District's paid division. Training is currently delivered Thursday evenings and occasionally on weekends. Training goals have historically been based upon efforts to meet legislative training mandates and ISO training standards. Recent observations of emergency incident operations indicate there is a declining correlation between the number of drill hours documented by volunteers and their actual performance at the emergency incident. This observation has promoted the need to de-emphasize "quantity" of training hours and to place emphasize on "quality" of training and the measurement of performance as the primary training goal.

EPFPD follows a 48-hour on-duty followed by 96 hours off-duty schedule. Every 48 hour period staff is scheduled to train for a minimum of three hours. This translates to 360 hours a year or 30 hours per month of training for employed staff. The training make-up follows a general training format that breaks down into six hours of fire suppression training, six hours of medical training, six hours of specialized drills, and six hours of training with the firefighter volunteers. The final six hours of training focuses on classroom training which can cover fire ground tactics, medical study or management review.

Training for the District's volunteer firefighters begins with a mini volunteer training orientation that takes about 16 hours to complete. The Calaveras County Fire Chiefs Association holds an annual volunteer training academy that encompasses 240 hours of certified National Fire Protection Association Training. New recruits are encouraged to attend the Academy. For recruits who are not able to attend the Academy, the District holds regular training that coincides with the California State Fire Marshal's requirements for a Firefighter I certification. Based upon a two-year calendar for full certification, new recruits receive approximately 90 hours of fire suppression training per year.

Additionally, volunteers receive annual medical training to achieve California EMT-B certification and maintain continuing educational requirements. EPFPD volunteers receive about 50 hours a year of medical training. Finally, volunteers receive 90 hours a year of specialized training focusing on fire suppression, medical response, and District-specific training, which focuses on District-specific scenarios relating to emergency response in a rural environment.

EPFPD reported that a challenge to attain these certification levels was the amount of training required. Volunteers are expected to show up for weekly training and special drills on a regular basis, which can be difficult in the current economic environment. Providing all-risk multi-disciplined emergency response which is supported by the community has allowed EPFPD to attempt to solve the challenge of retention of skilled emergency responders.

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## Facilities and Capacity

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Ebbetts Pass FPD service area is separated into four smaller areas called battalions, each with its own fire station:

- ❖ Battalion 1 covers the greater Arnold area from east of Tanwood Mobile Home Park, east to Calaveras Big Trees State Park, and the adjoining subdivisions in between. It is served by Ebbetts Pass Station 1 located at 1037 Blagen Road in Arnold, CA. The station is a new facility in excellent condition acquired in 2007 and staffed 24/7. Six employees staff the station continuously (a battalion chief, captain, engineer, and two firefighters) and two administrative employees (the fire chief and secretary) staff the office during business hours. Two firefighter-interns are on duty during each shift. There are currently six volunteers available to staff the station. Station 1 houses truck 431, medic engine 435, medic engine 436, water tender 431, and engine 431. Both ALS engines carry a full set of paramedic level advanced life support medical response equipment. Fire suppression, and technical and medical response equipment at Station 1 includes one medic 435, medic 433, and medic 432.
- ❖ Battalion 2 covers the Dorrington/Camp Connell areas from Calaveras Big Trees State Park east along SR 4 to the Alpine County line by Sky High Ranch subdivision and the adjoining subdivisions in between. Ebbetts Pass FPD Station 2 is located at 5510 Meko Drive in Dorrington, CA. The station, acquired in 1996, was reported to be in very good condition. It is staffed on a volunteer basis. There are currently two volunteers available to staff the station. It can be used to house a response crew with a fully stocked paramedic rescue transport unit and engine already on site, if the area is isolated by a downed tree or mudslide. The station is accessible to the public to power portable home medical devices during extended power outages. There is a 911 phone at the front door, if the station is vacant. Station 2 houses medic 432 and engine 432, both of which have fire suppression, EMS, ice, water and technical rescue equipment and advanced life saving equipment.
- ❖ Battalion 3 covers the Avery/Hathaway and Pines/Forest Meadows areas from Tanwood Mobile Home Park west SR 4 to the upper end of Utica Powerhouse Road and the subdivisions in between. Station 3, acquired in 1971, is located at 40 Canyon View Drive and was reported to be in good condition. The station is staffed 24/7 continuously with two employees (an engineer and firefighter, minimally an EMT and FFP). The Station is accessible to the public to power portable home medical devices during extended power outages. It also serves as safe surrender site and has a 911 phone at the front door in case the station is vacant. There are currently six volunteers available to staff the station. Fire suppression equipment and full set of paramedic level ALS medical equipment are carried on medic engine 437.
- ❖ Battalion 4 covers the Blue Lake Springs/Pinebrook/Meadowmont area on the south side of SR 4. EPFPD Station 4 was acquired in 1972 and was reported to be in very good condition. It is located at 2038 Moran Road. The station is staffed on a volunteer basis. It also has a 911 phone at the front door if the station is vacant. Currently, there are three volunteers available to staff the station. Fire suppression equipment at Station 4 includes engine 434.

The District interacts with water purveyors providing water for fire protection purposes. The two major water purveyors are the Calaveras County Water District and the



Blue Lake Springs Water Company. A majority of the District's residential developments have an adequate number of fire hydrants; exceptions include Snowshoe Springs, Hathaway Pines, parts of Blue Lake Springs and areas east of Meko Drive. Blue Lake Springs Water Company has developed a master plan for phased improvement of the water distribution and hydrant system. Fire flows to hydrants are gravity fed, which limits pressures in some areas. Duration of water flow varies and is dependent upon available storage.

CCWD maintains three zones within EPFPD—the Forest Meadow Zone, Meadowmont Zone, and Big Trees Zone. The total volume for the three zones is 7,104,300 gallons. The emergency reserve capacity of the District is 7,500 gallons.

Ebbetts Pass FPD Ordinance 2012-1 requires provision of adequate water supplies for fire protection with the development of parcels creating a building density greater than one house per five acres. In commercial areas, hydrants must be installed, if a new building is not within 250 feet of an existing hydrant.

The District strives to conduct hydrant maintenance and flow testing on a biennial basis. Repair of hydrants is the responsibility of the water purveyor. In 1999, a hydrant maintenance agreement was negotiated with CCWD. As part of the agreement, CCWD reimburses EPFPD \$5 per hydrant for basic maintenance and flow testing.

Currently, the District's facilities have sufficient capacity to provide adequate services within EBFPD's current service area. No need for an additional fire station or expansion was identified by EPFPD. All stations within the District are currently in good or excellent condition. Current response times meet Mountain Valley Emergency Medical Services Agency standards for response to medical emergencies. In regards to future growth areas, the increase in tourist activity within the ski resort in Alpine County triggered discussions with Alpine County Fire Department about having an ambulance station in that area staffed by EBFPD personnel. In addition, the District is planning to construct a fifth station in the Forest Meadows to better serve the area's growing population.

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## Infrastructure Needs

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EPFPD currently does not need any new facilities or facility upgrades. However, in the near future the District will be looking at the possibility of upgrading Station 2 in order to accommodate 24-hour staffing and performing septic and bedroom upgrades at Station 3. EPFPD will also be looking into plumbing, septic and bathroom upgrades at Station 4.

The District is currently not constructing or planning additional fire service facilities; however, it has held discussions to construct a new fire station in the lower end of EPFPD near Forest Meadows.

It was reported that EPFPD had a need for new apparatus, which has not been purchased, due to financing constraints. The State of California, during the 2009 fiscal emergency declared by the Governor, borrowed eight percent of the District's property tax revenue. Those funds would have boosted the apparatus replacement fund by over \$160,000 and allowed the purchase of one type I fire engine to replace the E435.

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## Challenges

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There are various geographical areas within the District that are considered difficult to serve. The west end of EPFPD lies at an elevation of about 2,000 feet; travelling eastward the District rises to an elevation of approximately 7,000 feet. The emergency medical response area extends eastward to the crest of the Sierra Nevada Mountain Range. To the south lie the Stanislaus River Canyon system and the Carson-Iceberg Wilderness Area. To the north is the Mokelumne River system and Mokelumne Wilderness Area. These remote areas offer challenges to prompt medical and fire response. The challenges EPFPD faces include limited access, poor roads, limited visibility, and long travel times. Other service challenges include the inclement weather within the District boundaries.

The demands of work, increasing call volume, and significant training mandates have made it increasingly difficult for citizens to balance family, work, and be an active volunteer firefighter. In addition, the demographics and working environment within the various communities cannot be relied upon to provide a sufficient pool of citizens from which adequate numbers of volunteer firefighters might be recruited.

The number of volunteers available to respond to incidents, especially during working hours is minimal. While the overall number of volunteers needed for incident support remains minimally adequate, the turnover and availability of volunteers assigned to certain outlying stations varies and the guarantee of a response from outlying stations at any given time is uncertain. Ongoing efforts to recruit citizens living near outlying stations having a shortage of volunteers have met with little success.

The ability to maintain and enhance the delivery of emergency services will be increasingly dependent upon career firefighters.

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## Service Adequacy

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

Fire services in the communities are classified by the Insurance Service Office (ISO), an advisory organization. This classification indicates the general adequacy of coverage, with classes ranking from 1 to 10. Communities with the best fire department facilities, systems for water distribution, fire alarms and communications, and equipment and personnel receive a rating of 1. EPFPD has an ISO rating of four in more densely developed areas and eight in rural areas. The District was last evaluated in 2009.

The National Fire Protection Association (NFPA) has issued a performance standard for volunteer and combination fire departments (NFPA 1720). This standard, among other guidelines, identifies target response time performance for structure fires. The response time is measured from the completion of the dispatch notification to the arrival time of the first-responder at the scene. Though not a legal mandate, NFPA 1720 does provide a useful benchmark against which to measure fire department performance. NFPA 1720 recommends that the response times for structure fire be nine minutes in urban demand zones at least 90 percent of the time, 10 minutes in suburban zones at least 80 percent of the time and 14 minutes in rural zones at least 80 percent of the time. Response times in

remote zones are directly dependent on travel distances.<sup>52</sup> All fire service providers in Calaveras County, except for the City of Angels Camp Fire Department, fall within the definition of a rural demand zone. The City of Angels Camp FD is an urban demand zone.

Emergency response time standards vary by level of urbanization of an area: the more urban an area, the faster a response should be. Calaveras County is not broken down into wilderness, rural and urban designations for response time standards like other counties. Instead, Mountain Valley Emergency Medical Services Agency has divided Calaveras County into three zones for EMS and ambulance services. The northern and southern zones are served by American Legion and the eastern zone (which is the same as the Ebbetts Pass FPD boundary area) is served by Ebbetts Pass FPD. In the northern and southern zones the response time guideline is 20 minutes 90 percent of the time, and 13 minutes 90 percent of the time in the eastern zone. These standards are intended for the ambulance contract providers; however, they indicate what is considered appropriate response times for medical emergencies. The District tracks its response times for each incident. EBFPPD reported that EPFPD's median response time was four minutes and 90<sup>th</sup> percentile response time was eight minutes.

CalFire also tracks response times for EPFPD incidents. It should be noted that CalFire's methodology for tracking response times differs from that of the districts. While the districts generally start timing from the time the engines leave the facility, CalFire starts timing after checking back in with the responder after dispatch, which is often when the District is already en route to the scene. Consequently, response times reported by CalFire for each incident tend to be shorter than those recorded by each district. It was reported that in 2011 the District's average response time was 5.25 minutes and the 90<sup>th</sup> percentile response time was 12.50 minutes.

The service area size<sup>53</sup> for each fire station varies between fire districts. The median fire station in Calaveras County serves approximately 34 square miles. Although EPFPD serves the most expansive area (195 square miles), AMFPD stations serve larger area per station, with 77.5 square miles served per station on average. Densely populated areas tend to have smaller service areas. For example, the average service area for the City of Angels Camp Fire Department's fire station is 1.75 square miles.

The number of firefighters serving within a particular jurisdiction is another indicator of level of service; however, it is approximate. The providers' call firefighters may have differing availability and reliability. A district with more firefighters could have fewer resources if scheduling availability is restricted. Staffing levels in Calaveras County vary from 3.2 sworn firefighters per 1,000 residents in JLFPD service area to 13 in MHFPD District. There are approximately five firefighters per 1,000 residents in EBFPPD.

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<sup>52</sup> Urban demand zone has population density of more than 1,000 people per square mile; suburban zone—between 500 and 1,000 people per square mile, rural zone—less than 500 people per square mile, and remote zone is identified by eight or more miles of travel distance to an incident.

<sup>53</sup> Service area refers to the area that the agency will respond to, based on a first responder map used by the Sherriff's office.

**Figure 7-7: Ebbetts Pass FPD Fire Service Profile**

Fire Service					
<b>Facilities</b>					
Firestation	Location	Condition	Staff per Shift	Vehicles	
Station 1	1037 Blagen Road, Arnold, CA	Excellent	6 sworn personnel	Truck 431, Medic Engine 435, Medic Engine 436, Water Tender 431, Engine 431, medic 435, medic 433, and medic 431.	
Station 2	5510 Meko Drive, Arnold CA	Very Good	Unstaffed	Engine 432 and medic 432	
Station 3	40 Canyon View, Arnold, CA	Good	2 sworn personnel	Medic Engine 437 and medic 437	
Station 4	2038 Moran Road, Arnold, CA	Very Good	Unstaffed	Engine 434	
<b>Facility Sharing</b>					
<b>Current Practices:</b> EPFPD occasionally provides training to other EMS & fire providers at EPFPD facilities. EPFPD jointly maintains a two-pad landing facility with USFA in Hathaway Pines.					
<b>Future opportunities:</b> No future opportunities for facility sharing were identified.					
<b>Infrastructure Needs and Deficiencies</b>					
The District in the near future will need upgrades at Station 2 and Station 3. There may be a need for a new station in Forest Meadows area.					
<b>District Resource Statistics</b>		<b>Service Configuration</b>		<b>Service Demand</b>	
Staffing Base Year	2012	Configuration Base Year	2012	Statistical Base Year	2011
Fire Stations in District	4	Fire Suppression	Direct	Total Service Calls	1,148
Stations Serving District	4	EMS	Direct	% EMS	63%
Sq. Miles Served per Station <sup>1</sup>	49	Ambulance Transport	Direct	% Fire/Hazardous Materials	11%
Total Staff <sup>2</sup>	54	Hazardous Materials	Direct	% False	3%
Total Full-time Firefighters	22	Air Rescue/Ambulance Helicopter PHI, Calstar	CalFire	% Misc. emergency	14%
Total Call Firefighters	31	Fire Suppression Helicopter	CalFire	% Non-emergency	9%
Total Sworn Staff per Station <sup>3</sup>	13	Public Safety Answering Point	Sheriff	% Mutual Aid Calls	15%
Total Sworn Staff per 1,000	5	Fire/EMS Dispatch	CalFire	Calls per 1,000 people	82
<b>Service Adequacy</b>		<b>Service Challenges</b>			
Response Time Base Year	2011	Geography and weather are the biggest challenges for EPFPD. Volunteerism is on the decline.			
Average Response Time (min)	5.25	<b>Training</b>			
90th Percentile Response Time (min)	12.5	Employed staff trains 360 hours a year. Volunteers receive training to Firefighter I and EMT-B certifications.			
ISO Rating	4/8 (2009)				
<b>Mutual &amp; Automatic Aid Agreements</b>					
The District has automatic aid agreements with Murphys FPD and Bear Valley/Alpine County Fire and mutual aid agreements with CalFire and California State Parks.					
Notes:					
1) Primary service area (square miles) per station.					
2) Total staff includes sworn and non-sworn personnel.					
3) Based on ratio of sworn full-time and call staff to the number of stations. Actual staffing levels of each station vary.					

## **EBBETTS PASS FIRE PROTECTION DISTRICT DETERMINATIONS**

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### **Growth and Population Projections**

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- ❖ Ebbetts Pass Fire Protection District (EPFPD) currently has an estimated population of 10,636.
- ❖ Over the last few years, the District has experienced an increase in service demand, with an exception of last year when service demand went slightly down due to unusually warm winter and consequently fewer accidents on highways and at the ski resort.
- ❖ EPFPD anticipates growth in population and similarly in service demand within the District in the next few years. This increase is anticipated due to two planned developments, the expansion of Bear Valley Ski Resort, and a surge in transient vacationing population.

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### **The Location and Characteristics of Disadvantaged Unincorporated Communities Within or Contiguous to the Agency's SOI**

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- ❖ Based on 2010 Census income information for Census Designated Places in Calaveras County, the Avery and Dorrington Census Designated Places meet the income definition of disadvantaged unincorporated communities. Both communities are located within EPFPD's bounds and sphere of influence.

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

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- ❖ District facilities have sufficient capacity to provide adequate services within EPFPD's current service area. Current response times meet Mountain Valley Emergency Medical Services Agency standards for response to medical emergencies.
- ❖ Capital improvement projects are planned in a Capital Improvement Plan with a planning horizon of five years. The plan is updated every five to seven years.
- ❖ The District reported that it did not have any immediate infrastructure needs. Some short-term needs include upgrades to Stations 2 and 3. In addition, there is a plan to acquire another type I engine and a possible need for a station in the Forest Meadows area.
- ❖ EPFPD services appear to be adequate based on response times, staffing level and ISO rating.

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### **Financial Ability of Agencies to Provide Services**

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- ❖ The District reports that current financing levels are adequate to deliver services.



- ❖ The only challenge to financing identified by the District was the fact that EPFPD had deferred replacing equipment, due to the State borrowing funds a few years ago.
- ❖ The District expects to receive the money borrowed by the State in 2013 and to purchase a type I fire engine.
- ❖ The District's main financing sources are property taxes, two voter-approved special tax measures and ambulance transport fees.
- ❖ Residents do not pay out-of-pocket fees for the ambulance service provided by EPFPD. Non-residents are charged for ambulance services.
- ❖ The District has a policy to hold three financial reserves—the first is for purchases of apparatus and other vehicles; second is a building fund and third is an emergency/contingency fund. In addition, two emergency medical service trust funds were established to maintain long-term funding for the firefighter/paramedic and ambulance program.
- ❖ EPFPD has three outstanding long-term loans. The current debt balance is approximately \$3.8 million.

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### Status of, and Opportunities for, Shared Facilities

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- ❖ The District has automatic aid agreements with Murphys FPD and Bear Valley/Alpine County Fire Department and mutual aid agreements with CalFire and California State Parks.
- ❖ Ebbetts Pass FPD is a member of an extensive number of collaborative organizations.
- ❖ The District occasionally uses its facilities to provide training services to other fire service providers.
- ❖ EPFPD jointly maintains a two-pad landing facility with USFA in Hathaway Pines.
- ❖ EPFPD did not identify additional opportunities for facility sharing.

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### Accountability for Community Service Needs, Including Governmental Structure and Operational Efficiencies

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- ❖ EPFPD demonstrated accountability in its disclosure of information and cooperation with Calaveras LAFCO. The District responded to the questionnaires and cooperated with the document requests.
- ❖ The District has a website through which it keeps its constituents up to date on EPFPD activities.
- ❖ Governance structure options include consolidation with Murphys FPD or Bear Valley FPD of Alpine County. However, no serious discussions have occurred to date.

## 8. *FOOTHILL FIRE PROTECTION DISTRICT*

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Foothill Fire Protection District (FFPD) provides structure fire protection, wildland fire protection, emergency medical response, fire prevention services, home inspections, hazardous materials assistance, and public service assistance.

### **AGENCY OVERVIEW**

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#### **Background**

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Foothill Fire Protection District was formed in 2000. The Calaveras County Board of Supervisors and Calaveras LAFCO, in 1999 and 2000, took formal actions to implement reorganization of the fire protection districts in Calaveras County. At that time, responsibility for fire protection was transferred from Valley Springs Public Utility District to the newly created Foothill Fire Protection District.

The principal act that governs the District is the Fire Protection District Law of 1987.<sup>54</sup> The principal act empowers fire districts to provide fire protection, rescue, emergency medical, hazardous material response, ambulance, and any other services relating to the protection of lives and property.<sup>55</sup> Districts must apply and obtain LAFCO approval to exercise services authorized by the principal act but not already provided (i.e., latent powers) by the district at the end of 2000.<sup>56</sup>

FFPD is located in the northwestern portion of Calaveras County. The District borders Jenny Lind FPD in the southwest, Copperopolis FPD in the south, and San Andreas and Mokelumne Hill FPDs in the east. FFPD is adjacent to San Joaquin County in the west and Amador County in the north.

#### ***Boundaries***

The District serves the communities of Valley Springs, Burson and Wallace along the SR 12 corridor, as well as the area around New Hogan Reservoir. The District's boundary area encompasses approximately 101 square miles.

The District has undertaken one annexation since its formation. The District, through an agreement with the County of Calaveras, historically provided services to the area south of New Hogan Reservoir. Although outside of the District's boundaries, the area was annexed into the District in 2007. The single annexation encompassed 13,517 acres south of the reservoir.<sup>57</sup>

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<sup>54</sup> Health and Safety Code §13800-13970.

<sup>55</sup> Health and Safety Code §13862.

<sup>56</sup> Government Code §56824.10.

<sup>57</sup> LAFCO Resolution 2007-0003.

### Sphere of Influence

In 2005, during the sphere of influence (SOI) updates, FFPD's SOI was expanded from being coterminous to include the New Hogan Lake area. A portion of this area was annexed in 2007, as described above. In 2009, the remainder of the territory within the SOI but outside the District's bounds was transferred to Jenny Lind FPD's SOI. This area included the Southern New Hogan Lake area (approximately 6,501 acres) and the Cane Lane area (about 27 acres).<sup>58</sup> FFPD's boundary and SOI are now coterminous.

### Extra-territorial Services

The District responds to wildland fires and gets reimbursed from the State for its strike team assignments and any incident requiring FFPD's equipment for more than two hours.

FFPD occasionally provides services outside of its bounds through several mutual aid agreements with other surrounding fire districts, including Jenny Lind, Mokelumne Hill, and San Andreas FPDs, the Clements Fire Department located in San Joaquin County, and Jackson Valley FPD in Amador County.

### Areas of Significance

Of particular significance to FFPD is Jenny Lind FPD, with which the District recently completed consolidation. The districts formed the Calaveras Consolidated Fire Protection Joint Powers Authority, which became effective July 1, 2012, and subsequently received LAFCO approval for a full formal consolidation in May 2013.

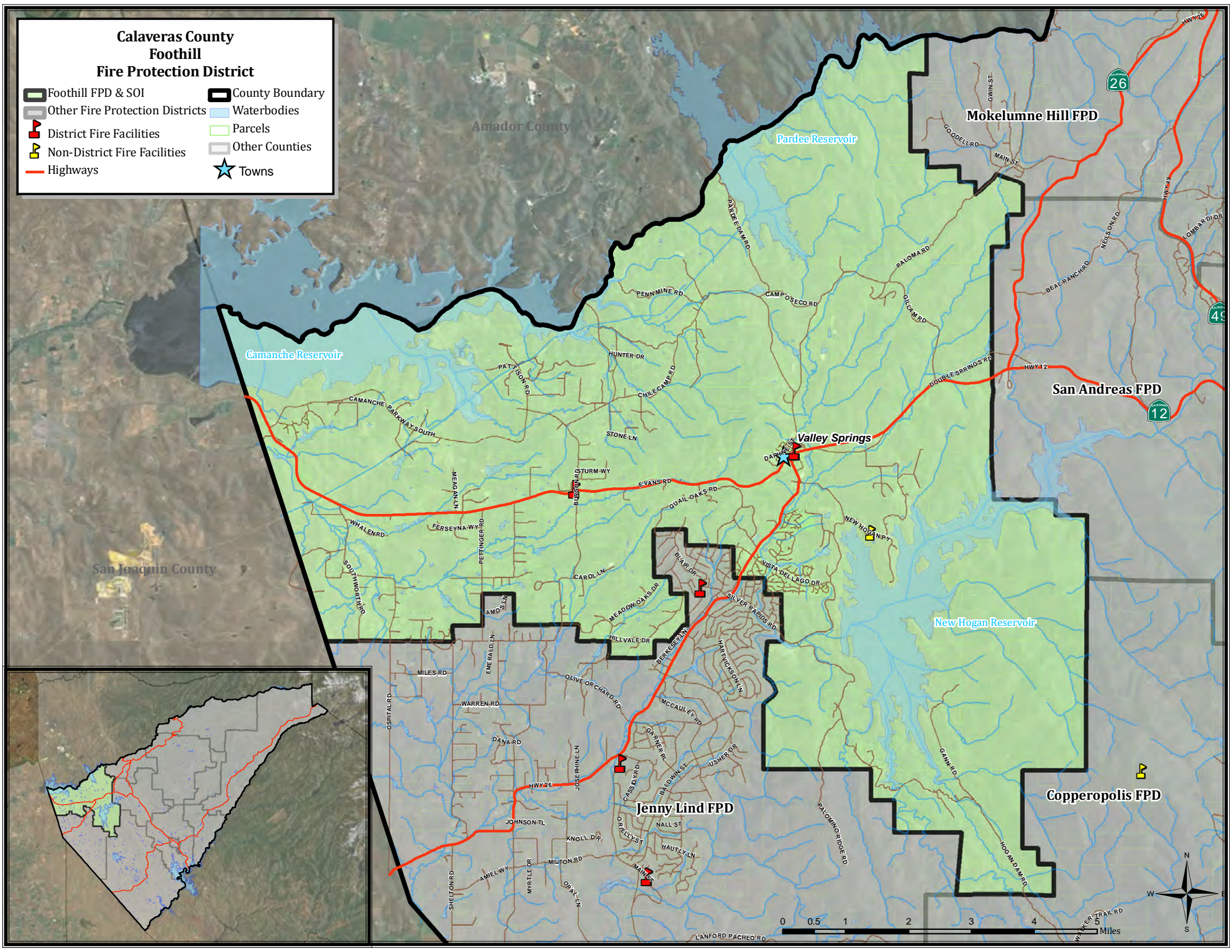
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<sup>58</sup> LAFCO Resolution 2009-0001.



**Calaveras County  
Foothill  
Fire Protection District**

-  Foothill FPD & SOI
-  County Boundary
-  Other Fire Protection Districts
-  Waterbodies
-  District Fire Facilities
-  Parcels
-  Non-District Fire Facilities
-  Other Counties
-  Highways
-  Towns





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## Accountability and Governance

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

The principal act orders that the board of directors of a fire protection district must have an odd number of members, with a minimum of three and a maximum of 11 members. Directors may be appointed or elected.<sup>59</sup> FFPD is governed by a five-member board of directors elected at large. Two members serve two-year terms and three members serve four-year terms. Current board member names, positions, and term expiration dates are shown in Figure 8-2.

The Board meets on the second Wednesday of every month at seven in the evening at FFPD's Station 1. Board meeting agendas are posted at Station 1, several post offices and on the District's website. Minutes are available on the website and upon request.

**Figure 8-2: Foothill Fire Protection District Governing Body**

<b>Foothill Fire Protection District</b>				
<b><i>District Contact Information</i></b>				
<b>Contact:</b>	Chief Kim Olson			
<b>Address:</b>	3255 Helisma Road, Valley Springs, CA 95252			
<b>Telephone:</b>	209-772-0202			
<b>Fax:</b>	209-772-0202			
<b>Email/website:</b>	<a href="mailto:chief@foothillfire.org">chief@foothillfire.org</a>			
<b><i>Board of Directors</i></b>				
<b>Member Name</b>	<b>Position</b>	<b>Term Expiration</b>	<b>Manner of Selection</b>	<b>Length of Term</b>
David Sant	Chair	2015	Elected	4 years
Ronald Spradlin	Vice Chair	2015	Elected	4 years
Ken Glissman	Board Member	2016	Elected	4 years
Tim Runion	Board Member	2016	Elected	4 years
Jeff Palm	Board Member	2015	Elected	4 years
<b><i>Meetings</i></b>				
<b>Date:</b>	Second Wednesday of the month at 7:00pm			
<b>Location:</b>	Fire Station 1 - 3255 Helisma Road			
<b>Agenda Distribution:</b>	Posted at Station 1, Wallace, Camp Seco, Valley Spings and Burson post offices, and			
<b>Minutes Distribution:</b>	Recorded and posted on website, and hard copy available on request.			

In addition to the District's governing body, the services of FFPD and Jenny Lind FPD are overseen by the Calaveras Consolidated Fire Protection JPA governing body. The JPA board consists of the boards of both districts. JPA meetings are held on the fourth Wednesday of the month at seven in the evening at FFPD's Station1.

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<sup>59</sup> Health and Safety Code §13842.



In addition to the required agendas and minutes, the District tries to reach its constituents through involvement at various events, including the Christmas Parade, Halloween Festival and other community events. Additionally, FFPD makes visits to childcare facilities. FFPD and Calaveras Consolidated Fire Protection JPA maintain websites where documents and information are made available to the public.

If a customer is dissatisfied with the District's services, complaints are accepted in writing either by letter or via the complaint form. Complaints may also be directed to the Board at the regular meetings. The fire chief is responsible for handling complaints. Should a complaint not be resolved to the complainant's satisfaction, then it is referred to the Board for resolution. The District reported that there were no complaints in 2011.

During the MSR process in 2005, the District did not fully respond to LAFCO's data request so additional information about the FFPD was not included in the report. During the course of this MSR process FFPD demonstrated partial accountability in its disclosure of information and cooperation with Calaveras LAFCO. The District responded to the questionnaires and cooperated with interview and document requests; however, FFPD's response to written questionnaires required multiple follow-up attempts.

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## Planning and Management Practices

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

FFPD's mission statement states: The Foothill Fire Protection District will provide fire protection and any other services related to the protection of life and property, to advance a safe district and to maintain a high quality of fire safety to the residents of the unincorporated areas of Calaveras County, including Valley Springs, Burson, Wallace and Campo Seco.

The District has one part-time fire chief, one full-time deputy chief, three full-time captains, one part-time administrative assistant (all shared through the JPA with FFPD) and approximately 20 volunteer firefighters. Captains are responsible for day-to-day operations of the District. The chief is responsible for administration and budget.

The chief reports to the Board of Directors and oversees the deputy chief. The deputy chief manages the administrative assistant, administrative captains and captains. The firefighters report to the captains. Volunteer captains perform quarterly evaluations of the volunteer firefighters. The captains and administrative assistant are reviewed by the chief. The chief is evaluated by the Board of Directors.

FFPD does not conduct regular evaluations of the District's overall performance through either benchmarking or annual reports. The District has in the past completed occasional annual reports, the most recent of which was done in 2009. Additionally, FFPD conducted benchmarking of fees charged by other similar fire service providers as part of its strategic planning process in 2008.

The District tracks staff workload through an apparatus maintenance log, daily, weekly and monthly staffing, training, and maintenance schedules. FFPD also tracks calls and responses through an emergency report system.

The District's financial planning efforts include an annually adopted budget and annually audited financial statements. FFPD does not adopt a plan specific to capital improvement needs, but plans for capital improvements in the Jenny Lind/Foothill joint strategic plan, which is currently being developed. The District reported that it formed a planning committee with Jenny Lind FPD to look at long-term needs, since numerous changes are anticipated now that consolidation with Jenny Lind FPD is complete. Capital improvement needs will be updated annually. Additionally, FFPD previously completed a strategic plan in 2008, which outlines long-term goals through 2018 and planned capital replacement needs.

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## Existing Demand and Growth Projections

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

### Land Use

Primary land uses within the District are residential, agriculture preserve, residential agriculture, and commercial. The District's bounds encompass the Valley Springs Community Plan Area and the La Contenta Community Center. The District's boundary area is approximately 101 square miles.

### Population

There are about 6,563 residents within FFPD, based on census place population in the 2010 Census.<sup>60</sup> The population density within the District is 65 people per square mile.

### Existing Demand

The District reported that its peak demand times were from 10 in the morning until about seven in the evening. Calls for medical emergencies are consistently high in volume throughout the year, similar to other fire districts in the region.

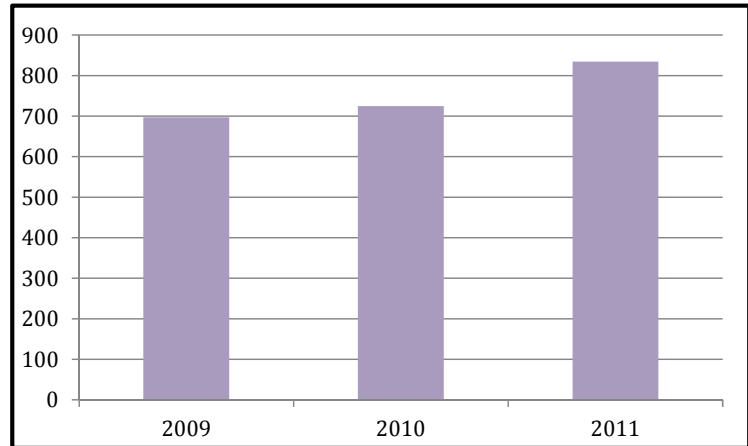
The District reported that it had observed a slight increase in call volume in the last few years. FFPD attributed this increase to an influx of people moving into cheaper real estate in the area.

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<sup>60</sup> Estimates of GIS consultant based on Census 2010 blocks.

**Figure 8-3: FFPD Number of Calls by Year, 2009-2011**

As shown in Figure 8-3, the number of calls has increased significantly over the last three years; from 697 calls in 2009 to 835 calls in 2011.



Projected Growth and Development

FFPD anticipates growth in population and similarly in service demand within the District in the next few years; however, no formal population projections have been made by the District. Several tentative maps for developments have been approved within the District’s boundaries. Proposed developments are concentrated around Valley Springs and Wallace. Should these developments come to fruition, then the District anticipates significant growth and a resulting increase in demand.

While FFPD reported that it presently has the capacity to provide an adequate level of service to the existing level of demand, any further growth would require full-time staff to respond within a reasonable time.

The State Department of Finance (DOF) projects that the population of Calaveras County will grow by eight percent in the next 10 years. Thus, the average annual population growth in the County is anticipated to be approximately 0.8 percent. Based on these projections, the District’s population would increase from 6,563 in 2010 to approximately 7,088 in 2020. It is anticipated that demand for service within the District will increase minimally based on the DOF population growth projections through 2020.

Growth Strategies

The District is not a land use authority, and does not hold primary responsibility for implementing growth strategies. The land use authority for unincorporated areas is the County. The County’s General Plan is presently being updated. Some of the fire districts reported that the County sought input from them on General Plan update. FFPD submitted a letter with input on the General Plan update and issues concerning fire service provision.

FFPD projects the future level of demand based on the status of planned and proposed developments. The District closely tracks the stage of each development and ensures that equipment and water sources are sufficient for providing services.

With regard to governance structure alternatives, FFPD and Jenny Lind FPD recently transitioned from a joint powers authority to a fully consolidated district called Calaveras Consolidated Fire Protection District.

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## Financing

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

The District reported that its financing levels were not adequate to deliver services. The recent economic recession has caused a decrease in FFPD's revenues, as a result of declining property values. FFPD has been forced to make significant cost reductions by eliminating two paid positions—a battalion chief and assistant chief—as well as, deferring equipment and vehicle replacement.

The District's revenue for FY 10-11 was \$278,825. Revenue sources included property taxes (56 percent), sale of assets (34 percent) revenues from grants and contributions (five percent), charges for services (four percent), and interest (one percent).

The District has established a fee structure to recoup costs associated with issuance of permits, inspections and plan reviews. The District does not charge fees for emergency fire or medical responses.

FFPD's expenditures amounted to \$301,823 in FY 10-11. Of this amount, 64 percent was spent on salaries, employee benefits, services and supplies, 31 percent on the principal and interest payments on a long-term loan, and six percent on capital outlays.

In 2002, the District obtained financing from Westamerica Bank for two fire trucks and other equipment. The lease called for annual payments ranging from \$26,000 to \$49,000 and matured in December 2011. FFPD elected to pay the remaining liability in full at the end of FY 10-11. The District no longer has any long-term liabilities.

The District has a management practice to retain 25 percent of expenditures in a reserve fund for contingencies. The District also maintains a committed reserve fund for specified uses. There is no established practice as to how much is retained in the committed reserve fund. At the end of FY 10-11, FFPD retained an unassigned fund balance of \$157,548 and a committed reserve fund balance of \$4,464.

In July 2012, FFPD entered into a JPA with Jenny Lind FPD, as a first step in the consolidation process. The two agencies shared in the costs of coordinated planning, administration, operation and financing of services to the two service areas. Member financial contributions into the JPA were determined by the joint Board of Directors on an annual basis. However, as a result of the recently approved consolidation, the newly formed district will now share all financing.

## FIRE AND EMS SERVICES

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### Service Overview

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FFPD provides comprehensive fire protection services to residents of the District. A detailed description of the services offered by FFPD is shown in Figure 8-4.

**Figure 8-4: FFPD Service Matrix**

<b>Calaveras County Fire Services Matrix Foothill Fire Protection District</b>	
<b>Service</b>	<b>Provided ?</b>
Structural fire protection	Yes
Wildland fire protection	Yes
Vehicle fire protection	Yes
Ladder truck capabilities	Yes
Emergency medical services	Yes
Basic life support	Yes
Advanced life support	No
Advanced life support transport	No
Hazardous materials emergency response	Yes
Fire prevention	Yes
Fire safety education	Yes
First responder swift water and low angle rope rescue	Yes
Public service assists	Yes
Oxygen filling for breathing apparatuses	Yes
Helicopter facilities	No
Jaws of Life tools	Yes
Response to boating accidents	Yes
Water rescue	Yes
Dive and ice rescue	No
Fire investigation	Yes
Home inspections	Yes
Other (please indicate)	No

In addition to these services, FFPD provides contract fire protection services to East Bay Municipal Utility District and the New Hogan Lake Federal Agency, as well as strike team services to California Emergency Management Agency.



### Collaboration

FFPD practices significant collaboration and cost sharing through its JPA with JLFPD, as well as its various automatic and mutual aid agreements. Additionally, FFPD is a member of the Calaveras County Fire Chiefs' Association.

### Dispatch and communications

The District's emergency dispatch and communication needs are served through a Calaveras County contract with the California Department of Forestry and Fire Protection's (CalFire) Emergency Command Center (ECC) in San Andreas. There is currently no fee charged to local government fire protection agencies by Calaveras County.

Dispatching is handled through joint use of the command frequency assigned to the Tuolumne-Calaveras Unit. The State Office of Emergency Services and County assigned tactical frequencies are also available for local use.

The Calaveras County Sheriff's Office serves as the Primary Public Safety Answering Point where all landline calls within the County are originally directed. Fire incidents are directed to the ECC. Off-duty paid personnel and volunteers are alerted by "pager."

FFPD reported that there were significant deficiencies in dispatch service. The District's primary concern is that CalFire units are given priority for check backs to the Command Center and there is little or no chance for local fire crews to check in upon response about conditions at the scene. Dispatch for the County is handled on a single channel, while other areas typically rely on one channel for dispatch and another channel for incident reporting. Similar to JLFPD, the District is evaluating its dispatching options.

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## Staffing

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FFPD has 25 sworn personnel—one part-time fire chief, one full-time deputy chief, three full-time captains, and 20 volunteer firefighters. All personnel are shared with JLFPD through the JPA. Captains are paid \$85 per 24-hour shift, engineers are paid \$75 per 24-hour shift, and firefighters receive a stipend of \$65 per 24-hour shift, disbursed once a month. Volunteers receive monthly benefit from a countywide SAFER grant, based on points earned from attending training and other district activities. The median age of the firefighters is 27, with a range from 18 to 61.

According to the California State Fire Marshal, all paid, volunteer and call firefighters must acquire Firefighter I certification; however, there is no time limit as to how long they may work before attaining certification. Firefighter I certification requires completion of the 259-hour Firefighter I course, which includes training on various fireground tasks, rescue operations, fire prevention and investigation techniques, and inspection and maintenance of equipment. In addition to this course, Firefighter I certification also requires that the applicant have a minimum of six months of volunteer or call experience in a California fire department as a firefighter performing suppression duties.<sup>61</sup> FFPD has 20 Firefighter I, and 13 EMT, and five paramedic certified personnel. It is FFPD's goal to have 100 percent of its volunteers Firefighter II certified.

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<sup>61</sup> State Fire Marshal, *Course Information and Required Materials*, 2007, p. 44

As a volunteer agency, FFPD reported that achieving certification can be a challenge for all firefighters, given that volunteers have other work and private obligations hindering attendance at all training events and the retention rate among volunteers has been declining in recent years. Certifying the current members at a Firefighter I level and mandatory eight months of weekly evening instruction and drills every other Saturday require significant time commitment by the purely volunteer staff. This training schedule is designed to achieve the 100 percent Firefighter certification goal. In addition to the ongoing training schedule, new volunteers enter into a six-month agreement during which they must complete predetermined lesson plans with written and manipulated skill assignments. New recruits are tracked and evaluated by their assigned captain on a quarterly basis. FFPD tries to recruit more volunteers by advertising at local junior colleges and through a high school Regional Occupational Program.

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## Facilities and Capacity

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The District currently operates two fire stations. Station 1 is located in Burson on Hellisima Road. The station was built by the District in 2006 and is considered to be in good condition. The station is staffed with two firefighters from 9pm to 9am. Station 1 houses three fire engines, one water tender, and two utility/command vehicles.

Station 2 is located in Valley Springs and was recently purchased for \$50,000 from the Valley Springs Public Utility District. The station was built in 1956 and is considered to be in fair condition. The station is staffed with two firefighters from 9am to 9pm and houses two fire engines.

For water supply, the District uses one water tender.

It appears that currently there is marginally sufficient capacity to provide adequate services. Station 2 is in fair condition and requires upgrades or replacement; however, Station 1 is in good working condition. Current response times meet Mountain Valley Emergency Medical Services Agency standards for response to medical emergencies.

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## Infrastructure Needs

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Station 2 was identified as being dated and no longer meeting the needs of the District. Station 2 was recently purchased from Valley Springs Public Utility District. FFPD has hired an architect to help evaluate how the District may be able to maximize additional living quarters.

Additionally, a new station in the community of Wallace would greatly reduce response times to the area, given that the nearest station is over six miles away in Burson. However, the District does not currently have sufficient funds to develop a station in the area.

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## Challenges

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FFPD reported that response times to the area around Wallace and Southward Estates can be longer than other areas of the District given the distance of the nearest station. No other areas were identified as being particularly difficult to serve or access.

Limited financing was also identified as a challenge for the District. The decline in revenue over the last few years has resulted in deferred maintenance. The District has applied for a grant to get two new engines; however, funding is still necessary to refurbish or replace Station 2.

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## Service Adequacy

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

Fire services in the communities are classified by the Insurance Service Office (ISO), an advisory organization. This classification indicates the general adequacy of coverage, with classes ranking from 1 to 10. Communities with the best fire department facilities, systems for water distribution, fire alarms and communications, and equipment and personnel receive a rating of 1. FFPD has an ISO rating of six in urban (hydrated) areas and eight in rural areas. The most recent evaluation was completed in 1983.

The National Fire Protection Association (NFPA) has issued a performance standard for volunteer and combination fire departments (NFPA 1720). This standard, among other guidelines, identifies target response time performance for structure fires. The response time is measured from the completion of the dispatch notification to the arrival time of the first-responder at the scene. Though not a legal mandate, NFPA 1720 does provide a useful benchmark against which to measure fire department performance. NFPA 1720 recommends that the response times for structure fire be nine minutes in urban demand zones at least 90 percent of the time, 10 minutes in suburban zones at least 80 percent of the time and 14 minutes in rural zones at least 80 percent of the time. Response times in remote zones are directly dependent on travel distances.<sup>62</sup> All fire service providers in Calaveras County, except for the City of Angels Camp Fire Department, fall within the definition of a rural demand zone. The City of Angels Camp FD is an urban demand zone.

Emergency response time standards vary by level of urbanization of an area: the more urban an area, the faster a response should be. Calaveras County is not broken down into wilderness, rural and urban designations for response time standards like other counties. Instead, Mountain Valley Emergency Medical Services Agency has divided Calaveras County into three zones for EMS and ambulance services. The northern and southern zones are served by American Legion and the eastern zone (which is the same as the Ebbetts Pass FPD boundary area) is served by Ebbetts Pass FPD. In the northern and southern zones the response time guideline is 20 minutes 90 percent of the time, and 13 minutes 90 percent of the time in the eastern zone. These standards are intended for the ambulance contract providers; however, they indicate what is considered appropriate response times for medical emergencies.

Based on response time data recorded by CalFire in 2011, FFPD's average response time was five minutes and the 90<sup>th</sup> percentile response time was 10.35 minutes. It should

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<sup>62</sup> Urban demand zone has population density of more than 1,000 people per square mile; suburban zone—between 500 and 1,000 people per square mile, rural zone—less than 500 people per square mile, and remote zone is identified by eight or more miles of travel distance to an incident.

be noted that CalFire’s methodology for tracking response times differs from that of the districts. While the districts generally start timing from the time the engines leave the facility, CalFire starts timing after checking back in with the responder after dispatch, which is often when the District is already en route to the scene. Consequently, response times reported by CalFire for each incident tend to be shorter than those recorded by each district. An area that FFPD can improve upon is tracking its response time for each incident and collaborating with CalFire on data exchange, which would allow for more structured response and enhanced efficiency and consistency.

The service area size<sup>63</sup> for each fire station varies between fire districts. The median fire station in Calaveras County serves approximately 34 square miles. Although EPFPD serves the most expansive area (195 square miles), AMFPD stations serve larger area per station, with 77.5 square miles served per station on average. Densely populated areas tend to have smaller service areas. For example, the average service area for the City of Angels Camp Fire Department’s fire station is 1.75 square miles. By comparison, each fire station in FFPD serves approximately 50.5 square miles.

The number of firefighters serving within a particular jurisdiction is another indicator of level of service; however, it is approximate. The providers’ call firefighters may have differing availability and reliability. A district with more firefighters could have fewer resources if scheduling availability is restricted. Staffing levels in Calaveras County vary from 3.2 sworn firefighters per 1,000 residents in JLFPD’s service area to 13 in MHFPD. By comparison, there are 3.8 firefighters per 1,000 residents in FFPD.<sup>64</sup>

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<sup>63</sup> Service area refers to the area that the agency will respond to, based on a first responder map used by the Sherriff’s office.

<sup>64</sup> Based on shared full-time staffing with JLFPD.

**Figure 8-5: Foothill Fire Protection District Service Profile**

Fire Service					
<b>Facilities</b>					
Firestation	Location	Condition	Staff per Shift	Vehicles	
Station 1	3255 Helisma Rd. Burson CA, 95225	Good	Seven days a week from 9PM till 9AM by two firefighters	3 fire engines, 1 water tender, 2 utility/command vehicles	
Station 2	129 E. SR 12 Valley Springs CA, 95252	Fair	Seven days a week from 9AM till 9PM by two firefighters	2 fire engines	
<b>Facility Sharing</b>					
<b>Current Practices:</b> FFPD is a member of the Calaveras Fire Chiefs' Association and provides strike team resources to Cal EMA. FFPD and JLFDP share resources through a JPA which is a first step towards consolidation.					
<b>Future opportunities:</b> FFPD and JLFDP plan to combine their resources through a consolidation process.					
<b>Infrastructure Needs and Deficiencies</b>					
Station 2 is in fair condition and requires upgrades or replacement.					
District Resource Statistics		Service Configuration		Service Demand	
Staffing Base Year	2012	Configuration Base Year	2012	Statistical Base Year	2011
Fire Stations in District	2	Fire Suppression	Direct	Total Service Calls	835
Stations Serving District	2	EMS	Direct	% EMS	82%
Sq. Miles Served per Station <sup>1</sup>	50.5	Ambulance Transport	American Legion	% Fire/Hazardous Materials	0%
Total Staff <sup>2</sup>	26	Hazardous Materials	Direct	% False	4%
Total Full-time Firefighters <sup>3</sup>	4	Air Rescue/Ambulance Helicopter	PHI, Reach	% Misc. emergency	7%
Total Call Firefighters	20	Fire Suppression Helicopter	CalFire	% Non-emergency	6%
Total Sworn Staff per Station <sup>4</sup>	12.5	Public Safety Answering Point	Sheriff	% Mutual Aid Calls	6%
Total Sworn Staff per 1,000	3.8	Fire/EMS Dispatch	CalFire	Calls per 1,000 people	131
Service Adequacy			Service Challenges		
Response Time Base Year	2011	Declining revenues with increased demand for services was identified as the			
Average Response Time (min)	5	Training			
90th Percentile Response Time (min)	10.4	FFPD offers its paid and volunteer firefighters 75 hours per month of training. Minimum requirements: paid staff- FF1/EMT/CPR; volunteers- VVF/1st responder/CPR.			
ISO Rating	6/8 (1983)				
<b>Mutual &amp; Automatic Aid Agreements</b>					
FFPD has mutual aid agreements with Jenny Lind, Mokelumne Hill, and San Andreas FPDs, the Clements Fire Department located in San Joaquin County, and Jackson Valley FPD in Amador County.					
Notes:					
1) Primary service area (square miles) per station.					
2) Total staff includes sworn and non-sworn personnel.					
3) Shared with FFPD through JPA.					
4) Based on ratio of sworn full-time and call staff to the number of stations. Actual staffing levels of each station vary.					



## FOOTHILL FIRE PROTECTION DISTRICT DETERMINATIONS

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### Growth and Population Projections

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- ❖ Foothill Fire Protection District (FFPD) had a population of approximately 6,563 as of the 2010 Census.
- ❖ The District reported that it had observed a slight increase in call volume in the last few years. FFPD attributed this increase to an influx of people moving into cheaper real estate in the area.
- ❖ FFPD anticipates growth in population and similarly in service demand within the District in the next few years. Several tentative maps for developments have been approved within the District's boundaries. Proposed developments are concentrated around Valley Springs and Wallace. Should these developments come to fruition, then the District anticipates significant growth and a resulting increase in demand.

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### The Location and Characteristics of Disadvantaged Unincorporated Communities Within or Contiguous to the Agency's SOI

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- ❖ Based on 2010 Census income information for Census Designated Places in Calaveras County, there are no communities that meet the definition of a disadvantaged unincorporated community within or adjacent to FFPD's bounds and sphere of influence.

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

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- ❖ While FFPD appears to have the capacity to provide an adequate level of service to the existing level of demand, based on response times, any further growth would reportedly require full-time staff to respond within a reasonable time.
- ❖ FFPD's services appear to be adequate based on response times and ISO ratings. The District has a low staffing level compared to other providers in the County.
- ❖ Station 2 was identified as being dated and no longer meeting the needs of the District. FFPD has hired an architect to help evaluate how the District may be able to maximize additional living quarters.
- ❖ A new station in the community of Wallace would greatly reduce response times to the area; however, the District does not currently have sufficient funds to develop a station in the area.

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### Financial Ability of Agencies to Provide Services

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- ❖ The District reported that its financing levels were not adequate to deliver services. The recent economic recession has caused a decrease in FFPD's revenues, as a result

of declining property values. FFPD has been forced to make significant cost reductions by eliminating two paid positions, as well as, defer equipment and vehicle replacement.

- ❖ The District will greatly benefit from a joint strategic and capital improvement plan, which is in the process of being developed with Jenny Lind FPD.
- ❖ The District maintains healthy reserves equivalent to six months of annual expenditures.

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### Status of, and Opportunities for, Shared Facilities

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- ❖ FFPD practices significant collaboration and cost sharing through its JPA with JLFPD, as well as its various automatic and mutual aid agreements. Additionally, FFPD is a member of the Calaveras County Fire Chiefs' Association.
- ❖ The recent consolidation of FFPD and Jenny Lind FPD is an opportunity for enhanced facility sharing and cost reduction.
- ❖ No future opportunities for facility sharing were identified.

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### Accountability for Community Service Needs, Including Governmental Structure and Operational Efficiencies

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- ❖ During the course of this MSR process FFPD demonstrated partial accountability in its disclosure of information and cooperation with Calaveras LAFCO. The District responded to the questionnaires and cooperated with interview and document requests; however, FFPD's response to written questionnaires required multiple follow-up attempts.
- ❖ The District tries to reach its constituents through involvement at various community events, and through visits to childcare facilities. Additionally, FFPD and Calaveras Consolidated Fire Protection JPA maintain websites where documents and information are made available to the public.
- ❖ Jenny Lind FPD and Foothill FPD have recently completed the consolidation process, forming the Calaveras Consolidated Fire Protection District.

## **9. JENNY LIND FIRE PROTECTION DISTRICT**

Jenny Lind Fire Protection District (JLFPD) provides structure fire protection, wildland fire protection, emergency medical response, fire prevention services, home inspections, hazardous materials assistance, and public service assistance.

### **AGENCY OVERVIEW**

#### **Background**

JLFPD was formed in 1948 to provide fire protection services to the community.

The principal act that governs the District is the Fire Protection District Law of 1987.<sup>65</sup> The principal act empowers fire districts to provide fire protection, rescue, emergency medical, hazardous material response, ambulance, and any other services relating to the protection of lives and property.<sup>66</sup> Districts must apply and obtain LAFCO approval to exercise services authorized by the principal act but not already provided (i.e., latent powers) by the district at the end of 2000.<sup>67</sup>

JLFPD is located in the western part of Calaveras County. The District borders Foothill FPD in the north and east, and Copperopolis FPD in the southeast. JLFPD is adjacent to San Joaquin and Stanislaus Counties in the west.

#### **Boundaries**

JLFPD provides service to the area south of the town of Valley Springs along SR 26, including the Rancho Calaveras subdivision. In addition, after having annexed the former territory of Calaveras County Fire Department, the District now also provides services to the Milton area. The District's boundary area encompasses approximately 61 square miles.

**Figure 9-1: JLFPD List of LAFCO Approved Border Changes**

<i>Project Name</i>	<i>Type of Action</i>	<i>Year</i>	<i>Recording Agency</i>
Jenny Lind Fire Protection District	Formation	1948	LAFCO
S 1/2 OF SW 1/4, SE 1/4, S 1/2 OF NE 1/4 OF SEC. 31 S 1/2 OF S 1/2 OF SEC 32 T4N.R10E	Annexation	1957	BOE
Rancho Calaveras	Annexation	1972	LAFCO, BOE
Linkletter Properties, Inc (Valley Hills Estates)	Detachment	1983	LAFCO
Calaveras County Fire Reorganization #4	Annexation	2000	BOE
Milton	Annexation	2009	LAFCO

<sup>65</sup> Health and Safety Code §13800-13970.

<sup>66</sup> Health and Safety Code §13862.

<sup>67</sup> Government Code §56824.10.

The District has undertaken four annexations and one detachment since its formation. The most recent annexation took place in 2009 and included the community of Milton. The District's historical boundary changes are shown in Figure 9-1.

### *Sphere of Influence*

In 2005, during the SOI updates, the District's sphere of influence was expanded from being coterminous to include the Milton area. In 2009, the sphere of influence was adjusted to include the Southern New Hogan Lake area (approximately 6,501 acres) and the Cane Lane area (about 27 acres), which were removed from the Foothill FPD SOI at the same time. These areas were concurrently annexed into JLFPD, which made the SOI, once again, coterminous with the District's boundaries.

### *Extra-territorial Services*

The District responds to wildland fires and gets reimbursed from the State for its strike team assignments and any incident requiring JLFPD's equipment for more than two hours.

JLFPD provides fire protection to Calaveras County facilities and properties through a contract with the County.

JLFPD has mutual aid agreements with San Andreas FPD, Foothill FPD, and Linden Peters Rural County Fire Protection District and Clements Rural Fire Protection District of San Joaquin County.

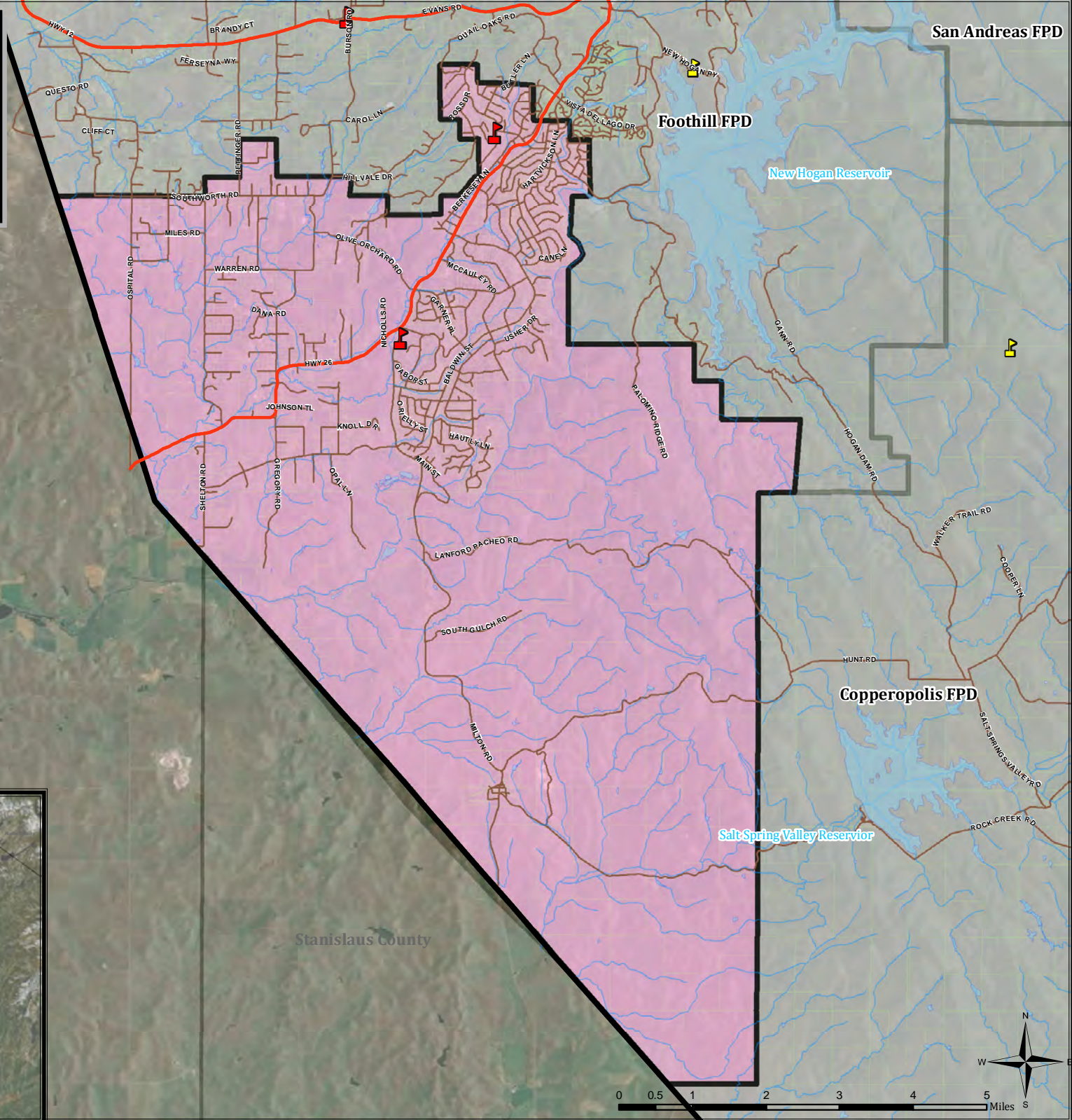
### *Areas of Significance*

Of particular significance to Jenny Lind FPD is Foothill FPD, with which the District recently completed consolidation. The districts originally formed the Calaveras Consolidated Fire Protection Joint Powers Authority, which became effective July 1, 2012. In May 2013, the districts received LAFCO approval for formal consolidation.



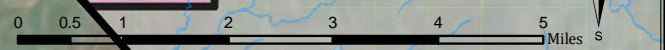
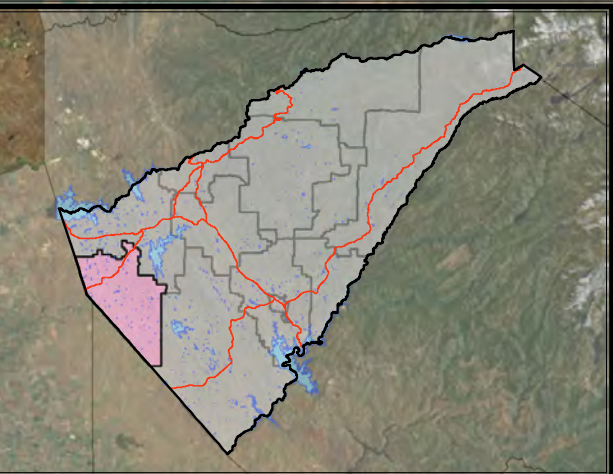
**Calaveras County  
Jenny Lind  
Fire Protection District**

-  Jenny Lind FPD & SOI
-  County Boundary
-  Other Fire Protection Districts
-  Waterbodies
-  District Fire Facilities
-  Parcels
-  Non-District Fire Facilities
-  Other Counties
-  Highways
-  Towns



San Joaquin County

Stanislaus County





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## Accountability and Governance

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

The principal act orders that the board of directors of a fire protection district must have an odd number of members, with a minimum of three and a maximum of 11 members. Directors may be appointed or elected.<sup>68</sup> JLFPD is governed by a five-member board of directors elected at large to staggered four-year terms. Current board member names, positions, and term expiration dates are shown in Figure 9-3.

The Board meets on the third Wednesday of every month at seven in the evening at the District’s Station 1. Board meeting agendas are posted at the fire station and the post office, and mailed and emailed to the District’s mailing list. Minutes are available upon request.

**Figure 9-3: Jenny Lind Fire Protection District Governing Body**

<b>Jenny Lind FPD</b>				
<b><i>District Contact Information</i></b>				
<b>Contact:</b>	Kim Olson, Fire Chief			
<b>Address:</b>	6501 Jenny Lind Road Valley Springs CA 95252			
<b>Telephone:</b>	(209) 786-2227			
<b>Email/website:</b>	jlfd@comcast.net			
<b><i>Board of Directors</i></b>				
Member Name	Position	Term Expiration	Manner of Selection	Length of Term
Bruce Brown	Chair	November 2014	Elected	4 years
Dennis Peterson	Vice Chair	November 2014	Elected	4 years
Keith Hafley	Director	November 2015	Elected	4 year
Bob Hazelton	Director	November 2015	Elected	4 years
Sam Harris	Director	November 2015	Elected	4 years
<b><i>Meetings</i></b>				
<b>Date:</b>	Third Wednesday of every month at 7PM.			
<b>Location:</b>	Meetings are held at Station 1.			
<b>Agenda Distribution:</b>	Posted at the station and at the post office.			
<b>Minutes Distribution:</b>	Available upon request.			

In addition to the District’s governing body, the services of Jenny Lind FPD and FFPD are overseen by the Calaveras Consolidated Fire Protection JPA governing body. The JPA board consists of the boards of both districts. JPA meetings are held on the fourth Wednesday of the month at 7 in the evening at FFPD’s Station1.

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<sup>68</sup> Health and Safety Code §13842.

In addition to the required agendas and minutes, the District tries to reach its constituents through various events and fundraisers held by the firefighters association. JLFPD is in the process of establishing a Citizens Emergency Response Team (CERT), which would be used for organizing shelters and evacuations. CERT will include non-emergency staff who will be Red Cross trained.

If a customer is dissatisfied with the District's services, complaints may be submitted by mail, email or over the phone. The fire chief is responsible for handling complaints. The District reported that there were no complaints in 2011.

JLFPD demonstrated partial accountability in its disclosure of information and cooperation with Calaveras LAFCO. The District responded to the questionnaires and cooperated with interview and document requests; however, JLFPD's response to written questionnaires required multiple follow-up attempts. Some of the requested information has not been provided and is not included in this report.

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### Planning and Management Practices

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

JLFPD's mission statement states: It is the mission of the Jenny Lind Fire Protection District to deliver those services necessary to provide protection of life and property threatened by the hazards of fire, rescue emergencies, and other peril. To be supportive of, and render aid to, medically challenged persons. To assist our community as a whole, or individually, during time of disaster. To provide professional assistance to our community while maintaining a positive attitude at all times.

JLFPD has one part-time fire chief, one full-time deputy chief, three full-time captains, one part-time administrative assistant, (all shared through the JPA with FFPD) and 20 volunteer firefighters. Captains are responsible for day-to-day operations of the District. The chief is responsible for administration and budget.

The chief reports to the Board of Directors and oversees the deputy chief. The deputy chief manages the administrative assistant, two administrative captains and three captains. The firefighters report to captains. The District reported that it performed informal employee evaluations annually. The Board of Directors also evaluates the chief annually.

JLFPD does not conduct any evaluations of the District's overall performance through either benchmarking or annual reports. The District reported that it was challenging to compare JLFPD to other districts, because of the differences in demographics.

The District tracks staff workload through timesheets filled out by paid employees and logs for volunteer firefighters. Tracking personnel workload helps JLFPD ensure that appropriate staff is available when necessary.

The District's financial planning efforts include an annually adopted budget and annually audited financial statements. JLFPD does not adopt a capital improvement plan

(CIP), but plans for capital improvements in the Jenny Lind/Foothill joint strategic plan, which is currently being developed. The District reported that it formed a planning committee with Foothill FPD to look at long-term needs, since numerous changes are anticipated now that consolidation with Foothill FPD is complete. Capital improvement needs will be updated annually.

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## Existing Demand and Growth Projections

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

### Land Use

Primary land uses within the District are residential, agriculture preserve, residential agriculture, and light industrial. The District's bounds encompass approximately 61 square miles.

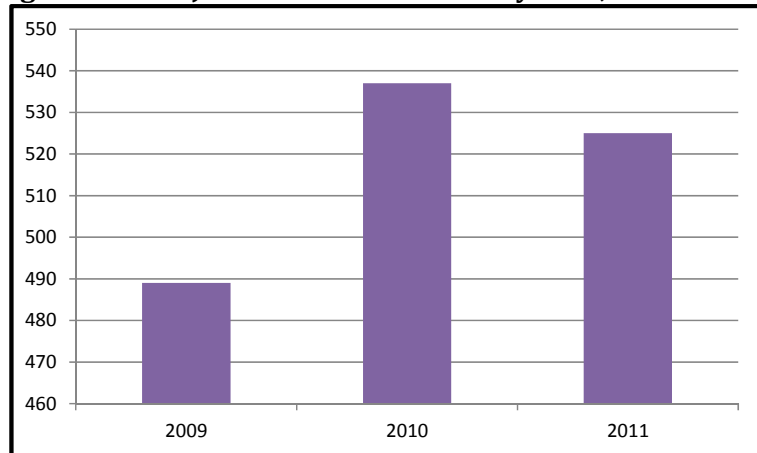
### Population

There are approximately 7,927 residents within JLFPD, based on census place population in the 2010 Census.<sup>69</sup> The population density within the District is 130 people per square mile.

### Existing Demand

The District reported that its peak demand times were from 10 in the morning until about seven in the evening. Calls for medical emergencies are consistently high in volume throughout the year, similar to other fire districts in the region.

**Figure 9-4: JLFPD Number of Calls by Year, 2009-2011**



The District reported that it had observed an increase in call volume in the last few years.

As shown in Figure 9-4, the number of calls dramatically increased from 2009 to 2010 and slightly fell between 2010 and 2011. The number of calls for 2007 and 2008 was not provided by the District.

### Projected Growth and Development

JLFPD anticipates growth in population and similarly in service demand within the District in the next few years. However, no formal population projections have been made by the District. New units are anticipated in Orchard Estates, Brother's Lane and Ranch

<sup>69</sup> Estimates of GIS expert based on Census 2010 blocks.

Calaveras. It was estimated by the District that one to two thousand lots are approved and will be developed in the next few years.

The District reported that it had sufficient capacity to serve current demand through its JPA with Foothill FPD. JLFPD's goal is to have two people onsite at all times and respond within four minutes. This goal is currently being met through a JPA. JLFPD station 3 has one full-time captain and one firefighter 24/7, with one chief officer available at all times.

JLFPD believes that to sufficiently serve future growth, the District needs increased tax revenue and an additional full-time firefighter position. Tax revenue is expected to increase, due to newly built-out lots and a possible future special assessment. Additional funds may be needed to pay a stipend to a firefighter who could staff one of the District's stations 24/7. The District plans to reach out to college students with fire science majors.

The State Department of Finance (DOF) projects that the population of Calaveras County will grow by eight percent in the next 10 years. Thus, the average annual population growth in the County is anticipated to be approximately 0.8 percent. Based on these projections, the District's population would increase from 7,927 in 2010 to approximately 8,561 in 2020. It is anticipated that demand for service within the District will increase minimally based on the DOF population growth projections through 2020.

### Growth Strategies

The District is not a land use authority, and does not hold primary responsibility for implementing growth strategies. The land use authority for unincorporated areas is the County. The County's General Plan is presently being updated. Some of the fire districts reported that the County sought input from them on General Plan update. JLFPD did not give any input on the General Plan update, since it had not been sought by the County.

JLFPD plans its future service demand based on past call volume and planned developments within the District. In addition, the District looks at the County's budget projections, which dictate JLFPD's staffing and budget.

With regard to governance structure alternatives, JLFPD and Foothill FPD, which formerly operated as a dual-district JPA, recently completed the process of consolidation.

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## Financing

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

The District reported that its financing levels were not adequate to deliver services. The recent economic recession has caused a decrease in JLFPD's revenues of about 30 to 40 percent. To improve its financial situation, the District has made efforts to recruit more volunteers and apply for grants. In addition, JLFPD is hoping to pass a special assessment in the future and receive additional tax revenue from newly constructed dwellings.

The District's revenue for FY 10-11 was \$411,277. Revenue sources included property taxes (79 percent), revenues from use of money and property (two percent), state homeowners property tax relief (one percent), and miscellaneous revenue (18 percent).

The District occasionally responds to state fires with its strike team and gets reimbursed for it from the State of California.

JLFPD's expenditures amounted to \$312,460 in FY 10-11. Of this amount, 40 percent was spent on salaries and employee benefits, 50 percent on services and supplies, nine percent on capital assets, and less than one percent on the LAFCO assessment.

The District does not have any long-term debt.

The District has a management practice to keep three financial reserve funds—a capital improvements reserve, an apparatus reserve, and a general reserve. There is no policy for a minimum balances, but JLFPD attempts to maintain about five to 10 percent of operating budget. Currently, reserves exceed the intended amount. At the end of FY 10-11, the general reserve had a balance of \$524,545, the capital improvement reserve had \$140,073 and the apparatus reserve had \$15,429. The District is planning to dip into reserves in the coming year for some capital improvements and staffing to maintain an adequate level of service to the increase in demand for service.

In July 2012, JLFPD entered into a JPA with Foothill FPD, as a first step in the consolidation process. Subsequently, the two districts applied to LAFCO for complete consolidation, which was approved in May 2013.



## FIRE AND EMS SERVICES

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### Service Overview

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JLFPD provides comprehensive fire protection services to residents of the District. A detailed description of the services offered by JLFPD is shown in Figure 9-5.

**Figure 9-5: JLFPD Service Matrix**

<b>Calaveras County Fire Services Matrix</b>	
<b>Service</b>	<b>Provided ?</b>
Structural fire protection	Yes
Wildland fire protection	Yes
Vehicle fire protection	Yes
Ladder truck capabilities	Yes
Emergency medical services	Yes
Basic life support	Yes
Advanced life support	No
Advanced life support transport	No
Hazardous materials emergency response	Yes
Fire prevention	Yes
Fire safety education	Yes
First responder swift water and low angle rope rescue	Yes
Public service assists	Yes
Oxygen filling for breathing apparatuses	Yes
Helicopter facilities	No
Jaws of Life tools	Yes
Response to boating accidents	No
Water rescue	Yes
Dive and ice rescue	No
Fire investigation	Yes
Home inspections	Yes
Business Inspection	Yes
Public Education (CPR, First Aid, Etc.)	Yes
Continuing Education Provider	Yes
Community Emergency Response Team	Yes

In addition, JLFPD provides fire protection to the landfill and Calaveras County facilities and properties through a contract with the County. The landfill is located on the territory recently annexed into the District, but JLFPD would like to maintain a contract in order to be compensated.

Because JLFPD territory contains rivers and lakes, the District is in the process of implementing a water rescue team. The team will work in cooperation with the Sheriff and include rescue work in area caves.

Currently, EMS calls within the JLFPD territory are contracted out to a private ambulance provider—American Legion Ambulance. JLFPD expressed an aspiration to start

providing ambulance services on its own. The District reported that by offering advanced life support and transportation, JLFPD could provide a faster response.

### Collaboration

JLFPD and Foothill FPD, recently completed the consolidation process, forming Calaveras Consolidated Fire Protection District. In addition, JLFPD has mutual aid agreements with San Andreas FPD, and Linden Peters Rural County Fire Protection District and Clements Rural Fire Protection District of San Joaquin County.

JLFPD is a member of Fire Chiefs' Association and National Fire Incident Command Team. The District is currently working with the State to become a resource for Cal OES for water, earthquake and fire rescue.

### Dispatch and communications

The District's emergency dispatch and communication needs are served through a Calaveras County contract with the California Department of Forestry and Fire Protection's (CalFire) Emergency Command Center (ECC) in San Andreas. There is currently no fee charged to local government fire protection agencies by Calaveras County.

Dispatching is handled through joint use of the command frequency assigned to the Tuolumne-Calaveras Unit. The State Office of Emergency Services and County assigned tactical frequencies are also available for local use.

The Calaveras County Sheriff's Office serves as the Primary Public Safety Answering Point where all landline calls within the County are originally directed. Fire incidents are directed to the ECC. Off-duty paid personnel and volunteers are alerted by "pager."

JLFPD reported that there were significant deficiencies in dispatch service. The District currently scans the Sheriff's dispatch channel for medical calls within its boundaries. Several times JLFPD engines arrived to scenes before CalFire dispatched the District. The District is currently evaluating other dispatch options.

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## Staffing

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JLFPD has 25 sworn personnel—one part-time fire chief, one full-time deputy chief, three full-time captains, and 20 volunteer firefighters. All personnel are shared with FFPD through the JPA. Captains are paid \$85 per 24-hour shift, engineers receive \$75, and firefighters receive a stipend of \$65 per 24-hour shift, disbursed once a month. Volunteers receive monthly benefit from a countywide SAFER grant, based on points earned from attending training and other district activities. The median age of the firefighters is 27, with a range from 18 to 61.

According to the California State Fire Marshal, all paid, volunteer and call firefighters must acquire Firefighter I certification; however, there is no time limit as to how long they may work before attaining certification. Firefighter I certification requires completion of the 259-hour Firefighter I course, which includes training on various fireground tasks, rescue operations, fire prevention and investigation techniques, and inspection and maintenance of equipment. In addition to this course, Firefighter I certification also requires that the applicant have a minimum of six months of volunteer or call experience in

a California fire department as a firefighter performing suppression duties.<sup>70</sup> JLFPD has 20 Firefighter I, and 18 EMT, and three paramedic certified personnel.

The District reported that its staffing level had recently increased to include two full-time positions. JLFPD conducts training in house, and requires Firefighter 1/EMT/CPR training levels from its paid staff and VVF/First Responder/CPR levels of training from its volunteers. The District offers 75 hours of training a month to its paid and volunteer firefighters. A challenge identified by the District regarding staffing and training is that the schedules of volunteers are often difficult to accommodate. JLFPD tries to recruit more volunteers by advertising at local junior colleges and through a high school Regional Occupational Program (ROP).

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## Facilities and Capacity

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JLFPD owns and operates two fire stations. Station 1 was acquired in 2002 and is staffed 24/7. Station 1, which was reported to be in good condition, houses three fire engines, one water tender, and two utility/command vehicles.

Station 2, the exact date of acquisition of which was reported to be unknown, is considered to be in poor condition. The station does not have a regular staffing schedule, but 20 volunteers are generally available to staff the station. Station 2 houses two fire engines.

For water supply, the District uses one water tender.

Although the District reported that it did not have sufficient capacity to serve current demand or anticipated future growth, it appears that currently there is marginally sufficient capacity to provide adequate services. Station 2 is in poor condition and requires upgrades; however, Station 1 is in good working condition. Current response times meet Mountain Valley Emergency Medical Services Agency standards for response to medical emergencies.

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## Infrastructure Needs

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The District did not identify a need for new facilities or facility upgrades. However, since Station 2 was reported to be in poor condition, unidentified improvements are necessary.

JLFPD reported that it needed one type I urban interface pumper, that would allow the District to reduce the number of engines in its fleet by purchasing apparatus that can serve multiple functions.

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## Challenges

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JLFPD did not identify any areas within the District, which are difficult to serve.

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<sup>70</sup> State Fire Marshal, *Course Information and Required Materials*, 2007, p. 44

The District reported that it had become increasingly more challenging for its volunteers to meet state and federal training requirements, since they have to complete over 215 hours of training, before entering a burning structure or performing a rescue.

The recent economic recession also created challenges by causing a decrease in the District's revenues through decline in property values.

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## Service Adequacy

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

Fire services in the communities are classified by the Insurance Service Office (ISO), an advisory organization. This classification indicates the general adequacy of coverage, with classes ranking from 1 to 10. Communities with the best fire department facilities, systems for water distribution, fire alarms and communications, and equipment and personnel receive a rating of 1. JLFPD has an ISO rating of six in urban areas and eight in rural areas. The last date of evaluation is reported to be unknown.

The National Fire Protection Association (NFPA) has issued a performance standard for volunteer and combination fire departments (NFPA 1720). This standard, among other guidelines, identifies target response time performance for structure fires. The response time is measured from the completion of the dispatch notification to the arrival time of the first-responder at the scene. Though not a legal mandate, NFPA 1720 does provide a useful benchmark against which to measure fire department performance. NFPA 1720 recommends that the response times for structure fire be nine minutes in urban demand zones at least 90 percent of the time, 10 minutes in suburban zones at least 80 percent of the time and 14 minutes in rural zones at least 80 percent of the time. Response times in remote zones are directly dependent on travel distances.<sup>71</sup> All fire service providers in Calaveras County, except for the City of Angels Camp Fire Department, fall within the definition of a rural demand zone. The City of Angels Camp FD is an urban demand zone.

Emergency response time standards vary by level of urbanization of an area: the more urban an area, the faster a response should be. Calaveras County is not broken down into wilderness, rural and urban designations for response time standards like other counties. Instead, Mountain Valley Emergency Medical Services Agency has divided Calaveras County into three zones for EMS and ambulance services. The northern and southern zones are served by American Legion and the eastern zone (which is the same as the Ebbetts Pass FPD boundary area) is served by Ebbetts Pass FPD. In the northern and southern zones the response time guideline is 20 minutes 90 percent of the time, and 13 minutes 90 percent of the time in the eastern zone. These standards are intended for the ambulance contract providers; however, they indicate what is considered appropriate response times for medical emergencies.

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<sup>71</sup> Urban demand zone has population density of more than 1,000 people per square mile; suburban zone—between 500 and 1,000 people per square mile, rural zone—less than 500 people per square mile, and remote zone is identified by eight or more miles of travel distance to an incident.

Although the District reported that it tracked its response times for each incident, median and 90<sup>th</sup> percentile response times were not provided by JLFPD. CalFire tracks response times for JLFPD incidents. It should be noted that CalFire's methodology for tracking response times differs from that of the districts. While the districts generally start timing from the time the engines leave the facility, CalFire starts timing after checking back in with the responder after dispatch, which is often when the District is already en route to the scene. Consequently, response times reported by CalFire for each incident tend to be shorter than those recorded by each district. It was reported that in 2011 the District's average response time was 4.3 minutes and the 90<sup>th</sup> percentile response time was 9.2 minutes. An area that JLFPD can improve upon is tracking its response times, being aware of its average, median and 90<sup>th</sup> percentile response times and collaborating with CalFire on data exchange, which would allow for more structured response and enhanced efficiency and consistency.

The service area size<sup>72</sup> for each fire station varies between fire districts. The median fire station in Calaveras County serves approximately 34 square miles. Although EPFPD serves the most expansive area (195 square miles), AMFPD stations serve larger area per station, with 77.5 square miles served per station on average. Densely populated areas tend to have smaller service areas. For example, the average service area for the City of Angels Camp Fire Department's fire station is 1.75 square miles. By comparison, each fire station in JLFPD serves approximately 30.5 square miles.

The number of firefighters serving within a particular jurisdiction is another indicator of level of service; however, it is approximate. The providers' call firefighters may have differing availability and reliability. A district with more firefighters could have fewer resources if scheduling availability is restricted. Staffing levels in Calaveras County vary from 3.2 sworn firefighters per 1,000 residents in JLFPD's service area<sup>73</sup> to 13 in MHFPD District.

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<sup>72</sup> Service area refers to the area that the agency will respond to, based on a first responder map used by the Sherriff's office.

<sup>73</sup> Based on shared full-time staffing of the JPA with FFPD.



**Figure 9-6: Jenny Lind Fire Protection District Service Profile**

Fire Service					
<b>Facilities</b>					
Firestation	Location	Condition	Staff per Shift	Vehicles	
Station 1	6501 Jenny Lind Road, Valley Springs, CA 95225	Good	Staffed 24/7	3 fire engines, 1 water tender, 2 utility/command vehicles	
Station 2	2232 Danaher Drive, Valley Springs, CA 95252	Poor	Unstaffed	2 fire engines	
<b>Facility Sharing</b>					
<b>Current Practices:</b> JLFPD is a member of Fire Chiefs' Association and National Fire Incident Command Team. The District is currently working with the State to become a resource for Cal EMA for water, earthquake and fire rescue. JLFPD and FFPD share resources through a JPA which a first step towards consolidation.					
<b>Future opportunities:</b> JLFPD and FFPD plan to combine their resources through a consolidation process.					
<b>Infrastructure Needs and Deficiencies</b>					
Station 2 is in poor condition and requires upgrades. There is a need for 2 type I urban interface pumpers.					
District Resource Statistics		Service Configuration		Service Demand	
Staffing Base Year	2012	Configuration Base Year	2012	Statistical Base Year	2011
Fire Stations in District	2	Fire Suppression	Direct	Total Service Calls	525
Stations Serving District	2	EMS	Direct	% EMS	74%
Sq. Miles Served per Station <sup>1</sup>	30.5	Ambulance Transport	American Legion	% Fire/Hazardous Materials	1%
Total Staff <sup>2</sup>	26	Hazardous Materials	Direct	% False	7%
Total Full-time Firefighters <sup>3</sup>	4	Air Rescue/Ambulance Helicopter	PHI, Reach	% Misc. emergency	11%
Total Call Firefighters	20	Fire Suppression Helicopter	CalFire	% Non-emergency	8%
Total Sworn Staff per Station <sup>4</sup>	12.5	Public Safety Answering Point	Sheriff	% Mutual Aid Calls	7%
Total Sworn Staff per 1,000	3.2	Fire/EMS Dispatch	CalFire	Calls per 1,000 people	66
Service Adequacy		Service Challenges			
Response Time Base Year	2011	Lack of financing and stringent training requirements for volunteers were identified as the District's major challenges.			
Average Response Time (min)	4.3	Training			
90th Percentile Response Time (min)	9.2	JLFPD offers its paid and volunteer firefighters 75 hours per month of training. Minimum requirements: paid staff- FF1/EMT/CPR; volunteers- VVF/1st responder/CPR.			
ISO Rating	6/8 (unknown)				
Mutual & Automatic Aid Agreements					
JLFPD has mutual aid agreements with San Andreas FPD, and Linden Peters Rural County Fire Protection District and Clements Rural Fire Protection District of San Joaquin County.					
Notes:					
1) Primary service area (square miles) per station.					
2) Total staff includes sworn and non-sworn personnel.					
3) Shared with FFPD through JPA.					
4) Based on ratio of sworn full-time and call staff to the number of stations. Actual staffing levels of each station vary.					

## JENNY LIND FIRE PROTECTION DISTRICT DETERMINATIONS

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### Growth and Population Projections

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- ❖ Jenny Lind Fire Protection District (JLFPD) currently has an estimated population of 7,927.
- ❖ The District observed an increase in call volume in the last few years.
- ❖ JLFPD anticipates growth in population and similarly in service demand within the District in the next few years. New units are anticipated in Orchard Estates, Brother's Lane and Rancho Calaveras. It was estimated by the District that one to two thousand lots are approved and will be developed in the next few years.

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### The Location and Characteristics of Disadvantaged Unincorporated Communities Within or Contiguous to the Agency's SOI

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- ❖ Based on 2010 Census income information for Census Designated Places in Calaveras County, there are no communities that meet the definition of a disadvantaged unincorporated community within or adjacent to JLFPD's bounds and sphere of influence.

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

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- ❖ Although the District reported that it did not have sufficient capacity to serve current demand or anticipated future growth, due to lack of personnel and funding, it appears that currently there is marginally sufficient capacity to provide adequate services. One of the two stations is in good working condition. Current response times meet Mountain-Valley Emergency Medical Services Agency standards for response to medical emergencies.
- ❖ JLFPD does not adopt a capital improvement plan (CIP), but plans for capital improvements in the Jenny Lind/Foothill joint strategic plan, which is currently being developed.
- ❖ The District did not identify a need for new facilities or facility upgrades. However, since Station 2 was reported to be in poor condition, yet unidentified improvements appear to be necessary. In addition, JLFPD reportedly needs two type I urban interface pumpers.
- ❖ An area that JLFPD could improve upon is calculating its median and 90<sup>th</sup> percentile response times and collaborating with CalFire on information exchange.
- ❖ Services provided by the District are adequate based on firefighter certification rates, response times and its ISO rating.

- ❖ Each fire station in JLFPD serves approximately 30.5 square miles, by comparison the median fire station in Calaveras County serves 34 square miles. The District has the lowest ratio of firefighters per 1,000 residents, which could indicate capacity concerns with regard to staffing levels, particularly in the case of a primarily volunteer fire department such as JLFPD.

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### Financial Ability of Agencies to Provide Services

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- ❖ The District reported that its financing levels were not adequate to deliver services. The recent economic recession has caused a decrease in JLFPD's revenues of about 30 to 40 percent.
- ❖ To improve its financial situation, the District has made efforts to recruit more volunteers and apply for grants. In addition, JLFPD is hoping to pass a special tax measure in the future and receive additional tax revenue from newly constructed dwellings.
- ❖ The District has a management practice to keep three financial reserve funds—a capital improvements reserve, an apparatus reserve, and a general reserve. The District maintains a health reserve fund comparable to 29 months of operating expenditures.

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### Status of, and Opportunities for, Shared Facilities

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- ❖ JLFPD and Foothill FPD currently collaborate and share resources through a JPA.
- ❖ JLFPD has mutual aid agreements with San Andreas FPD, and Linden Peters Rural County and Clements Rural Fire Protection Districts in San Joaquin County.
- ❖ JLFPD is a member of the Fire Chiefs' Association and the National Fire Incident Command Team. The District is currently working with the State to become a resource for Cal EMA for water, earthquake and fire rescue.
- ❖ The recent consolidation of JLFPD and Foothill FPD is an opportunity for enhanced facility sharing and cost reduction.

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### Accountability for Community Service Needs, Including Governmental Structure and Operational Efficiencies

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- ❖ JLFPD demonstrated partial accountability in its disclosure of information and cooperation with Calaveras LAFCO. The District responded to the questionnaires and cooperated with the document requests; however, the response required multiple follow-up attempts.
- ❖ JLFPD practices outreach efforts; however, the District lacks a website where information could be made available to public. It is recommended that every public service provider have a website to keep constituents aware of the agency's activities.
- ❖ Jenny Lind FPD and Foothill FPD recently completed the consolidation process.

# ***10. MOKELUMNE HILL FIRE PROTECTION DISTRICT***

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RESERVED FOR MHFPD UPON ADOPTION

# 11. MURPHYS FIRE PROTECTION DISTRICT

Murphys FPD (MFPD) provides structural, wildland and all other categories of fire protection, including response to medical emergencies, vehicle accidents and public service assists.

## AGENCY OVERVIEW

### Background

MFPD was formed in 1935, after several severe fires occurred during the early 1930s and the community lost two sawmills and a lumber drying yard.

The principal act that governs the District is the Fire Protection District Law of 1987.<sup>74</sup> The principal act empowers fire districts to provide fire protection, rescue, emergency medical, hazardous material response, ambulance, and any other services relating to the protection of lives and property.<sup>75</sup> Districts must apply and obtain LAFCo approval to exercise services authorized by the principal act but not already provided (i.e., latent powers) by the district at the end of 2000.<sup>76</sup>

MFPD is located in the southeastern portion of Calaveras County. The District is adjacent to Altaville-Melones FPD in the west, Ebbetts Pass FPD in the northeast, and Sheep Ranch in the north (protected by Central Calaveras FRPD). MFPD borders Tuolumne County in the southeast.

### Boundaries

The District’s boundaries encompass the SR 4 corridor between the City of Angels Camp and Ebbetts Pass FPD. MFPD’s boundary area is about 47 square miles.

**Figure 11-1: MFPD List of LAFCO Approved Border Changes .**

<i>Project Name</i>	<i>Type of Action</i>	<i>Year</i>	<i>Recording Agency</i>
Murphys Fire Protection District	Formation	1935	LAFCO
Undescribed contiguous territory	Annexation	1963	LAFCO, BOE
Unknown	Annexation	1965	BOE
Amati/Folendorf	Annexation	1982	LAFCO
Wyldeewood	Annexation	1982	LAFCO
Big Valley	Annexation	1986	LAFCO, BOE
Vallecito (County Fire Reorg #1)	Annexation	2000	LAFCO, BOE

<sup>74</sup> Health and Safety Code §13800-13970.

<sup>75</sup> Health and Safety Code §13862.

<sup>76</sup> Government Code §56824.10.



### Sphere of Influence

The Sphere of Influence for the District was first adopted in 1986. The most recent update of the District's SOI took place in 2005, when it was affirmed to be conterminous with MFPD boundaries.

### Extra-territorial Services

The District responds to wildland fires inside and outside its boundaries for initial attack. MFPD also responds to wildland fires for extended attack, for which the District gets reimbursed.

MFPD has automatic aid agreements with Ebbetts Pass FPD, Altaville-Melones FPD, City of Angels Camp FD, and Central Calaveras FRPD, and mutual aid agreements with other fire service providers in the County. The District frequently responds in Six Mile Village and on Murphys Grade Road in Altaville-Melones FPD, due to its proximity to these areas.

### Areas of Significance

Two areas of significance were identified for MFPD—Copperopolis FPD and Altaville-Melones FPD. There is a possibility of MFPD reorganizing with one or both of these districts. The potential for reorganization is discussed in more detail in the Growth Strategies section of this chapter.



**Calaveras County  
Murphys  
Fire Protection District**

- Murphys FPD & SOI
- County Boundary
- Other Fire Protection Districts
- Waterbodies
- District Fire Facilities
- Non-District Fire Facilities
- Non-District Fire Facilities
- Highways
- Parcels
- Other Counties
- Towns

**Central Calaveras FRPD**

**Protected by Central Calaveras FRPD**

**Ebbetts Pass FPD**

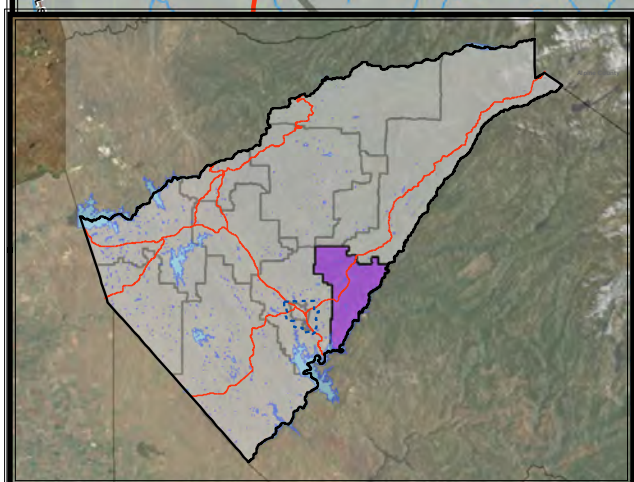
**Altaville-Melones FPD**

**Altaville**

**Angels Camp**

**City of Angels  
Camp FD**

**New Melones Reservoir**





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## Accountability and Governance

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

The principal act orders that the board of directors of a fire protection district must have an odd number of members, with a minimum of three and a maximum of 11 members. Directors may be appointed or elected.<sup>77</sup> MFPD is governed by a five-member board of directors elected at large to staggered four-year terms. Current board member names, positions, and term expiration dates are shown in Figure 11-3.

The Board meets on the second Wednesday of every month at four in the afternoon at the District’s Station 1. Board meeting agendas are posted at both MFPD fire stations and in the newspaper. Minutes are available upon request.

**Figure 11-3: Murphys Fire Protection District Governing Body**

<b>Murphys FPD</b>				
<b><i>District Contact Information</i></b>				
<b>Contact:</b>	Fire Chief, Steve Kovacs			
<b>Address:</b>	P.O. Box 1260, 37 Jones Street Murphys, CA 95247			
<b>Telephone:</b>	209-728-3864			
<b>Email/website:</b>	<a href="mailto:murfire@comcast.net">murfire@comcast.net</a>			
<b><i>Board of Directors</i></b>				
Member Name	Position	Term Expiration	Manner of Selection	Length of Term
Helen Behrbaum	Director	November 2015	Elected	4 years
Robert Loeffler	President	November 2015	Elected	4 years
Linda Dreblow	Director	November 2013	Elected	4 year
Tom Scheller	Director	November 2013	Appointed	4 years
Michael Schwartz	Vice President	November 2013	Elected	4 years
<b><i>Meetings</i></b>				
<b>Date:</b>	Second Wednesday of every month at 4PM.			
<b>Location:</b>	Meetings are held at Station 1.			
<b>Agenda Distribution:</b>	Posted at both stations and in newspapers.			
<b>Minutes Distribution:</b>	Available upon request.			

In addition to the required agendas and minutes, the District tries to reach its constituents through fundraisers, and a public education program held at the station, which is popular with schools. Occasionally, MFPD participates in public hearings and workshops as needed.

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<sup>77</sup> Health and Safety Code §13842.

If a customer is dissatisfied with the District's services, complaints may be submitted in person or over the phone. A complaint undergoes an investigation, and the complainant is notified of a decision. The MFPD chief is responsible for handling complaints. The District reported that there were no complaints in 2011.

MFPD demonstrated partial accountability in its disclosure of information and cooperation with Calaveras LAFCO. The District responded to the questionnaires and cooperated with interview and document requests; however, multiple follow-ups were required.

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## Planning and Management Practices

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

The mission of Murphys FPD is to protect the quality of life for residents, businesses and visitors in the community. MFPD will accomplish this by providing the most effective, efficient and professional fire prevention, suppression and emergency medical services with a commitment to excellence.

The MFPD fire chief is responsible for the District's day to day operations, and oversees the medical director, administrative secretary, two chaplains, EMS battalion chief, assistant chief of operations, fire marshal, division chief, and Murphys Firefighters Association. The assistant chief of operations oversees the training and operations battalion chiefs. The battalion chief of operations manages five captains and all interns. The six engineers report to the captains, and the 15 firefighters report to engineers. The fire marshal is in charge of the public education officer.

Employee workload is tracked through timesheets filled out by part-time employees. Volunteer workload is tracked via training and call logs, and incident reports. In addition, the District puts together a daily schedule of tasks, which helps staff complete the required workload. The District reported that it performed regular employee evaluations of part-time paid staff only and not volunteers. The chief evaluates his subordinates, and is, in turn, evaluated by the Board annually.

It was reported that MFPD does not perform district-wide evaluations of services offered, such as benchmarking with other similar providers or annual reports. Informal evaluations are conducted through trainings, programs, and internal and external feedback.

The District's financial planning efforts include an annually adopted budget and annually audited financial statements. MFPD does not adopt a capital improvement plan (CIP), but plans for capital improvements in its strategic plan. The most recent strategic plan was adopted in 2011, and has a planning horizon of five years. The strategic plan also calls for the adoption of an apparatus replacement plan, which is currently being developed.

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## Existing Demand and Growth Projections

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

### Land Use

Primary land uses within the District are residential, recreational, commercial, light industrial, and general agriculture. The District's bounds encompass approximately 47 square miles.

### Population

There are approximately 2,655 residents within MFPD, based on Census place population in the 2010 Census.<sup>78</sup> The population density within the District is 56 people per square mile.

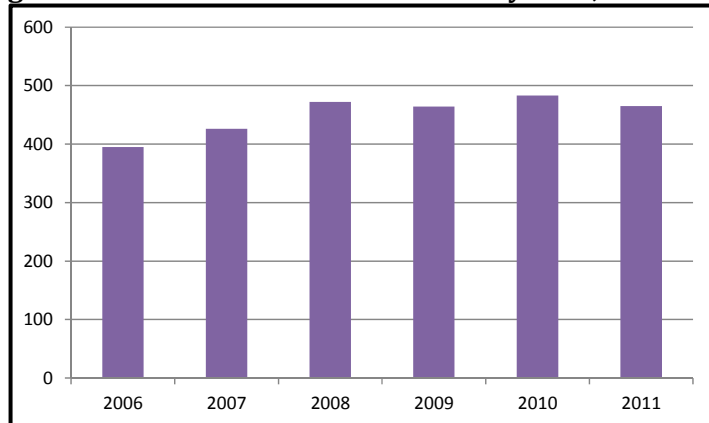
### Existing Demand

The District reports that its peak demand hours are from eight in the morning to midnight. Calls for medical emergencies are consistently high in volume throughout the year, similar to other fire districts in the region.

**Figure 11-4: MFPD Number of Calls by Year, 2007-2011**

The District reported that it had observed an increase in call volume in the last few years, due to an increase in the number of wineries, and consequently, the number of visitors in the area.

As shown in Figure 11-4, the number of calls experienced a fairly steady increase from 2006 to 2011.



### Projected Growth and Development

MFPD anticipates growth in population and similarly in service demand within the District in the next few years. However, no formal population projections have been made by the District. Three subdivisions were approved before the economic downturn, which have been on hold since. The largest proposed development is in the Vallecito area and consists of 110 new units, which will double the size of the community. The community of Douglas Flat is expecting 108 units, which also is anticipated to double the size of the town. Forty six new units are anticipated in Murphys.

The District reported that it had sufficient capacity to serve current demand, but not anticipated future growth. MFPD reported that it required a piece of property to which it could relocate its Vallecito fire station and build sleeping quarters, in order to increase

<sup>78</sup> Census Places Murphys and Vallecito in Calaveras County.



personnel availability in the southern portion of the District. In addition, with an increase in service demand, MFPD is anticipating difficulties in maintaining up-to-date and reliable equipment.

The State Department of Finance (DOF) projects that the population of Calaveras County will grow by eight percent in the next 10 years. Thus, the average annual population growth in the County is anticipated to be approximately 0.8 percent. Based on these projections, the District's population would increase from 2,655 in 2010 to approximately 2,867 in 2020. It is anticipated that demand for service within the District will increase minimally based on the DOF population growth projections through 2020.

### Growth Strategies

The District is not a land use authority, and does not hold primary responsibility for implementing growth strategies. The land use authority for unincorporated areas is the County. The County's General Plan is presently being updated. Some of the fire districts reported that the County sought input from them on General Plan update. MFPD reported that it contributed to the County General Plan update.

MFPD plans its future service demand based on projected growth and anticipated call volume. The District uses the strategic plan as a tool to develop the best approaches to accommodate any increase in service demand.

With regard to possible governance structure alternatives, there is the potential of consolidation of MFPD with Altaville-Melones FPD. Both districts expressed the desire to include each other's boundary areas into their SOIs as a first step towards consolidation. In addition, Murphys FPD is looking into a Cooperative Fire Services Agreement with Copperopolis FPD, with which it already has a common chief. However, because Copperopolis FPD is a member of Calpers, while Murphys FPD is not, the two districts may have to reconcile this difference first before proceeding with consolidation.

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## Financing

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

The District reported that its financing levels were not adequate to deliver services. Challenges include the recent economic recession and consequential drop in property tax revenue caused by the drop in the assessed valuation of properties. MFPD attempted to pass a special tax measure twice; however, voters rejected it both times. An additional challenge lies in the fact that although service demand has increased over the last 10 years, due to growth in the winery business in the area, the District has not received additional revenue to pay for this service increase.

The District's revenue for FY 10-11 was \$341,007. Revenue sources primarily included property taxes (57 percent), state firefighter reimbursements (24 percent), charges for current services (seven percent), and state grants (three percent). The remainder of income was derived from interest, state homeowners property tax, state miscellaneous, state district equipment reimbursement, and other revenue sources. The charges for current services are received in form of cost reimbursements from Copperopolis FPD for

the secretarial services and Bret Harte High School Fire Technology ROP program. The District charges no other fees.

District occasionally responds to state fires with its fire apparatus and gets reimbursed for it from the State of California.

MFPD's expenditures amounted to \$328,681 in FY 10-11. Of this amount, 27 percent was spent on a new hire, 24 percent on salaries and wages, nine percent on principle on long-term debt, five percent on maintenance, five percent on workers comp, four percent on utilities, four percent on capital assets, three percent on gas and oil expenses, and three percent on general liability insurance. The rest was spent on pension, social security, Medicare, insurance, uniform allowance, clothing/personal supplies, safety clothing and equipment, communications, food, household expenses, medical supplies, memberships, office expenses, professional fees, legal notices, rents and leases, small tools, special department expense, training, travel expense, interest, LAFCO assessment, loan to the State, and capital improvements.

In September 1999, the District obtained financing for a fire engine. The lease requires annual payments of \$19,226 including interest of five percent, and matures in August 2014. In addition, during FY 09-10, MFPD purchased a fire engine for \$108,100, out of which the District financed \$80,000. The lease requires annual payments of \$18,223 including interest of 4.5 percent, and matures in September 2014; however, this lease was paid off in full during FY 11-12.

The District has a long-term management practice to maintain financial reserves. Reserves are held in the form of six trust funds—a contingency/emergency reserve (with a balance of \$100,000 at the end of FY 10-11), a fleet replacement trust fund (\$270,000), Self-Contained Breathing Apparatus (SCBA) trust fund (\$25,000), reserve for cash (\$500), capital improvement trust fund (\$126,317), and Proposition 1A loan receivable (\$19,363).

The District is a member of Fire Agencies Self Insurance System (FASIS) for worker's compensation insurance and uses Fire Agency Insurance Risk Authority (FAIRA) for property and liability insurance.

## FIRE AND EMS SERVICES

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### Service Overview

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MFPD provides comprehensive fire protection services to residents of the District. A detailed description of the services offered by MFPD is shown in Figure 11-5.

MFPD also provides contract services to other agencies. Altaville-Melones FPD reimburses MFPD for secretarial services as needed based on a flat hourly rate. MFPD also provides secretarial services to Copperopolis FPD on a monthly basis. MFPD provides an instructor to Bret Harte High School for its fire technology program. The school receives money from the State and pays MFPD \$15,120 a year. In addition, the District provides personnel to the U.S. Forest Service, mostly in summer months, and gets reimbursed depending on the ranks of personnel and days of response.

**Figure 11-5: MFPD Service Matrix**

<b>Calaveras County Fire Services Matrix</b>	
<b>Service</b>	<b>Provided ?</b>
Structural fire protection	Yes
Wildland fire protection	Yes
Vehicle fire protection	Yes
Ladder truck capabilities	No
Emergency medical services	Yes
Basic life support	Yes
Advanced life support	No
Advanced life support transport	No
Hazardous materials emergency response	Yes
Fire prevention	Yes
Fire safety education	Yes
First responder swift water and low angle rope rescue	No
Low angle rope rescue	Yes
Public service assists	Yes
Oxygen filling for breathing apparatuses	Yes
Helicopter facilities	Yes
Jaws of Life tools	Yes
Response to boating accidents	Yes
Water rescue	No
Dive and ice rescue	No
Fire investigation	Yes
Home inspections	Yes
Business Inspection	Yes
Public Education (CPR, First Aid, Etc.)	Yes
Continuing Education Provider	Yes
Community Emergency Response Team	Yes

### Collaboration

MFPD reported that it had automatic aid agreements with Ebbetts Pass FPD, Altaville-Melones FPD, City of Angels Camp FD, and Central Calaveras FRPD, and mutual aid agreements with other fire service providers in the County. MFPD also regularly collaborates with fire service providers in the County on various grants. The District shares Station 2 with Altaville-Melones FPD, where AMFPD houses one of its fire engines.

MFPD contributes to the Countywide Multi-hazard Mitigation Plan and the Disaster Plan.

MFPD is a member of the County and State Fire Chiefs' Associations, Fire Districts Association of California, California Special Districts Association, Nor Cal Training Officers Association, and Motherlode Inter-agency Training Officers Association.

### Dispatch and communications

The District's emergency dispatch and communication needs are served through a Calaveras County contract with the California Department of Forestry and Fire Protection's (CalFire) Emergency Command Center (ECC) in San Andreas. There is currently no fee charged to local government fire protection agencies by Calaveras County.

Dispatching is handled through joint use of the command frequency assigned to the Tuolumne-Calaveras Unit. The State Office of Emergency Services and County assigned tactical frequencies are also available for local use.

The Calaveras County Sheriff's Office serves as the Primary Public Safety Answering Point where all landline calls within the County are originally directed. Fire incidents are directed to the ECC. Off-duty paid personnel and volunteers are alerted by "pager."

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### Staffing

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MFPD has 33 sworn personnel—one fire chief, three battalion chiefs, one assistant chief of operations, fire marshal, one division chief, five captains, six engineers, and 15 firefighters. The District reported that its staffing level had not changed in the last few years. Paid employees are compensated based on job duties and rank. Firefighters receive \$15 an hour, engineers receive \$18 an hour and captains get \$22 an hour. There are four part-time personnel and no full-time employees. The median age of the firefighters is 34.5, with a range from 16 to 69.

MFPD conducts training in house. Part-time employees are required to train eight hours per week and volunteers eight hours per month. The challenge identified by the District is a lack of available time for volunteer firefighters to meet all training mandates. New firefighters attend the County Firefighter Academy from January through May.

MFPD takes applications for volunteer firefighters throughout the year and brings on all qualified candidates in December of each year in preparation for the January academy.

According to the California State Fire Marshal, all paid, volunteer and call firefighters must acquire Firefighter I certification; however, there is no time limit as to how long they may work before attaining certification. Firefighter I certification requires completion of the 259-hour Firefighter I course, which includes training on various fireground tasks, rescue operations, fire prevention and investigation techniques, and inspection and

maintenance of equipment. In addition to this course, Firefighter I certification also requires that the applicant have a minimum of six months of volunteer or call experience in a California fire department as a firefighter performing suppression duties.<sup>79</sup> MFPD has 24 EMT, six first responder and 23 Firefighter I certified personnel.

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## Facilities and Capacity

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MFPD owns and operates two fire stations. Station 1 was built in 1996 and is currently used as a fire station. The classroom is used for various training classes sponsored by the Training Officer's Association, CalFire and USFS. The station is staffed from eight in the morning till four in the afternoon Monday through Sunday by one part-time fire chief, one part-time secretary, one part-time firefighter, one firefighter intern, and 25 volunteer firefighters, engineers and captains. Station 1, which was reported to be in fair condition, houses two type 1 fire engines, one type 2 fire engine, two type 3 fire engines, one type 1 3,000-gallon water tender, one firefighter support unit, three utility vehicles, and three staff/command vehicles assigned to chief officers.

Station 2, located in a building owned by the District on a privately-owned piece of land, was acquired in 2000 and reported to be in fair condition. The station is staffed by five volunteer firefighters and two captains, and houses one type 2 engine and one type 3 fire engine that belongs to AMFPD.

Water for the District is provided through the domestic supply from Union Public Utility District (UPUD) in areas where hydrants are present. In areas with no hydrants, MFPD responds with its 3,000-gallon water tender and two mutual aid water tenders.

Currently, the District's facilities appear to have marginally sufficient capacity to provide adequate services to current demand and future growth. Existing stations are in fair condition and require additions and upgrades; the District reported a need for multiple vehicle replacements. MFPD anticipates challenges with outdated equipment and lack of personnel in meeting additional demand due to future growth. However, current response times meet Mountain Valley Emergency Medical Services Agency standards for response to medical emergencies.

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## Infrastructure Needs

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MFPD reported that both of its stations needed living quarters and backup emergency generators. The District would like to relocate Station 2 to a larger lot and replace it with a bigger building and living quarters. It was reported that a lack of available revenue had restricted MFPD from implementing these improvements. The addition of living quarters at Station 1 will occur in 2013-2014 and cost about \$120,000. Financing will be derived from the capital improvement reserve.

In addition, the District needs to have its 26-year old type 1 fire engine and two 23-year old type 2 engines replaced. There is also a need to replace the old 1993 chassis on the

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<sup>79</sup> State Fire Marshal, *Course Information and Required Materials*, 2007, p. 44



firefighter support unit. MFPD is in the process of developing an apparatus replacement plan to address these needs.

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## Challenges

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The District reported that there are areas on Pennsylvania Gulch Road, Skunk Ranch Road, French Gulch Road, Sheep Ranch Road, and in Murphys Pines that have long response times, due to their rural nature.

Another significant challenge is the lack of available volunteer staff. MFPD anticipates difficulty maintaining updated and reliable equipment and personnel when the District experiences growth in the future.

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## Service Adequacy

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

Fire services in the communities are classified by the Insurance Service Office (ISO), an advisory organization. This classification indicates the general adequacy of coverage, with classes ranking from 1 to 10. Communities with the best fire department facilities, systems for water distribution, fire alarms and communications, and equipment and personnel receive a rating of 1. MFPD has an ISO rating of five in urban areas and eight in rural areas. The District was last evaluated in 2003.

The National Fire Protection Association (NFPA) has issued a performance standard for volunteer and combination fire departments (NFPA 1720). This standard, among other guidelines, identifies target response time performance for structure fires. The response time is measured from the completion of the dispatch notification to the arrival time of the first-responder at the scene. Though not a legal mandate, NFPA 1720 does provide a useful benchmark against which to measure fire department performance. NFPA 1720 recommends that the response times for structure fire be nine minutes in urban demand zones at least 90 percent of the time, 10 minutes in suburban zones at least 80 percent of the time and 14 minutes in rural zones at least 80 percent of the time. Response times in remote zones are directly dependent on travel distances.<sup>80</sup> All fire service providers in Calaveras County, except for the City of Angels Camp Fire Department, fall within the definition of a rural demand zone. The City of Angels Camp FD is an urban demand zone.

Emergency response time standards vary by level of urbanization of an area: the more urban an area, the faster a response should be. Calaveras County is not broken down into wilderness, rural and urban designations for response time standards like other counties. Instead, Mountain Valley Emergency Medical Services Agency has divided Calaveras County into three zones for EMS and ambulance services. The northern and southern zones are served by American Legion and the eastern zone (which is the same as the Ebbetts Pass

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<sup>80</sup> Urban demand zone has population density of more than 1,000 people per square mile; suburban zone—between 500 and 1,000 people per square mile, rural zone—less than 500 people per square mile, and remote zone is identified by eight or more miles of travel distance to an incident.

FPD boundary area) is served by Ebbetts Pass FPD. In the northern and southern zones the response time guideline is 20 minutes 90 percent of the time, and 13 minutes 90 percent of the time in the eastern zone. These standards are intended for the ambulance contract providers; however, they indicate what is considered appropriate response times for medical emergencies.

The District tracks response times for each incident; however does not calculate its median and 90<sup>th</sup> percentile response times. MFPD reported that its average response times were six minutes in Murphys area, seven minutes in Douglas Flat area and eight minutes in Vallecito area. CalFire tracks response times for MFPD incidents. It should be noted that CalFire's methodology for tracking response times differs from that of the districts. While the districts generally start timing from the time the engines leave the facility, CalFire starts timing after checking back in with the responder after dispatch, which is often when the District is already en route to the scene. Consequently, response times reported by CalFire for each incident tend to be shorter than those recorded by each district. It was reported that in 2011 the District's average response time was 2.9 minutes and the 90<sup>th</sup> percentile response time was 6.9 minutes. An area that MFPD can improve upon is tracking its response times, being aware of its median and 90<sup>th</sup> percentile response times and collaborating with CalFire on data exchange, which would allow for more structured response and enhanced efficiency and consistency in data gathering.

The service area size<sup>81</sup> for each fire station varies between fire districts. The median fire station in Calaveras County serves approximately 34 square miles. Although EPFPD serves the most expansive area (195 square miles), AMFPD stations serve larger area per station, with 77.5 square miles served per station on average. Densely populated areas tend to have smaller service areas. For example, the average service area for the City of Angels Camp Fire Department's fire station is 1.75 square miles. By comparison, each fire station in MFPD serves approximately 23.5 square miles.

The number of firefighters serving within a particular jurisdiction is another indicator of level of service; however, it is approximate. The providers' call firefighters may have differing availability and reliability. A district with more firefighters could have fewer resources if scheduling availability is restricted. Staffing levels in Calaveras County vary from 3.2 sworn firefighters per 1,000 residents in JLFPD's service area to 13 in MHFPD. By comparison, MFPD has approximately 12 firefighters per 1,000 residents.

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<sup>81</sup> Service area refers to the area that the agency will respond to, based on a first responder map used by the Sherriff's office.

**Figure 11-6: Murphys Fire Protection District Service Profile**

Fire Service					
<b>Facilities</b>					
Firestation	Location	Condition	Staff per Shift	Vehicles	
Station 1	37 Jones Street, Murphys, CA 95247	Fair	Monday through Sunday from 8AM till 4PM by 4 part-time personnel.	2 type 1 fire engines, 1 type 2 fire engine, 2 type 3 fire engines, 1 type 1 3,000-gallon water tender, 1 firefighter support unit, 3 utility vehicles, 3 staff/command vehicles.	
Station 2	3424 Main Street, Vallecito, CA 95251	Fair	Staffed by volunteers	1 type 2 fire engines, 1 type 3 fire engine (AMFPD).	
<b>Facility Sharing</b>					
<b>Current Practices:</b> MFPD regularly collaborates with fire service providers in the County for various grants. The District shares its Station 2 with Altaville-Melones FPD, where AMFPD houses one of its fire engines. Classroom at Station 1 is used for various training classes sponsored by the Training Officer's Association, CalFire and USFS.					
<b>Future opportunities:</b> After the construction of living quarters at station 1, the Calaveras County Sheriff's Office could use one of the offices for a sub-station.					
<b>Infrastructure Needs and Deficiencies</b>					
The District needs living quarters and backup emergency generators at both stations. MFPD needs to replace one 26 year old type1 engine, two 23 year old type 2 engines and 1993 chassis on firefighter support unit.					
District Resource Statistics		Service Configuration		Service Demand	
Staffing Base Year	2012	Configuration Base Year	2012	Statistical Base Year	2011
Fire Stations in District	2	Fire Suppression	Direct	Total Service Calls	465
Stations Serving District	2	EMS	Direct	% EMS	71%
Sq. Miles Served per Station <sup>1</sup>	23.5	Ambulance Transport	American Legion	% Fire/Hazardous Materials	10%
Total Staff <sup>2</sup>	33	Hazardous Materials	Direct	% False	2%
Total Full-time Firefighters	0	Air Rescue/Ambulance Helicopter	PHI, Reach	% Misc. emergency	5%
Total Call Firefighters	33	Fire Suppression Helicopter	CalFire, USFS	% Non-emergency	12%
Total Sworn Staff per Station <sup>3</sup>	16.5	Public Safety Answering Point	Sheriff	% Mutual Aid Calls	14%
Total Sworn Staff per 1,000	12	Fire/EMS Dispatch	CalFire	Calls per 1,000 people	174
Service Adequacy		Service Challenges			
Response Time Base Year	2011	Lack of financing, aging stations and equipment, lack of personnel, and few difficult to serve roads.			
Average Response Time (min)	2.9	Training			
90th Percentile Response Time (min)	6.9	Paid staff trains 8 hours per week. Volunteers are required to train 8 hours per month.			
ISO Rating	5/8 (2003)				
<b>Mutual &amp; Automatic Aid Agreements</b>					
MFPD has automatic aid agreements with Ebbetts Pass FPD, Altaville-Melones FPD, City of Angels Camp FD, and Central Calaveras FRPD, and mutual aid agreements with other fire service providers in the County.					
Notes:					
1) Primary service area (square miles) per station.					
2) Total staff includes sworn and non-sworn personnel.					
3) Based on ratio of sworn full-time and call staff to the number of stations. Actual staffing levels of each station vary.					

## MURPHYS FIRE PROTECTION DISTRICT DETERMINATIONS

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### Growth and Population Projections

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- ❖ Murphys Fire Protection District (MFPD) currently has an estimated population of 2,655.
- ❖ The District observed an increase in call volume in the last few years, due to an increase in the amount of winery tourism in the area.
- ❖ MFPD anticipates growth in population and similarly in service demand within the District in the next few years. Three subdivisions were approved prior to the economic downturn, which have the potential to be developed in the future.

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### The Location and Characteristics of Disadvantaged Unincorporated Communities Within or Contiguous to the Agency's SOI

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- ❖ Based on 2010 Census income information for Census Designated Places in Calaveras County, the Murphys Census Designated Place meets the income definition of a disadvantaged unincorporated community. The community is located within MFPD's bounds and sphere of influence.

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

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- ❖ Both of the District's stations are in fair condition and require upgrades, thus having marginal capacity to provide adequate services within MFPD's current service area. MFPD reportedly does not have up-to-date equipment and sufficient personnel to serve future growth. However, at present, the District has been able to maintain sufficient response times and a relatively high firefighter to resident ratio.
- ❖ MFPD does not adopt a capital improvement plan, but plans for capital improvements in its strategic plan. An apparatus replacement plan is in development.
- ❖ Infrastructure needs include living quarters and backup emergency generators at both fire stations and replacement of outdated fire engines.
- ❖ An area that MFPD could improve upon is calculating its median and 90<sup>th</sup> percentile response times and collaborating with CalFire on information exchange.
- ❖ Services provided by the District are adequate based on response times, its high firefighter to resident ratio, and its ISO rating.
- ❖ Each fire station in MFPD serves approximately 23.5 square miles, by comparison the median fire station in Calaveras County serves 34 square miles. The District has the second highest ratio of firefighters per 1,000 residents, which could mean that it has a sufficient staffing level to respond to all incidents. On the other hand, a district

with more call firefighters could have fewer resources if scheduling availability (i.e., full-time jobs) is restricted.

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### Financial Ability of Agencies to Provide Services

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- ❖ The District reported that its current financing levels were not adequate to deliver services.
- ❖ Challenges in financing include the recent economic recession and consequential drop in property tax revenue caused by the drop in assessed valuation of properties. An additional challenge is the increase in service demand for which the District is not compensated, due to growth in the winery business in the area.
- ❖ The District is funded primarily by property taxes. A special tax has twice been denied by voters.
- ❖ MFPD has one outstanding loan, which was used to purchase a fire engine.
- ❖ The District has a management practice to maintain six financial reserve funds—contingency/emergency reserve, fleet replacement trust fund, SCBA trust fund, reserve for cash, capital improvement trust fund, and loans receivable fund. At the end of FY 10-11, the District maintained reserves equivalent to over three years of operating expenditures.

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### Status of, and Opportunities for, Shared Facilities

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- ❖ MFPD has automatic aid agreements with Ebbetts Pass FPD, Altaville-Melones FPD, City of Angels Camp FD, and Central Calaveras FRPD, and mutual aid agreements with other fire service providers in the County.
- ❖ MFPD is a member of the County and State Fire Chiefs' Associations, Fire Districts Association of California, California Special Districts Association, Nor Cal Training Officers Association, and Motherlode Inter-agency Training Officers Association. The District also collaborates with other fire providers in applying for grants.
- ❖ MFPD contributes to the Countywide Multi-hazard Mitigation Plan and the Disaster Plan.
- ❖ The District shares Station 2 with Altaville-Melones FPD, where AMFPD houses one of its fire engines.
- ❖ MFPD and Copperopolis FPD share a common fire chief.
- ❖ After the construction of living quarters at Station 1, the Calaveras County Sheriff's Office will be able to use one of the station's offices for its substation.

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### Accountability for Community Service Needs, Including Governmental Structure and Operational Efficiencies

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- ❖ MFPD demonstrated partial accountability in its disclosure of information and cooperation with Calaveras LAFCO. The District responded to the questionnaires and cooperated with the document requests; however, the response required multiple follow-up requests.



- ❖ MFPD practices outreach efforts; however, the District lacks a website where information can be made available to the public. It is recommended that every public service provider have a website to keep constituents aware of the agency's activities.
- ❖ In regards to governance structure options, consolidation with Altaville-Melones FPD and/or Copperopolis FPD is a possibility.

## **12. SAN ANDREAS FIRE PROTECTION DISTRICT**

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San Andreas Fire Protection District (SAFPD) provides structure and wildland fire protection, hazardous materials and emergency medical first responder services along with emergency medical technician non-transport service.

### **AGENCY OVERVIEW**

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#### **Background**

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SAFPD was originally formed as the San Andreas Protective Hook and Ladder Company in 1858 to provide fire protection services to the town of San Andreas and the surrounding area. In 1912, residents of San Andreas elected to form the San Andreas Fire Protection District.<sup>82</sup>

The principal act that governs the District is the Fire Protection District Law of 1987.<sup>83</sup> The principal act empowers fire districts to provide fire protection, rescue, emergency medical, hazardous material response, ambulance, and any other services relating to the protection of lives and property.<sup>84</sup> Districts must apply and obtain LAFCO approval to exercise services authorized by the principal act but not already provided (i.e., latent powers) by the district at the end of 2000.<sup>85</sup>

SAFPD is located in the western portion of Calaveras County. The District is adjacent to Mokelumne Hill FPD in the north, Copperopolis FPD in the south, Foothill FPD in the west, Central Calaveras FRPD in the east, and Altaville-Melones in the southeast.

#### **Boundaries**

SAFPD's boundary is entirely within Calaveras County. The present bounds encompass approximately 66 square miles.

The District has undertaken 11 annexations since its formation. The most recent annexation took place in 2000 and involved territory that was previously included in Calaveras County Fire Department. The 2000 County Fire reorganization increased the SAFPD boundary area to 66 square miles. The District's historical boundary changes are shown in Figure 12-1.

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<sup>82</sup> San Andreas Fire Protection District, *Strategic Plan*, October 2006-September 2011.

<sup>83</sup> Health and Safety Code §13800-13970.

<sup>84</sup> Health and Safety Code §13862.

<sup>85</sup> Government Code §56824.10.

**Figure 12-1: SAFPD List of LAFCO Approved Border Changes**

<i>Project Name</i>	<i>Type of Action</i>	<i>Year</i>	<i>Recording Agency</i>
San Andreas FPD	Formation	1912	LAFCO
NE 1/4 OF NE1/4 OF SEC. 20. T4RN,R12E M.D.N.	Annexation	1952	BOE
Toyanza Sub	Annexation	1963	BOE
Oak Park Estates	Annexation	1966	LAFCO
"territory"	Annexation	1968	LAFCO, BOE
PORTION SEC'S. 7,8,17,18,20,21 & 28, T.4N., R.12E.	Annexation	1969	BOE
Canepa Ranch	Annexation	1980	LAFCO
Mt. Shadows	Annexation	1982	LAFCO
Oak Shadows	Annexation	1984	LAFCO
Vista de los Robles/Kiernan	Annexation	Unknown	LAFCO
Silver Pines	Annexation	Unknown	LAFCO
Calaveras County Fire Reorganization #1	Annexation	2000	LAFCO, BOE

*Sphere of Influence*

The sphere of influence (SOI) for the District was first adopted in 1986 as coterminous with its boundaries. It was further updated in 2005, when the SOI was reaffirmed to be coterminous.

*Extra-territorial Services*

The District provides services outside of its boundary area through automatic aid agreements with Jenny Lind FPD, Foothill FPD, Mokelumne Hill FPD, Central Calaveras FRPD, and Altaville-Melones FPD, and mutual aid agreements with the rest of the fire service providers in Calaveras County.

Although the District does not have a complete strike team of its own, it does send its equipment to state fires as part of a strike team. SAFPD sends out two engines, a command vehicle with a strike team leader and a water tender as-needed.

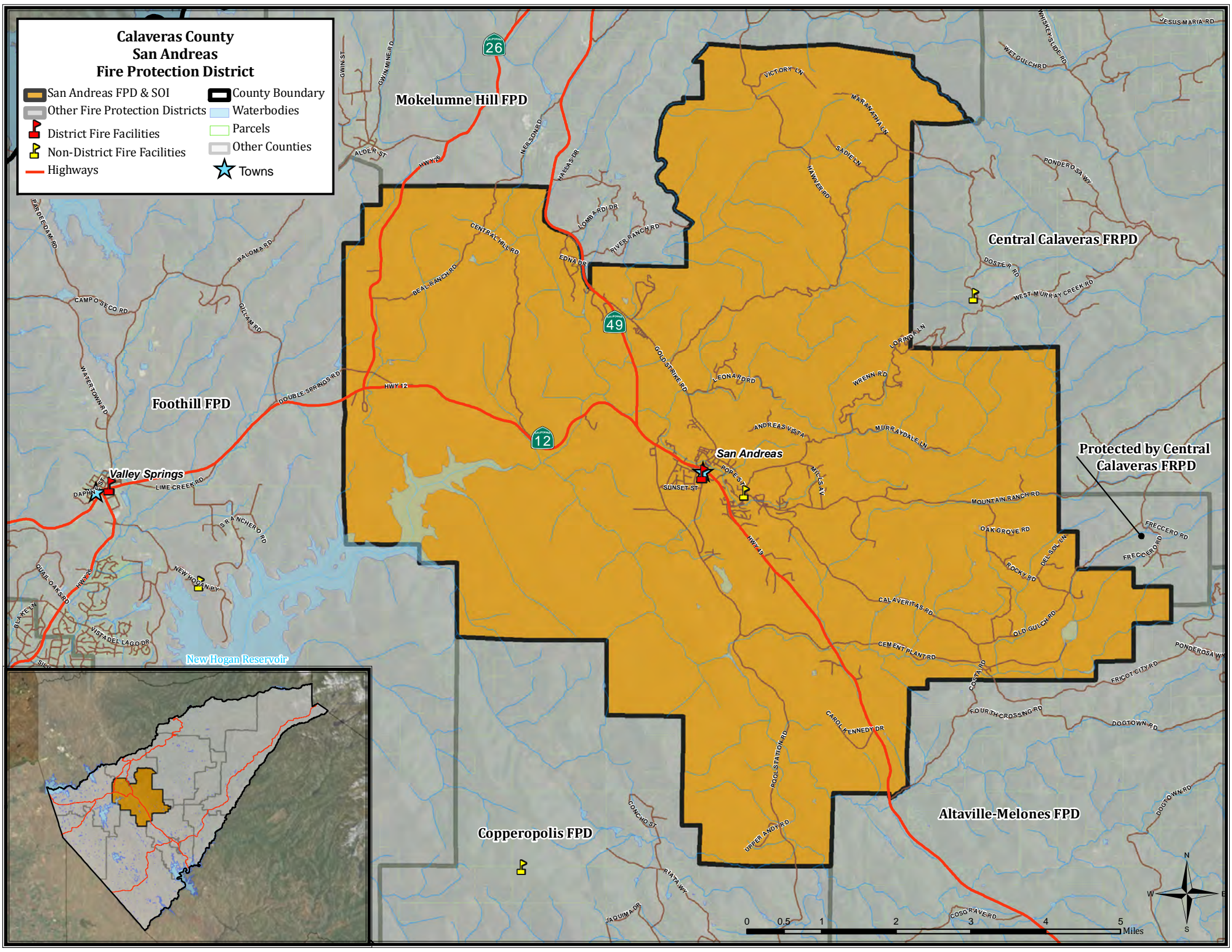
*Areas of Significance*

One area of significance for SAFPD is where the District borders Mokelumne Hill FPD. The stretch of the highway in that area is divided down the centerline between the two districts making it challenging to coordinate a response. Other areas of interest include the Golden Hill Subdivision where the District would like to respond exclusively. SAFPD reported that it had the ability to respond quicker to that area. Bringing the boundary to North Lombardi Road would make the dispatch a lot easier; and the area would be better served.



# Calaveras County San Andreas Fire Protection District

-  San Andreas FPD & SOI
-  County Boundary
-  Other Fire Protection Districts
-  Waterbodies
-  District Fire Facilities
-  Non-District Fire Facilities
-  Parcels
-  Other Counties
-  Highways
-  Towns



Mokelumne Hill FPD

Central Calaveras FRPD

Foothill FPD

Protected by Central Calaveras FRPD

Valley Springs

San Andreas

New Hogan Reservoir

Copperopolis FPD

Altaville-Melones FPD

0 0.5 1 2 3 4 5 Miles



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## Accountability and Governance

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

The principal act orders that the board of directors of a fire protection district must have an odd number of members, with a minimum of three and a maximum of 11 members. Directors may be appointed or elected.<sup>86</sup> SAFPD is governed by a five-member board of directors elected at large to staggered four-year terms. Three of the current members were elected and two were appointed. Current board member names, positions, and term expiration dates are shown in Figure 12-3.

All current board members will hold seats till 2014, at which point all of them will be up for re-election—two for two-year terms and three for four-year terms. The District reported that conducting board elections during the same years as for the County Board of Supervisors would cut SAFPD costs.

The Board meets on the second Wednesday of every month at seven in the evening at the District's fire station. Board meeting agendas are posted at the fire station, drug store and general store. Minutes are available upon request.

**Figure 12-3: San Andreas Fire Protection District Governing Body**

<b>San Andreas FPD</b>				
<b><i>District Contact Information</i></b>				
<b>Contact:</b>	Fire Chief, Don Young			
<b>Address:</b>	37 Church Hill Road, San Andreas, CA 95249			
<b>Telephone:</b>	(209)754-4693			
<b>Email/website:</b>	<a href="mailto:safpd@goldrush.com">safpd@goldrush.com</a>			
<b><i>Board of Directors</i></b>				
<b>Member Name</b>	<b>Position</b>	<b>Term Expiration</b>	<b>Manner of Selection</b>	<b>Length of Term</b>
Ken Snyder	Chair	December 2014	Elected	4 years
David Serra	Vice Chair	December 2014	Appointed	4 years
William Wennhold	Secretary/Treasurer	December 2014	Elected	4 year
Larry Buswell	Director	December 2014	Elected	4 years
Al Ohlau	Director	December 2014	Appointed	4 years
<b><i>Meetings</i></b>				
<b>Date:</b>	Second Wednesday of every month at 7pm.			
<b>Location:</b>	Meetings are held at the fire station.			
<b>Agenda Distribution:</b>	Posted at the station, drug store and general store.			
<b>Minutes Distribution:</b>	Available upon request.			

<sup>86</sup> Health and Safety Code §13842.



In addition to the required agendas and minutes, the District tries to reach its constituents through fundraisers held at the station, participating in community events, such as local auto shows, and going to field and farm days at high schools. At these events, the firefighters show children the fire engines and teach them CPR and first aid. SAFPD collaborates with hospitals and various community organizations.

If a customer is dissatisfied with the District's services, complaints may be submitted over the phone or via a letter to the chief or the Board of Directors. Complaints are investigated, after which the complainant is notified of the outcome. Chief and assistant chief are responsible for handling complaints. If complains concern the administrative staff, it is the Board of Directors' duty to resolve these issues. The District reported that there were no complaints in 2011.

SAFPD demonstrated partial accountability in its disclosure of information and cooperation with Calaveras LAFCO. The District responded to the initial questionnaires and cooperated with interview and document requests; however, follow-up questions and profile review required multiple follow-up attempts.

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## Planning and Management Practices

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

The District's mission statement says: The San Andreas Fire Protection District is dedicated to protect the quality of life for our citizens and visitors through the protection of life, property and the environment. This is accomplished by providing fire suppression, prevention, education and emergency medical services. The District will use effective and efficient technologies to meet the dynamic needs of the community; while providing training, encouragement and values to our members.

The District employs 30 staff—one chief, one assistant chief, one battalion chief, six captains, six engineers, three operators, and 12 firefighters. Six staff members are paid and the remainder receive a stipend. The SAFPD fire station is staffed seven days a week, 24 hours a day by at least one paid personnel. The chief is responsible for the overall operations of the District, while the assistant chief is the day-to-day administrator. The assistant chief has full authority in the chief's absence.

The fire chief is accountable to the District's Board of Directors and oversees the assistant chief, who in turn manages the battalion chief. The captains supervise the engineers and report to the battalion chief. Operators are subordinate to engineers; firefighters are accountable to operators.

The District's personnel are evaluated annually by the chief and a member of the Board of Directors if needed. The chief is evaluated by the Board of Directors. SAFPD reported that it did not perform formal evaluations of overall District performance, such as benchmarking or annual reports.

The District tracks its paid employees' workload through a calendar that is submitted to the accounting department. The District maintains logs to record workload in the form of calls, responding staff, training and equipment maintenance.

The District's financial planning efforts include an annually adopted budget and annually audited financial statements. SAFPD does not adopt a capital improvement plan (CIP), but plans for capital improvements on an as-needed basis. The District also adopts a strategic plan; the planning horizon of the most recent plan was 2006-2011. SAFPD is planning to update its strategic plan in 2013.

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## Existing Demand and Growth Projections

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

### Land Use

Land uses within the District are general agriculture, agricultural preserve, residential agriculture, environmental protection, industrial, commercial, general forest, and residential. The District's bounds encompass approximately 66 square miles.

### Population

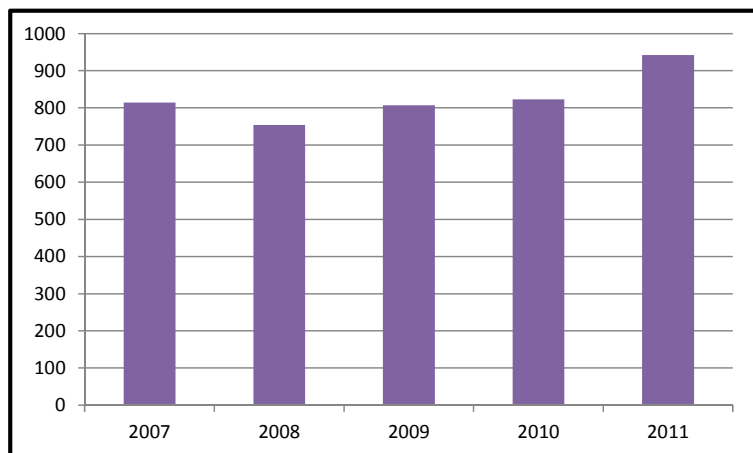
There are approximately 3,128 residents within the District, based on census block population in the 2010 Census.<sup>87</sup> The population density within the District is 46 people per square mile.

### Existing Demand

**Figure 12-4: SAFPD Number of Calls by Year, 2007-2011**

The District reported that its peak demand times varied across days and seasons. Calls for medical emergencies are consistently high in volume throughout the year, similar to other fire districts in the region.

The District reported that it had observed an increase in service demand in the last few years.



As shown in Figure 12-4, the number of calls received by the District has increased over the last few years. The District's opinion is that the increase may be due to people moving into San Andreas and the City of

<sup>87</sup> Census Blocks 4012, 4013, 4029, 1011, 1037, 1043, 1039, 4014, 1012, 1048, 1044, 1049, 2015, 2010, 2027, 2034, 4043, 4039, 4038, 4037, 4036, 4033, 4028, 3019, 3015, 4024, 4041, 4017, 3007, 2035, 2036, 2040, 2041, 3003, 3004, 3005, 2030, 2031, 2039, 2038, 2037, 2028, 2020, 1041, 3000, 4016 in Census Tract 3 and Census Block 1023 in Census Tract 2.10 in Calaveras County.

Angels Camp, as well as a rise in the transit population caused by two major highways running through the District's bounds.

### Projected Growth and Development

SAFPD anticipates growth in population and similarly in service demand within the District in the next few years. However, no formal population projections have been made by the District. It was reported that an increase in population is anticipated, due to growing County government and commercial businesses. The County is building a new jail and a courthouse in San Andreas. Doctors are opening clinics in buildings that had been previously built but had not been occupied. A majority of the growth is expected to be commercial and county-service related and to occur in the town of San Andreas, along SR 49 and in the northeastern part of SAFPD. Residential growth is scattered and expected to be slow but steady in the next few years. A few subdivisions were previously planned, but later canceled, due to the downturn in the economy. Call volume is also anticipated to increase, due to growth in the City of Angels Camp and transit population traveling through SAFPD.

In terms of planned development, new multi-family units within the District are planned south of Highway 49, west of Russell Road, and north of Highway 49, along Main Street and along Gold Strike Way. Multi-family units are also planned in the vicinity of the Highway 12/49 junction. Commercial development is planned south of Highway 49, east of Pool Station Road, and in the southeastern portion of the District along Highway 49. Industrial areas are planned west of Angels Road and along Airport Road, in the south of the District, and along Highway 49. The future growth area of the District encompasses the planned multi-family and industrial development areas.<sup>88</sup>

The State Department of Finance (DOF) projects that the population of Calaveras County will grow by eight percent in the next 10 years. Thus, the average annual population growth in the County is anticipated to be approximately 0.8 percent. Based on these projections, the District's population would increase from 3,128 in 2010 to approximately 3,386 in 2020. It is anticipated that demand for service within the District will increase minimally based on the DOF population growth projections through 2020.

The District reported that it had sufficient capacity to serve anticipated future growth. SAFPD has the necessary equipment and personnel and will not have to recruit more staff in order to serve future growth areas. SAFPD did not identify any areas within its future growth area to which it would be difficult to provide an adequate level of service.

### Growth Strategies

The District is not a land use authority, and does not hold primary responsibility for implementing growth strategies. The land use authority for unincorporated areas is the County. The County's General Plan is presently being updated. Several of the fire districts reported that the County had sought input from them on the General Plan update. The District reported that it had provided limited contribution to the General Plan update.

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<sup>88</sup> Calaveras County, San Andreas Community Plan Land Use Designations Map, January 2008.

With regard to possible governance structure alternatives and SOI changes, the District would like to see the border between Mokelumne Hill FPD and San Andreas FPD clearly defined to enhance efficiency. Currently, the stretch of SR49 that goes up to Mokelumne Hill, is split down the centerline between the two districts.

SAFPD reported that fire providers in the County were increasingly dropping borders. There is the potential for consolidation of SAFPD with Mokelumne Hill FPD; however, the matter has not been discussed formally between the two districts.

Another governance structure option that interests SAFPD is annexation of the Golden Hill Subdivision, which is currently in Mokelumne Hill FPD, and the inclusion of the entire Double Springs Subdivision in its boundaries, which is currently in both SAFPD and Foothill FPD.

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## Financing

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

The District reported that its financing levels were marginally adequate to deliver services. SAFPD equipment is becoming dated and needs to be replaced fairly soon; however, decreased property values have resulted in a decline in district revenues, creating a challenge in replacing aging equipment.

In addition, the District suffered a decrease in financing when the State took \$17,000 from SAFPD about 10 years ago through ERAF shift. Rising prices for fuel and utilities also increased costs for the District.

The District's total revenue for FY 10-11 was \$247,380. Revenue sources included property tax revenue (85 percent), interest income (one percent), strike team reimbursements (seven percent), building exaction fee (three percent), EMS billing (one percent), and miscellaneous revenue (three percent).

Funding for operations comes from three sources, with the primary source being secured property taxes. Additionally, SAFPD bills direct time and materials for non-resident vehicle accidents and collects new construction impact fees.

In 2002, in order to cover the costs of providing services to non-resident vehicle accidents along the throughfares of SR 49, 12, and 26 and all roadways within San Andreas FPD, the District established a fee schedule. The schedule is subject to a yearly automatic increase attributed to inflation, not to exceed two percent per year. In FY 02-03, the rates were \$186.05 for the first run apparatus and personnel, \$60 per hour to the nearest half an hour for each additional apparatus hour, plus the actual cost per hour for personnel, and \$45 per hour for specialized and extrication equipment.

In the same year, 2002, the Board of Directors also determined that there was a need to offset the cost of equipment and personnel needed to continue to provide adequate fire protection, damage control, safety for firefighting personnel and the delivery of other fire services, as the result of commercial and residential growth within the San Andreas FPD. Fees are charged for construction of any building, including garages, barns, and other outbuildings and additions. For residential construction there is a one-time fee of 0.25

cents per square foot. For commercial and industrial construction, including multi-family dwellings, there is a one-time fee of 0.75 cents per square foot.

SAFPD does not charge any other fees. The District occasionally responds to state fires with its strike team and gets reimbursed for it from the State of California.

SAFPD has not provided information regarding its expenditures in FY 10-11. The District reported that overages in expenses for the past several years had been covered by financial reserves.

The District does not have a capital improvement plan. SAFPD plans for its capital improvement projects on an as-needed basis.

SAFPD does not have long-term debt. The District has a management practice to hold two financial reserve funds. At the end of FY 10-11, the reserve fund for construction for specific line items contained over \$40,000. The reserve fund for contingencies had a balance of about \$30,000 to \$40,000.

The District does not participate in any joint powers agreements (JPAs).



## FIRE AND EMS SERVICES

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### Service Overview

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SAFPD provides structure fire protection, wildland fire protection to 1.6 square miles of local responsibility area, hazardous materials and EMS first responder services along with EMT level non-transport EMS service. The District is an Automatic External Defibrillator (AED) and CPR provider through the appropriate agencies. The services provided by SAFPD are described in detail in Figure 12-5.

**Figure 12-5: SAFPD Service Matrix**

<b>Calaveras County Fire Services Matrix</b>	
<b>Service</b>	<b>Provided ?</b>
Structural fire protection	Yes
Wildland fire protection	Yes
Vehicle fire protection	Yes
Ladder truck capabilities	Yes
Emergency medical services	Yes
Basic life support	Yes
Advanced life support	No
Advanced life support transport	No
Hazardous materials emergency response	Yes
Fire prevention	Yes
Fire safety education	Yes
First responder swift water and low angle rope rescue	No
Public service assists	Yes
Oxygen filling for breathing apparatuses	Yes
Helicopter facilities	Yes
Jaws of Life tools	Yes
Response to boating accidents	Yes
Water rescue	Yes
Dive and ice rescue	No
Fire investigation	Yes
Home inspections	Yes

### Collaboration

The District has automatic aid agreements with Jenny Lind FPD, Foothill FPD, Mokelumne Hill FPD, Central Calaveras FRPD, and Altaville-Melones FPD. Mutual aid agreements were set up with Copperopolis FPD, City of Angels FD, Murphys FPD, and Ebbetts Pass FPD. In addition, SAFPD has mutual and automatic aid agreements with CalFire and the State Office of Emergency Services.

SAFPD is a member of the Calaveras County Fire Chief's Association, California Fire Chief's Association, and Mother Lode Interagency Training Officer's Association.

### Dispatch and communications

The District's emergency dispatch and communication needs are served through a Calaveras County contract with the California Department of Forestry and Fire Protection's (CalFire) Emergency Command Center (ECC) in San Andreas. There is currently no fee charged to local government fire protection agencies by Calaveras County.

Dispatching is handled through joint use of the command frequency assigned to the Tuolumne-Calaveras Unit. The CalFire Office of Emergency Services and County assigned tactical frequencies are also available for local use.

The Calaveras County Sheriff's Office serves as the Primary Public Safety Answering Point where all landline calls within the County are originally directed. Fire incidents are directed to the ECC. Off-duty paid personnel and volunteers are alerted by "pager."

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### Staffing

SAFPD has 30 sworn personnel—one fire chief, one assistant chief, one battalion chief, six captains, six engineers, three operators, and 12 firefighters. One staff member is full time, four are part time, and two receive a stipend. The rest are volunteers. Board members are reimbursed for attending meetings. The chair of the Board gets \$100 per meeting; the rest of the board members receive \$60 per meeting.

The median age of the firefighters is 28, with a range from 18 to 74. The District reported that it had enough volunteers and did not face challenges with recruitment.

According to the California State Fire Marshal, all paid, volunteer and call firefighters must acquire Firefighter I certification; however, there is no time limit as to how long they may work before attaining certification. Firefighter I certification requires completion of the 259-hour Firefighter I course, which includes training on various fireground tasks, rescue operations, fire prevention and investigation techniques, and inspection and maintenance of equipment. In addition to this course, Firefighter I certification also requires that the applicant have a minimum of six months of volunteer or call experience in a California fire department as a firefighter performing suppression duties.<sup>89</sup> SAFPD has 14 Firefighter I and 11 EMT certified personnel.

The District's firefighters train every Tuesday evening between the hours of 6:30 and 10. Paid and volunteer firefighters have the same training requirements.

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### Facilities and Capacity

SAFPD owns and operates two fire stations, which were both reported to be in fair condition. Station 1, which was built in 1951, is located at 37 Church Hill Road in San Andreas. Station 1 houses equipment and personnel, and serves as a training center for Mother Lode Interagency Training Officer's Association. Vehicles housed in Station 1 include one type 1 engine, one aerial/track, one type 3 engine, one rescue unit, and one breathing support vehicle.

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<sup>89</sup> State Fire Marshal, *Course Information and Required Materials*, 2007, p. 44

Station 2, which was built in 1950s and purchased by the District in 2002, is located on East Saint Charles Road. It houses one type 1 water tender, one type 1 engine, two type 2 engines, and one type 3 engine.

Water to the District is provided by Calaveras Public Utility District. Calaveras PUD has the ability to supply water for an extended fire event if needed.

Currently, SAFPD's facilities have enough capacity to provide adequate services within the District's existing service area. Several upgrades are needed at the existing facilities; however, all present stations are in working condition and no need for additional facilities was identified. Current response times meet Mountain Valley Emergency Medical Services Agency standards for response to medical emergencies. SAFPD reported that because it had sufficient equipment and personnel, the District did not anticipate any difficulties serving future growth areas.

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## Infrastructure Needs

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SAFPD plans its capital improvement projects on an as-needed basis. It was reported that both fire stations were in need of upgrades. One of the stations which is currently just a garage, is in need of a complete remodel. In addition, electrical wiring needs to be repaired and engines updated. There is also a need for an additional space for administrative work and a four-wheel drive engine for several rural areas where there is snow or the ground is extremely wet.

The District reports that it frequently applies for and receives federal grants for new equipment. With money from one of these grants, SAFPD was able to purchase a breathing apparatus in 2008. The District is in search of additional grant funding to cover other facility and equipment needs.

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## Challenges

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The District reported challenges with regard to financing of services, mostly attributable to declining revenues as a result of decreasing property values and the State restructuring revenue sources and borrowing funds, combined with increased costs related to rising supply prices and dated equipment.

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## Service Adequacy

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

Fire services in the communities are classified by the Insurance Service Office (ISO), an advisory organization. This classification indicates the general adequacy of coverage, with classes ranking from 1 to 10. Communities with the best fire department facilities, systems for water distribution, fire alarms and communications, and equipment and personnel receive a rating of 1. SAFPD has an ISO rating of five, which covers out to five miles from Station 1. Beyond five miles, the ISO rating is eight. The District was last evaluated in 2007.

The National Fire Protection Association (NFPA) has issued a performance standard for volunteer and combination fire departments (NFPA 1720). This standard, among other guidelines, identifies target response time performance for structure fires. The response time is measured from the completion of the dispatch notification to the arrival time of the first-responder at the scene. Though not a legal mandate, NFPA 1720 does provide a useful benchmark against which to measure fire department performance. NFPA 1720 recommends that the response times for structure fire be nine minutes in urban demand zones at least 90 percent of the time, 10 minutes in suburban zones at least 80 percent of the time and 14 minutes in rural zones at least 80 percent of the time. Response times in remote zones are directly dependent on travel distances.<sup>90</sup> All fire service providers in Calaveras County, except for the City of Angels Camp Fire Department, fall within the definition of a rural demand zone. The City of Angels Camp FD is an urban demand zone.

Emergency response time standards vary by level of urbanization of an area: the more urban an area, the faster a response should be. Calaveras County is not broken down into wilderness, rural and urban designations for response time standards like other counties. Instead, Mountain Valley Emergency Medical Services Agency has divided Calaveras County into three zones for EMS and ambulance services. The northern and southern zones are served by American Legion and the eastern zone (which is the same as the Ebbetts Pass FPD boundary area) is served by Ebbetts Pass FPD. In the northern and southern zones the response time guideline is 20 minutes 90 percent of the time, and 13 minutes 90 percent of the time in the eastern zone. These standards are intended for the ambulance contract providers; however, they indicate what is considered appropriate response times for medical emergencies.

SAFPD does not track response time for each incident. CalFire tracks response times for SAFPD incidents. It should be noted that CalFire's methodology for tracking response times differs from that of the districts. While the districts generally start timing from the time the engines leave the facility, CalFire starts timing after checking back in with the responder after dispatch, which is often when the District is already en route to the scene. Consequently, response times reported by CalFire for each incident tend to be shorter than those recorded by each district. It was reported that in 2011 the District's average response time was 1.67 minutes and the 90<sup>th</sup> percentile response time was 3.9 minutes. An area that SAFPD can improve upon is tracking its response times, being aware of its median and 90<sup>th</sup> percentile response times and collaborating with CalFire on data exchange, which would allow for more structured response and enhanced efficiency and consistency in data gathering.

The service area size<sup>91</sup> for each fire station varies between fire districts. The median fire station in Calaveras County serves approximately 34 square miles. Although EPFPD serves the most expansive area (195 square miles), AMFPD stations serve larger area per station, with 77.5 square miles served per station on average. Densely populated areas tend to

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<sup>90</sup> Urban demand zone has population density of more than 1,000 people per square mile; suburban zone—between 500 and 1,000 people per square mile, rural zone—less than 500 people per square mile, and remote zone is identified by eight or more miles of travel distance to an incident.

<sup>91</sup> Service area refers to the area that the agency will respond to, based on a first responder map used by the Sheriff's office.

have smaller service areas. For example, the average service area for the City of Angels Camp Fire Department's fire station is 1.75 square miles. By comparison, each fire station in SAFPD serves approximately 33 square miles.

The number of firefighters serving within a particular jurisdiction is another indicator of level of service; however, it is approximate. The providers' call firefighters may have differing availability and reliability. A district with more firefighters could have fewer resources if scheduling availability is restricted. Staffing levels in Calaveras County vary from 3.2 sworn firefighters per 1,000 residents in JLFPD's service area to 13 in MHFPD. By comparison, SAFPD has approximately 10 firefighters per 1,000 residents.



**Figure 12-6: San Andreas Fire Protection District Service Profile**

Fire Service					
<b>Facilities</b>					
Firestation	Location	Condition	Staff per Shift	Vehicles	
Station 1	37 Church Hill Road, San Andreas, CA	Fair	5 sworn personnel	1 type 1 engine, 1 aerial/truck, 1 type 3 engine, 1 rescue unit, 1 breathing support vehicle.	
Station 2	20 East St. Charles St, San Andreas, CA	Fair	Unstaffed	1 type 1 water tender, 1 type 1 engine, 2 type 2 engines, 1 type 3 engine.	
<b>Facility Sharing</b>					
<b>Current Practices:</b> SAFPD Station 1 is used as a training center by Calaveras County Training Officer's Association.					
<b>Future opportunities:</b> No future opportunities for facility sharing were identified.					
<b>Infrastructure Needs and Deficiencies</b>					
The District needs upgrades on both stations, repairs on electrical wiring, new engines, 4-wheel drive engine, and space for administrative work.					
District Resource Statistics		Service Configuration		Service Demand	
Staffing Base Year	2012	Configuration Base Year	2012	Statistical Base Year	2011
Fire Stations in District	2	Fire Suppression	Direct	Total Service Calls	942
Stations Serving District	2	EMS	Direct	% EMS	78%
Sq. Miles Served per Station <sup>1</sup>	34	Ambulance Transport	American Legion	% Fire/Hazardous Materials	9%
Total Staff <sup>2</sup>	30	Hazardous Materials	Direct	% False	3%
Total Full-time Firefighters	1	Air Rescue/Ambulance Helicopter	PHI, Reach	% Misc. emergency	8%
Total Call Firefighters	29	Fire Suppression Helicopter	CalFire	% Non-emergency	2%
Total Sworn Staff per Station <sup>3</sup>	15	Public Safety Answering Point	Sheriff	% Mutual Aid Calls	NP
Total Sworn Staff per 1,000	10	Fire/EMS Dispatch	CalFire	Calls per 1,000 people	303
Service Adequacy		Service Challenges			
Response Time Base Year	2011	Rising supply prices, declining property prices, dated equipment.			
Average Response Time (min)	1.67	Training			
90th Percentile Response Time (min)	3.9	Volunteers train every Tuesday evening between the hours of 6:30 and 10 in the evening. Paid and volunteer firefighters have the same requirements.			
ISO Rating	5/8 (2007)				
<b>Mutual &amp; Automatic Aid Agreements</b>					
The District has automatic aid agreements with Jenny Lind FPD, Foothill FPD, Mokelumne Hill FPD, Central Calaveras FRPD and Altaville-Melones FPD and mutual aid agreements with the rest of fire providers in the County. SAFPD has automatic aid agreements with CalFire and OES.					
Notes:					
1) Primary service area (square miles) per station.					
2) Total staff includes sworn and non-sworn personnel.					
3) Based on ratio of sworn full-time and call staff to the number of stations. Actual staffing levels of each station vary.					

## SAN ANDREAS FIRE PROTECTION DISTRICT DETERMINATIONS

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### Growth and Population Projections

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- ❖ San Andreas Fire Protection District (SAFPD) currently has an estimated population of 3,128.
- ❖ Over the last few years, the District has experienced an increase in service demand.
- ❖ SAFPD anticipates growth in population and similarly in service demand within the District in the next few years. An increase is anticipated, due to growing County government and commercial businesses. An increase in transit through the District is also anticipated to impact demand for services.

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### The Location and Characteristics of Disadvantaged Unincorporated Communities Within or Contiguous to the Agency's SOI

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- ❖ Based on 2010 Census income information for Census Designated Places in Calaveras County, the San Andreas Census Designated Place meets the income definition of a disadvantaged unincorporated community. The community is located within SAFPD's bounds and sphere of influence.

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

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- ❖ District facilities have sufficient capacity to provide adequate services within the current service area and to anticipated future growth. Current response times meet Mountain Valley Emergency Medical Services Agency standards for response to medical emergencies. SAFPD reported it had adequate equipment and personnel, and did not anticipate any difficulties in continuing a similar level of services into the future.
- ❖ Capital improvement projects are planned for on an as-needed basis. It is recommended that the District initiate multi-year capital planning to ensure revenues are sufficient to meet anticipated needs.
- ❖ Infrastructure needs include upgrades to both fire stations, electrical wiring repairs, engine replacements, purchase of a 4-wheel drive engine, and additional space for administrative needs.
- ❖ An area that SAFPD could improve upon is tracking its response times for each incident and calculating its median and 90<sup>th</sup> percentile response times.
- ❖ The District's services appear to be adequate based on its ISO rating and response times. On average, the District responds to incidents faster than all other providers.

in the County. The District could improve upon its firefighter certification ratio, which is among the lowest in the County.

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### Financial Ability of Agencies to Provide Services

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- ❖ The District reports that current financing levels are marginally adequate to deliver services.
- ❖ Challenges to financing include a need to replace outdated equipment, decreased property values, and rising supply prices.
- ❖ Grants were identified as a potential additional source of financing to enhance funding of services.
- ❖ The District has a management practice to maintain two financial reserve funds—one for contingencies and another for construction of specific line items. At the end of FY 10-11, the District’s reserves were comparable to four months of operating expenditures.

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### Status of, and Opportunities for, Shared Facilities

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- ❖ The District has automatic aid agreements with CalFire, the State Office of Emergency Services, Jenny Lind FPD, Foothill FPD, Mokelumne Hill FPD, Central Calaveras FRPD, and Altaville-Melones FPD, and mutual aid agreements with Copperopolis FPD, City of Angels FD, Murphys FPD, and Ebbetts Pass FPD.
- ❖ SAFPD is a member of the Calaveras County Fire Chief’s Association, California Fire Chief’s Association, and Mother Lode Interagency Training Officer’s Association.
- ❖ Station 1 is used as a training facility by the Mother Lode Interagency Training Officer’s Association.
- ❖ SAFPD did not identify additional opportunities for facility sharing.

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### Accountability for Community Service Needs, Including Governmental Structure and Operational Efficiencies

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- ❖ SAFPD demonstrated partial accountability in its disclosure of information and cooperation with Calaveras LAFCO. The District responded to the questionnaires and cooperated with the document requests; however, the response required multiple follow-up requests.
- ❖ SAFPD practices extensive outreach efforts; however, the District lacks a website where information could be made available to public. It is recommended that every public service provider have a website to keep constituents aware of the agency’s activities.
- ❖ Governance structure options include consolidation with Mokelumne Hill FPD, Central Calaveras FRPD, and West Point FPD and annexation of the Golden Hill and Double Springs Subdivisions.
- ❖ It is recommended that the border between Mokelumne Hill FPD and San Andreas FPD, which runs along the centerline of SR49, be adjusted to enhance efficiency.

## ***13. WEST POINT FIRE PROTECTION DISTRICT***

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West Point Fire Protection District (WPFPD) provides structural, vehicle and wildland fire suppression, basic life support response to medical emergencies, fire prevention and community education to the community of West Point and surrounding area.

### **AGENCY OVERVIEW**

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#### **Background**

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West Point Fire Protection District (WPFPD) was formed in 1948 to provide fire protection to the residents of the District.

The principal act that governs the District is the Fire Protection District Law of 1987.<sup>92</sup> The principal act empowers fire districts to provide fire protection, rescue, emergency medical, hazardous material response, ambulance, and any other services relating to the protection of lives and property.<sup>93</sup> Districts must apply and obtain LAFCO approval to exercise services authorized by the principal act but not already provided (i.e., latent powers) by the district at the end of 2000.<sup>94</sup>

The District is located in the northeastern portion of the Calaveras County. WPFPD borders Amador County in the north, Ebbetts Pass FPD in the east and south, the Sheep Ranch area (protected by Central Calaveras FRPD) in the south, and Central Calaveras FRPD in the west.

#### **Boundaries**

Since its formation, the District has undertaken one annexation, which occurred in 2000, when WPFPD added about 82 square miles of adjacent land previously protected by the Calaveras County Fire Department.<sup>95</sup>

The District is approximately 108 square miles in size, encompassing the area along portions of SR 26 between the north and the south forks of the Mokelumne River.

#### **Sphere of Influence**

WPFPD's sphere of influence (SOI) was last updated in 2005, when it was reaffirmed to be coterminous with the District's boundaries.

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<sup>92</sup> Health and Safety Code §13800-13970.

<sup>93</sup> Health and Safety Code §13862.

<sup>94</sup> Government Code §56824.10.

<sup>95</sup> WPFPD, Audited Financial Statement FY 10-11, p. 8.

Extra-territorial Services

WPFPD provides services outside of its boundaries through automatic and mutual aid agreements. WPFPD maintains automatic aid agreements with Mokelumne Hill FPD, San Andreas FPD, and Central Calaveras FRPD. Additionally, the District participates in a statewide master mutual aid agreement and has an agreement with CalFire to provide support during the summer months. The District maintains a strike force, and occasionally responds to fires around the State.

Areas of Significance

The District reports that the Skunk Hollow area is an area of significance, as it lies within Central Calaveras FRPD's bounds but WPFPD can often respond before CCFRPD when necessary. The area is remote with poor roads, and can get muddy during rainy periods.

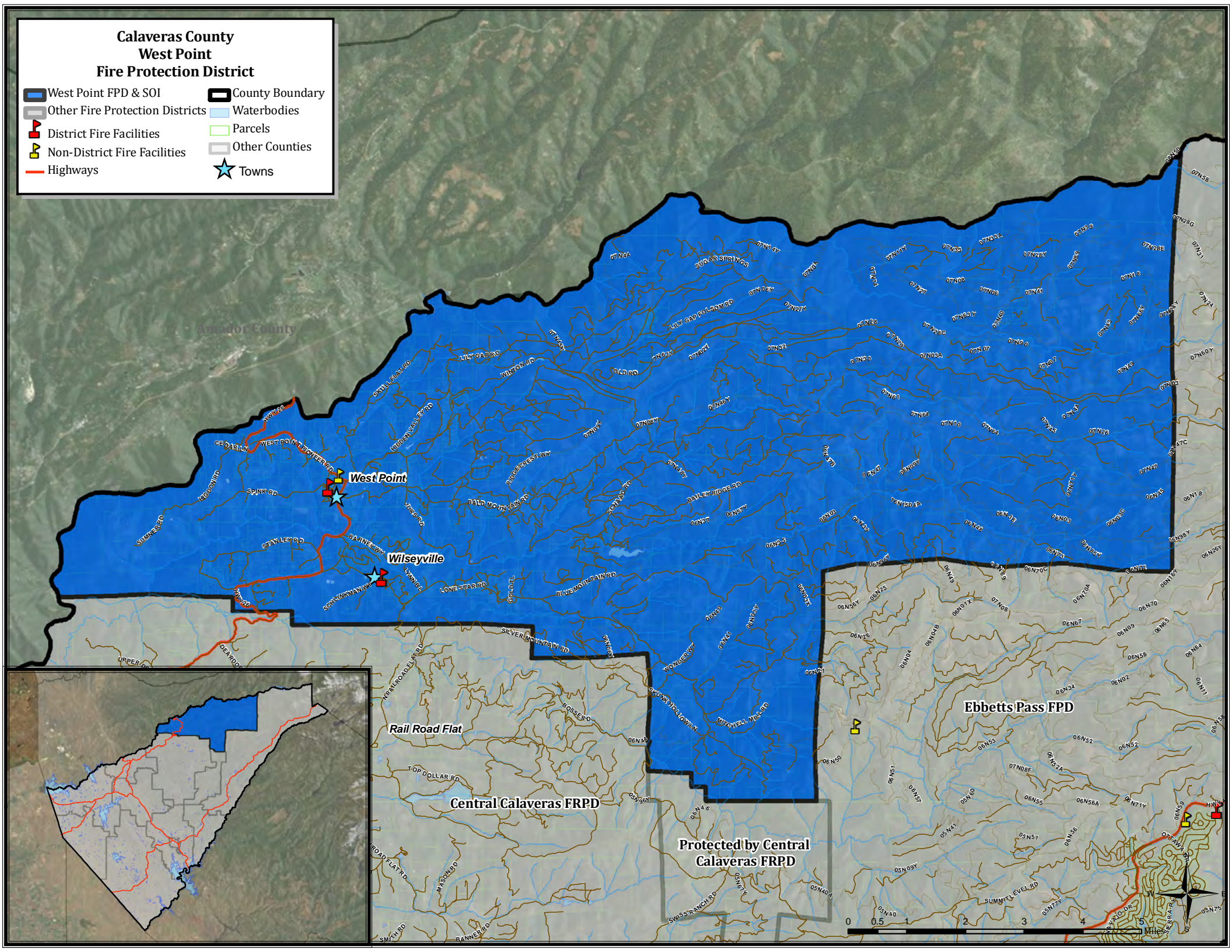
Additionally, WPFPD reported that it generally could respond along SR 26 to the south of the District's bounds before others arrived to the scene.



# Calaveras County West Point

## Fire Protection District

- West Point FPD & SOI
- Other Fire Protection Districts
- District Fire Facilities
- Non-District Fire Facilities
- Highways
- County Boundary
- Waterbodies
- Parcels
- Other Counties
- Towns





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## Accountability and Governance

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

The principal act orders that the board of directors of a fire protection district must have an odd number of members, with a minimum of three and a maximum of 11 members. Directors may be appointed or elected.<sup>96</sup> WPPFD recently went from a three to a five-member board of directors elected at large. Three board members hold three year terms, the other two board members hold two year terms. All of the current board members were elected. Current board member names, positions, and term expiration dates are shown in Figure 13-2.

The Board meets on the second Tuesday of every month at 6:30 in the evening at Station 1, located at 195 Sprink Road in West Point, CA. Board meeting agendas are posted at Stations 1 and 2 and the post office. Minutes are available upon request from the clerk.

**Figure 13-2: West Point Fire Protection District Governing Body**

<b>West Point Fire Protection District</b>				
<i><b>District Contact Information</b></i>				
<b>Contact:</b>	Chief Jim Carroll			
<b>Address:</b>	195 Sprink Road, West Point, CA 95255			
<b>Telephone:</b>	209-293-7000			
<b>Fax:</b>	None			
<b>Email/website:</b>	<a href="mailto:wpfd@westpointfire.org">wpfd@westpointfire.org</a>			
<i><b>Board of Directors</b></i>				
Member Name	Position	Term Expiration	Manner of Selection	Length of Term
Al Arieta	Board Member	2013	Elected	4 years
Jory Kleven	Board Member	2015	Elected	4 years
Carl Mills	Board Member	2015	Elected	4 years
Steve Schoenthaler	Board Member	2013	Elected	4 years
Greg Pryor	Board Member	2013	Elected	4 years
<i><b>Meetings</b></i>				
<b>Date:</b>	Second Tuesday of the month at 6:30pm			
<b>Location:</b>	Fire Station 1 195 Sprink Road			
<b>Agenda Distribution:</b>	Stations 1 and 2 and the post office.			
<b>Minutes Distribution:</b>	Available upon request.			

In addition to the required agendas and minutes, the District tries to reach its constituents through prevention education programs such as prevention week and educational projects with students. The District also maintains a website where

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<sup>96</sup> Health and Safety Code §13842.

information is made available to the public. Additionally, WPPFD has conducted fundraising to fund substantial legal defense costs. The Firefighter's Association augments these outreach efforts through various fundraising events, such as the Lumberjack Days and Chili Cook Off.

If a customer is dissatisfied with the District's services, complaints are generally submitted to the chief or directly to a board member. The chief usually oversees complaint resolution, unless it needs to be addressed by the Board at a regular meeting. The District has received several complaints regarding the recent lawsuit<sup>97</sup> and the new special tax; however, in 2011, there were reportedly no complaints regarding fire services offered by WPPFD.

WPPFD demonstrated partial accountability in its disclosure of information and cooperation with Calaveras LAFCO. While, the District ultimately responded to the questionnaires and cooperated with interview and document requests, there appears to be a lack of an organized and professional means for public information requests and responses.

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## Planning and Management Practices

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

The District's mission statement states: The West Point Fire Protection District is a dedicated organization of professionals who through adequate staffing and training will serve the community, protect life and property through prevention, education and emergency medical services.

WPPFD is comprised of one part-time paid chief, three full-time paid staff members, three firefighter interns, 16 volunteers, one chaplain and two firefighter support members. The firefighters and engineers report to the captains, who in turn report the chief. The chief reports to the Board at the monthly meetings.

The District tracks its employees' workload through training logs and apparatus check sheets. At one time, district employees completed basic time sheets; however, at present, time sheets are not used. Overall district workload is determined by number and type of calls.

The District does not conduct regular evaluations of employees. The District does not have an adopted operations or administration manual defining requirements for regular employee evaluations. The District has copied Murphys FPD's administration manual, but has not yet implemented the policies.

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<sup>97</sup> The lawsuit which questioned the validity of a voter-approved benefit assessment has now come to an end.

WPFPD reported that it did not perform formal evaluations of overall district performance, such as benchmarking or annual reports.

The District's financial planning efforts include an annually adopted budget and biennially audited financial statements. WPFPD does not conduct capital improvement planning, due to extreme existing financing constraints. The District does not have any other planning documents to guide its efforts, such as a strategic or master plan.

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## Existing Demand and Growth Projections

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

### Land Use

Land uses within the District are primarily timberlands/mineral resource areas, wildlife botanical area, agricultural preserve, and residential center with a 40-acre lot minimum. The District's bounds encompass approximately 108 square miles.

Privately owned lands within the District are designated as State Responsibility Areas (SRA) and are classified as a "High Fire Severity Hazard Zone." The California Department of Forestry provides primary jurisdictional responsibility for wildland fire protection except in those areas of the Stanislaus National Forest protected by the United States Forest Service. Privately owned lands are predominately made up of lots and parcels within established residential subdivisions.

### Population

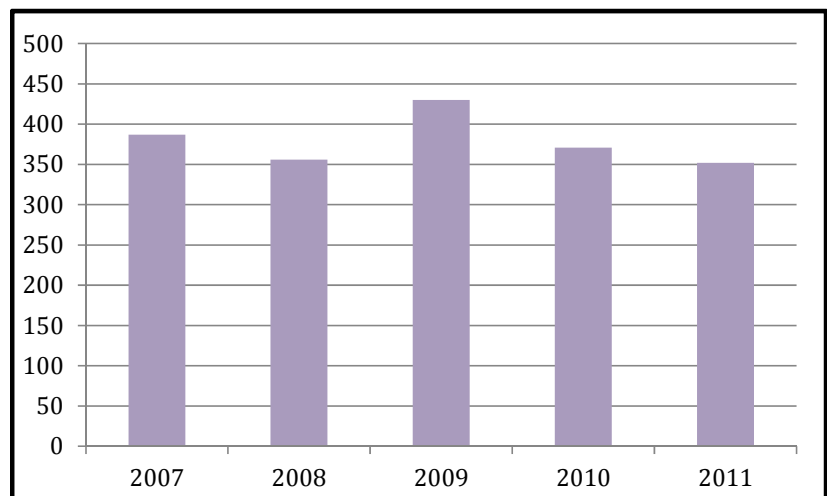
Based on GIS analysis of Census 2010 block data, there are approximately 2,458 permanent residents within the District. The population density within the District is 22 people per square mile.

### Existing Demand

The District reported that its peak demand times were mainly between one and three in the afternoon. Calls for medical emergencies are consistently high in volume throughout the year, similar to other fire districts in the region.

**Figure 13-3: WPFPD Number of Calls by Year, 2007-2011**

The District reported that similar to population growth, demand for services has remained relatively consistent over last few years. Number of calls fell from 387 in 2007 to 352 in 2011. As shown in Figure 13-3, total annual service calls have fluctuated slightly over the five-year period.



### Projected Growth and Development

The State Department of Finance (DOF) projects that the population of Calaveras County will grow by eight percent in the next 10 years. Thus, the average annual population growth in the County is anticipated to be approximately 0.8 percent. Based on these projections, the District's population would increase from 2,458 in 2010 to approximately 2,655 in 2020. It is anticipated that demand for service within the District will increase minimally, based on the DOF population growth projections through 2020.

WPFPD anticipates no to minimal growth in population and similarly in service demand within the District in the next few years. However, no formal population projections have been made by the District. WPFPD reports that there are presently no potential developments within its bounds; however, there may be some long-term potential for growth once the economy recovers. There is a lack of economic activity in the area, as logging, the primary industry and employer, has failed. Given the lack of employment and industry, there is little draw of new residents to the area.

WPFPD reported that it faced capacity constraints with regards to serving existing demand. The current staffing level reportedly offers no depth to coverage, in other words if any staff member is unable to cover their shift, then it is challenging to respond to all calls as there is minimal back up personnel. While there are many areas with long response times, due to the remote rural nature of the District, the lack of adequate facilities and equipment compounds the District's inability to provide swift services.

### Growth Strategies

The District is not a land use authority, and does not hold primary responsibility for implementing growth strategies. The land use authority for unincorporated areas is the County. The County's General Plan is presently being updated. Some of the fire districts reported that the County sought input from them on General Plan update. WPFPD reported that it had not provided input on the County's General Plan update to date.

With regard to possible governance structure alternatives, WPFPD has indicated interest in consolidation with Central Calaveras FRPD and Mokelumne Hill FPD given that the three districts are in close proximity, face similar issues, and have a similar setup for service provision. To date, discussions of consolidation have been informal; reorganization of this type is likely a long-term prospect. At present, WPFPD is reportedly looking into forming joint powers authorities with other districts, particularly with regard to training.

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## Financing

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

The District reported that financing was inadequate to provide services due to several constraints. The District recently faced a long-term lawsuit that resulted in extensive expenditures and a drawdown of the District's reserves. The suit questioned the validity of a voter-approved benefit assessment. The assessment expired in July 2011. Recently, voters instead approved a special tax, and the District has been able to levy the tax on the parcels and collect much needed revenues to continue operations. With the new special tax



revenue and completion of the lawsuit, the District anticipates that financing levels will return to an adequate level.

The District's total revenue for FY 10-11 was \$434,929, which consisted of both operating and non-operating revenues. Primary revenue sources were special taxes (34 percent), donated legal services (34 percent) and property taxes (28 percent). The District also received four percent of income from the State and minimal amounts of income from interest and miscellaneous sources.

In FY 10-11, the District was still collecting the benefit assessment that was under litigation. However, at present, the District collects a newly approved special tax. The District levies a special tax on each parcel within the District. The special tax was approved in 2011 and amounts to \$78.50 per parcel. The special tax has the option to be increased up to two percent annually; however, to date, the District has not exercised that option. The tax does not have a sunset date. The funds from the special tax are tracked in a separate fund from other revenue sources, and are used solely for financing personnel salaries, wages, and other related expenses in order to pay for one full-time paid senior level firefighter at the station 24 hours per day 7 days a week.

Litigation regarding the legality of the benefit assessment was assumed by the League of California Cities. Therefore, legal expenses accrued but not paid in prior years are no longer the responsibility of the District. Consequently, these donated legal services are recognized as a one-time revenue source in FY 10-11.

WPFPD does not charge fees for its services to residents and non-residents of the District.

WPFPD's expenditures amounted to \$410,405 in FY 10-11, of which salaries and wages constituted 57 percent. Other significant expenses were depreciation (17 percent), professional services (eight percent), fuel (four percent), staff training (three percent), and equipment maintenance (three percent). All other expenses consisted of less than 10 percent of annual expenditures.

The District does not have a capital improvement plan (CIP) to plan for future financing of infrastructure improvements and equipment replacement. In the past, capital outlays have been financed through cash, grants and donations.

As of the end of FY 10-11, the District had no long-term debt.

WPFPD does not have a formal policy to maintain financial reserves for contingency and capital purposes. As a matter of practice, funds have generally been allocated to a capital reserve fund in previous years; however, this reserve fund was depleted by legal fees. As of the end of FY 10-11, the District had an unrestricted cash balance of \$140,740, or four months of expenditures, and a restricted fund balance of \$5,302.

WPFPD does not participate in any Joint Powers Authorities (JPAs) or other joint financing mechanisms.

## FIRE AND EMS SERVICES

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### Service Overview

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WPFPD provides structure, wildland and vehicle fire suppression functions, along with emergency medical response in the form of basic life support. The District also responds to vehicle accidents, special rescues, hazardous materials incidents, public service assists, and provides fire prevention education. A detailed list of the services provided by WPFPD is shown in the service matrix in Figure 13-4.

**Figure 13-4: WPFPD Service Matrix**

<b>Calaveras County Fire Services Matrix</b>	
<b>Service</b>	<b>Provided ?</b>
Structural fire protection	Yes
Wildland fire protection	Yes
Vehicle fire protection	Yes
Ladder truck capabilities	No
Emergency medical services	Yes
Basic life support	Yes
Advanced life support	No
Advanced life support transport	No
Hazardous materials emergency response	Yes
Fire prevention	Yes
Fire safety education	Yes
First responder swift water and low angle rope rescue	Yes
Public service assists	Yes
Oxygen filling for breathing apparatuses	No
Helicopter facilities	Yes
Jaws of Life tools	Yes
Response to boating accidents	Yes
Water rescue	No
Dive and ice rescue	No
Fire investigation	Yes
Home inspections	No
Business Inspection	No
Public Education (CPR, First Aid, Etc.)	Yes
Continuing Education Provider	Yes
Community Emergency Response Team	Yes

### Collaboration

There are two geographic areas within West Point FPD served by other agencies. WPFPD works jointly with these agencies on a first response and mutual-aid basis for wildland fire incidents within the District. CalFire is responsible for the SRA areas within

the District. The United State Forest Service (USFS) is responsible for wildland fire response within the Federal Response Areas in the District.

In addition, West Point FPD participates in regional collaboration efforts within Calaveras County, such as the Calaveras Chiefs Association, Citizen Emergency Response Teams (CERT), Motherlode Interagency Training Officers Association (MITOA) and the Amador-Calaveras Consensus Group.

The District practices extensive joint training with adjacent districts and is looking to expand on these efforts by hiring a training officer to share among the neighboring providers. Central Calaveras FRPD has applied for grant funds to finance additional joint training exercises.

### Dispatch and Communications

The District's emergency dispatch and communication needs are served through a Calaveras County contract with the California Department of Forestry and Fire Protection's (CalFire) Emergency Command Center (ECC) in San Andreas. There is currently no fee charged to local government fire protection agencies by Calaveras County for this service.

Dispatching is handled through joint use of the command frequency assigned to the Tuolumne-Calaveras Unit. The State Office of Emergency Services and County assigned tactical frequencies are also available for local use.

The Calaveras County Sheriff's Office serves as the Primary Public Safety Answering Point where all landline calls within the County are originally directed. Fire incidents are directed to the ECC. Off-duty paid personnel and volunteers are alerted by "pager."

WPPFD reported that it was satisfied with the services offered by the CalFire ECC, as inappropriate dispatches are rare.

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## Staffing

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WPPFD has 23 sworn personnel—one part-time fire chief, three full-time officers (two captains one engineer), three interns and 16 volunteer firefighters. Volunteers are paid incident response stipends of \$5 per call per volunteer, regardless of length of response required. Interns receive pay for tuition and books, and in return, they complete 48 hours weekly at the station. Pay for paid staff depends on position and experience, and ranges from \$2,900 per month to \$4,000.

The median age of the District's firefighters is 32, with a range from 21 to 83. Recruitment of volunteer firefighters and emergency response team members is accomplished through the District's website and word of mouth.

Additionally, WPPFD has received funding and support to enhance volunteer firefighter recruitment efforts. In 2012, WPPFD, in conjunction with 10 other fire districts in Calaveras County, was awarded a \$1.8 million-SAFER Recruitment and Retention of Volunteer Fire Fighters grant. These funds will be used to implement a regional volunteer benefit program in order to retain existing firefighters and attract new volunteers. Benefits that are part of this regional program include insurance packages, childcare expenses, tuition assistance for higher education, and a Length of Service Award program or other retirement benefits, such as 401K contributions. Additionally, the grant includes a

marketing program to recruit new volunteers through television advertising, an informational website and an online application process.

According to the California State Fire Marshal, all paid, volunteer and call firefighters must acquire Firefighter I certification; however, there is no time limit as to how long they may work before attaining certification. Firefighter I certification requires completion of the 259-hour Firefighter I course, which includes training on various fireground tasks, rescue operations, fire prevention and investigation techniques, and inspection and maintenance of equipment. In addition to this course, Firefighter I certification also requires that the applicant have a minimum of six months of volunteer or call experience in a California fire department as a firefighter performing suppression duties.<sup>98</sup> WPPFD has 11 Firefighter I and 14 EMT-1 certified personnel.

Training for personnel is offered through a combination of in-house, countywide and out-of-County training exercises. The District requires volunteers to meet training standards outlined in the California Code. Volunteers must complete the local fire academy within two years of employment unless they have equivalent training. Volunteers are not required to meet minimum hourly training requirement during any given month; however, the District offers mandatory training every Wednesday night for three hours. Training made available by the District differs depending on experience and need of staff. WPPFD generally offers 250 hours of training annually.

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## Facilities and Capacity

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WPPFD has two fire stations. Station 1 is located on Spink Road in the community of West Point and contains 3,680 square feet and has one large bay capable of housing four fire engines. Station 2 is located in the community of Wilseyville, on Railroad Flat Road, and is 700 square feet in size with one bay capable of housing two type-three engines. The District estimated that the two stations were built sometime in the 1960's. Both stations are considered to be in poor condition, given the lack of heat and living quarters for staff.

The District has four fire engines, one water tender, one chief's vehicle, and one utility vehicle.

Currently, the District's facilities have limited capacity to provide adequate services within WPPFD's current service area. The stations were identified as being in poor condition, and the District identified a need for bedrooms and bathrooms for overnight shifts. In order to shorten response times to the extent possible and enhance services offered, the District will need to make these improvements. Current response times meet Mountain Valley Emergency Medical Services Agency standards for response to medical emergencies.

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## Infrastructure Needs

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As mentioned previously, the District has a long-term goal of adding living quarters to Station 1. At present there is no financing available for this improvement.

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<sup>98</sup> State Fire Marshal, *Course Information and Required Materials*, 2007, p. 44

The County purchased a water tender, and recently, transferred ownership to WPPFD. The District is now in the process of getting the tender filled out with equipment. The Fire Chiefs Association has formed a water mitigation committee to deal with this issue.

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## Challenges

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The District reported that the most challenging area to serve within its boundaries is an area east of Lily Valley off of Winton road, due to access limitations.

Other challenges faced by the District include the recent prolonged lawsuit by a member of the public, and the lack of depth in staffing coverage.

The District also reported that it would like to see American Legion extend its service hours from 12 to 24 hours daily. During periods that American Legion is not staffing the area, WPPFD is able to provide EMT-1 certified personnel, but no paramedic level personnel for emergency medical response.

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## Service Adequacy

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

Fire services in the communities are classified by the Insurance Service Office (ISO), an advisory organization. This classification indicates the general adequacy of coverage, with classes ranking from 1 to 10. Communities with the best fire department facilities, systems for water distribution, fire alarms and communications, and equipment and personnel receive a rating of 1. The ISO ratings of WPPFD are 5 within areas served by Calaveras County Water District water supplies and 8 in other areas. The District was last evaluated in 2005.

The National Fire Protection Association (NFPA) has issued a performance standard for volunteer and combination fire departments (NFPA 1720). This standard, among other guidelines, identifies target response time performance for structure fires. The response time is measured from the completion of the dispatch notification to the arrival time of the first-responder at the scene. Though not a legal mandate, NFPA 1720 does provide a useful benchmark against which to measure fire department performance. NFPA 1720 recommends that the response times for structure fire be nine minutes in urban demand zones at least 90 percent of the time, 10 minutes in suburban zones at least 80 percent of the time and 14 minutes in rural zones at least 80 percent of the time. Response times in remote zones are directly dependent on travel distances.<sup>99</sup> All fire service providers in Calaveras County, except for the City of Angels Camp Fire Department, fall within the definition of a rural demand zone. The City of Angels Camp FD is an urban demand zone.

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<sup>99</sup> Urban demand zone has population density of more than 1,000 people per square mile; suburban zone—between 500 and 1,000 people per square mile, rural zone—less than 500 people per square mile, and remote zone is identified by eight or more miles of travel distance to an incident.



Emergency response time standards vary by level of urbanization of an area: the more urban an area, the faster a response should be. Calaveras County is not broken down into wilderness, rural and urban designations for response time standards like other counties. Instead, Mountain Valley Emergency Medical Services Agency has divided Calaveras County into three zones for EMS and ambulance services. The northern and southern zones are served by American Legion and the eastern zone (which is the same as the Ebbetts Pass FPD boundary area) is served by Ebbetts Pass FPD. In the northern and southern zones the response time guideline is 20 minutes 90 percent of the time, and 13 minutes 90 percent of the time in the eastern zone. These standards are intended for the ambulance contract providers; however, they indicate what is considered appropriate response times for medical emergencies.

The District tracks its response times for each incident. It was reported that WPPFD's median response time was 10.45 minutes and 90<sup>th</sup> percentile response time was 16.45 minutes. CalFire also tracks response times for WPPFD incidents. It should be noted that CalFire's methodology for tracking response times differs from that of the districts. While the districts generally start timing from the time the engines leave the facility, CalFire starts timing after checking back in with the responder after dispatch, which is often when the District is already en route to the scene. Consequently, response times reported by CalFire for each incident tend to be shorter than those recorded by each district. It was reported that in 2011 the District's average response time was 6.45 minutes and the 90<sup>th</sup> percentile response time was 14.75 minutes. An area that WPPFD can improve upon is collaborating with CalFire on data exchange, which would allow for more structured response and enhanced efficiency and consistency in data gathering.

The service area size<sup>100</sup> for each fire station varies between fire districts. The median fire station in Calaveras County serves approximately 34 square miles. Although EPFPD serves the most expansive area (195 square miles), AMFPD stations serve larger area per station, with 77.5 square miles served per station on average. Densely populated areas tend to have smaller service areas. For example, the average service area for the City of Angels Camp Fire Department's fire station is 1.75 square miles. By comparison, each fire station in WPPFD serves approximately 54 square miles.

The number of firefighters serving within a particular jurisdiction is another indicator of level of service; however, it is approximate. The providers' call firefighters may have differing availability and reliability. A district with more firefighters could have fewer resources if scheduling availability is restricted. Staffing levels in Calaveras County vary from 3.2 sworn firefighters per 1,000 residents in JLFPD's service area to 13 in MHFPD. By comparison, WPPFD has approximately nine firefighters per 1,000 residents.

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<sup>100</sup> Service area refers to the area that the agency will respond to, based on a first responder map used by the Sherriff's office.

**Figure 13-5: West Point FPD Fire Service Profile**

Fire Service					
<b>Facilities</b>					
Fire station	Location	Condition	Staff per Shift	Vehicles	
Station 1	195 Spink Rd	Poor	3 personnel per 24 hours	2 type 1 engines, 1 type 2 engine, 1 type 3 engine, 1 watertender, 1 utility, 1 Chiefs vehicle	
Station 2	3910 Railroad Flat Rd	Poor	None	Red Cross Response Trailer	
<b>Facility Sharing</b>					
<b>Current Practices:</b> The District occasionally participates in joint training exercises with neighboring and other County providers.					
<b>Future opportunities:</b> No opportunities for future facility sharing were identified.					
<b>Infrastructure Needs and Deficiencies</b>					
The District has a long-term goal of adding living quarters and heating to Station 1. Presently, there is no funding for this improvement.					
District Resource Statistics		Service Configuration		Service Demand	
Staffing Base Year	2012	Configuration Base Year	2012	Statistical Base Year	2011
Fire Stations in District	2	Fire Suppression	Direct	Total Service Calls	352
Stations Serving District	2	EMS	Direct	% EMS	69%
Sq. Miles Served per Station <sup>1</sup>	54	Ambulance Transport	American Legion	% Fire/Hazardous Materials	6%
Total Staff <sup>2</sup>	25	Hazardous Materials	Direct	% False	1%
Total Full-time Firefighters	3.5	Air Rescue/Ambulance Helicopter PHI, Calstar		% Misc. emergency	10%
Total Call Firefighters	19	Fire Suppression Helicopter	CalFire	% Non-emergency	14%
Total Sworn Staff per Station <sup>3</sup>	11.5	Public Safety Answering Point	Sheriff	% Mutual Aid Calls	NP
Total Sworn Staff per 1,000	9	Fire/EMS Dispatch	CalFire	Calls per 1,000 people	143
Service Adequacy			Service Challenges		
Response Time Base Year	2011	Challenges faced by the District include the recent prolonged lawsuit by a			
Average Response Time (min)	6.45	Training			
90th Percentile Response Time (min)	14.75	Volunteers must complete the local fire academy within two years of			
ISO Rating	5/8	employment unless they have equivalent training. Volunteers are not required			
<b>Mutual &amp; Automatic Aid Agreements</b>					
WPPFD maintains automatic aid agreements with Mokelumne Hill FPD, San Andreas FPD, and Central Calaveras FRPD.					
Notes:					
1) Primary service area (square miles) per station.					
2) Total staff includes sworn and non-sworn personnel.					
3) Based on ratio of sworn full-time and call staff to the number of stations. Actual staffing levels of each station vary.					

## WEST POINT FIRE PROTECTION DISTRICT DETERMINATIONS

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### Growth and Population Projections

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- ❖ West Point Fire Protection District (WPFPD) serves an estimated population of 2,458 permanent residents.
- ❖ Based on annual calls for services, demand has remained relatively constant since 2007, paralleling population growth in the area.
- ❖ WPFPD anticipates no to minimal growth in population and similarly in service demand within the District in the next few years. There is a lack of economic activity in the area, as logging, the primary industry and employer, has failed. Given the lack of employment and industry, there is little attraction of new residents to the area.

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### The Location and Characteristics of Disadvantaged Unincorporated Communities Within or Contiguous to the Agency's SOI

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- ❖ Based on 2010 Census income information for Census Designated Places in Calaveras County, the West Point Census Designated Place meets the income definition of a disadvantaged unincorporated community. The community is located within WPFPD's bounds and sphere of influence.

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

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- ❖ WPFPD reported that it faced capacity constraints with regards to serving existing demand. The current staffing level reportedly offers no depth to coverage. Additionally, while there are many areas with long response times, due to the remote rural nature of the District, the lack of adequate facilities and equipment compounds the District's inability to provide swift services.
- ❖ The primary infrastructure needs identified by the District were the addition of living quarters to Station 1, for which there is currently no financing available, and equipping the District's new water tender.
- ❖ While the District faces several challenges in providing services, including lack of adequate financing to support sufficient staffing levels and adequate facilities and equipment, the District's response times indicate that WPFPD's services meet industry standards.
- ❖ It is recommended that the District enhance its capital planning efforts by compiling a detailed list of needs and anticipated costs, and creating a long-term financing plan. While this kind of planning effort can be hindered by lack of manpower and

funding, it is critical for agencies with minimal financing to ensure adequate capital replacement and minimize deferred maintenance.

- ❖ The District could improve services by implementing its administration and operations manual and conducting regular employee evaluations.

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### Financial Ability of Agencies to Provide Services

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- ❖ The District reported that financing was inadequate to provide services due to several constraints, primarily a long-term lawsuit with extensive legal expenditures. With new special tax revenue and conclusion of the lawsuit, the District anticipates that financing levels will return to an adequate level.
- ❖ It is recommended that the District form a capital improvement plan, to ensure adequate financing to meet capital replacement needs.
- ❖ The District appears to have sufficient reserves to weather short-term contingencies.

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### Status of, and Opportunities for, Shared Facilities

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- ❖ The District practices extensive joint training with adjacent districts and is looking to expand on these efforts by hiring a training officer to share among the neighboring providers. Central Calaveras FRPD has applied for grant funds to finance additional joint training exercises.
- ❖ In addition, West Point FPD participates in regional collaboration efforts within Calaveras County, such as the Calaveras Chiefs Association, Citizen Emergency Response Teams (CERT), Motherlode Interagency Training Officers Association (MITOA) and the Amador-Calaveras Consensus Group.

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### Accountability for Community Service Needs, Including Governmental Structure and Operational Efficiencies

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- ❖ WPPFD demonstrated partial accountability in its disclosure of information and cooperation with Calaveras LAFCO. While, the District ultimately responded to the questionnaires and cooperated with interview and document requests, there appears to be a lack of an organized and professional means for public information requests and responses.
- ❖ WPPFD practices extensive outreach efforts, which enhance transparency, including a website where district information is made available.
- ❖ Governance structure options with regard to WPPFD include annexation of the Skunk Hollow area and an area along SR 26 south of the District's bounds where the District reported it is often the first on the scene of an incident.
- ❖ Given the geographical proximity and close working relationship of the districts, another potential governance option includes consolidation with Mokelumne Hill FPD, Central Calaveras FRPD, and potentially San Andreas FPD. No formal discussion has been undertaken to date in regards to this option.

## **14. CITY OF ANGELS CAMP**

The City of Angels Camp, more commonly known as the City of Angels, provides several municipal services including, water, wastewater, fire protection, police, street and road, parks and recreation, and street lighting services. With regard to fire services, the City provides fire prevention (including structure inspections) and suppression, and emergency medical services in the form of basic life support. This MSR focuses on the fire and emergency medical services provided by the City. For additional information on other City services and functions, refer to the City of Angels MSR adopted by LAFCO in December 2009 and the Water & Wastewater MSR that was adopted by LAFCO in 2012.

### **AGENCY OVERVIEW**

#### Background

The City of Angels was incorporated in 1912 as a general law city and is currently the only incorporated city in Calaveras County. The City’s boundary is entirely within Calaveras County, located in the south central portion of the County at the intersection of SRs 49 and 4. The City has a boundary area of 3.56 square miles or 2,279 acres.<sup>101</sup>

#### Boundaries

**Figure 14-1: City of Angels Boundary History**

Since the City’s incorporation, according to the Board of Equalization records, the City has completed nine boundary changes—six annexations and three reorganizations. The last boundary change recorded was effective as of April 1997. All recorded boundary changes are shown in Table 14-1.

<b>Project Name</b>	<b>BOE Effective Date</b>	<b>Change Type</b>	<b>Recording Agency</b>
Mark Twain Annexation	1/13/1961	Annex	BOE
No name reported	1/28/1964	Annex	BOE
Rolleri Parcel Annexation	12/31/1970	Annex	BOE
Altaville Annexation	1/26/1972	Annex	BOE
Stelte Park Subd. Unit 3 Annexation	8/17/1983	Annex	BOE
Angel Oaks Reorg.	12/7/1989	Reorg	BOE
Greenhorn Creek Reorg.	4/7/1993	Reorg	BOE
Spray Waste Field Reorg.	5/18/1993	Reorg	BOE
Old Highway 4/ Crespi Reorg.	4/14/1997	Reorg	BOE

#### Sphere of Influence

The City’s SOI was adopted by LAFCO in 1985, updated in 2005,<sup>102</sup> and most recently updated in 2012. The SOI extends beyond the city limits and encompasses approximately 9.6 square miles.<sup>103</sup>

<sup>101</sup> Calaveras LAFCO, City of Angels Camp Hearing Draft MSR, November 16, 2009, p. 6.

<sup>102</sup> LAFCO Resolution 2005-01.

<sup>103</sup> LAFCO Resolution 2011-0006.



Extra-territorial Services

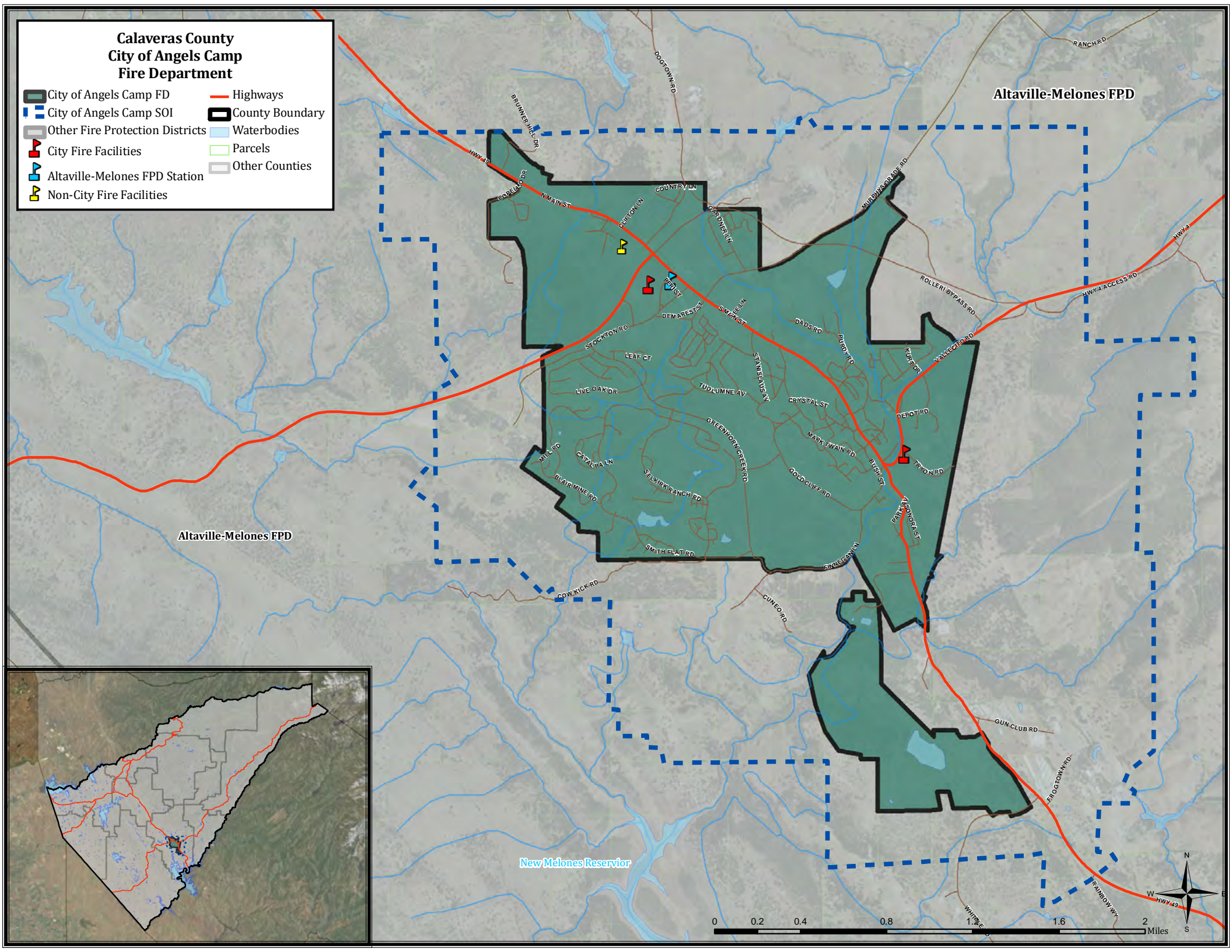
The City has automatic aid and mutual aid agreements with several agencies. The City reported that it most often responded outside of its bounds to the territory served by Altaville-Melones FPD. Altaville-Melones FPD reciprocates by responding within the City when necessary. The City also has automatic aid agreements primarily with Murphys FPD, Ebbetts Pass FPD, San Andreas FPD, and CalFire. Additionally, the City has automatic aid agreements with all other fire providers in the County for multiple alarm fires, as well as mutual aid agreements with all providers in Calaveras and Tuolumne Counties and parts of Alpine County (Bear Valley). The City also responds to wildfires outside of its boundaries and gets reimbursed by the State in State Responsibility Areas.

Areas of Significance

The City did not identify any areas of significance.

**Calaveras County  
City of Angels Camp  
Fire Department**

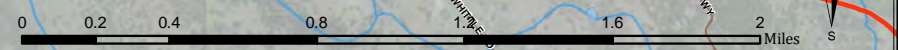
-  City of Angels Camp FD
-  City of Angels Camp SOI
-  Other Fire Protection Districts
-  City Fire Facilities
-  Altaville-Melones FPD Station
-  Non-City Fire Facilities
-  Highways
-  County Boundary
-  Waterbodies
-  Parcels
-  Other Counties



Altaville-Melones FPD

Altaville-Melones FPD

New Melones Reservoir





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## Accountability and Governance

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

The City is governed by a five-member city council elected at-large to four-year terms. Council meetings are held bi-monthly on the first and third Tuesday of each month at the Angels Camp Fire Department.

**Figure 14-3: City of Angels Camp Governing Body**

<b>City of Angels Camp</b>				
<b><i>District Contact Information</i></b>				
<b>Contact:</b>	City of Angels Camp			
<b>Address:</b>	PO Box 667, 584 South Main Street, Angels Camp, CA 95222			
<b>Telephone:</b>	(209) 736-2181			
<b>Fax:</b>	(209) 736-0709			
<b>Email/website:</b>	<a href="http://www.angelscamp.gov">www.angelscamp.gov</a>			
<b><i>City Council</i></b>				
Member Name	Position	Term Expiration	Manner of Selection	Length of Term
Elaine Morris	Mayor	2016	Elected	4 years
Jack Lynch	Vice Mayor	2014	Elected	4 years
Wes Kulm	Council Member	2016	Appointed	4 years
Stuart Raggio	Council Member	2014	Elected	4 years
Vacant	Council Member	2016	Appointed	4 years
<b><i>Meetings</i></b>				
<b>Date:</b>	First and third Tuesday of the month			
<b>Location:</b>	Angels Camp Fire Department			
<b>Agenda Distribution:</b>	Available on City's website			
<b>Minutes Distribution:</b>	Available on City's website			

The City apprises residents of meetings and events through the City's website, which includes links to agendas and minutes and an event calendar. In addition, the Fire Department trains local businesses on the use of fire extinguishers, conducts fire prevention inspections, teaches fire prevention to elementary school students, and hosts fire station tours. The City also offers a good samaritan fire extinguisher servicing program—if a good samaritan uses their fire extinguisher to put out a fire, the Fire Department will pay to have it serviced and re-charged. The City reported that it would soon offer first aid and CPR training to the community. The City's Firefighter Association hosts the Fireman's Fun Day and a Pancake breakfast.

With regard to customer service, complaints concerning fire services most often pertain to compliance issues such as weed abatement and open burning regulations and not regarding the Fire Department's operations. In 2011, the City received no complaints regarding fire service. Complaints may be submitted through phone calls, email, letters,

and in-person to the City Council, department heads or city administrator. The City has contact information for the Fire Department available online for constituent concerns. Complaints are directed to the appropriate department and monitored by the Administrative Services Department to ensure that appropriate action was taken.

The City demonstrated full accountability in its disclosure of information and cooperation with LAFCO. The City responded to LAFCO's written questionnaire, interview and document requests.

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## Planning and Management Practices

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

The City had a total of 29 full-time staff and 22 part-time staff in 2012. The City provides fire related services through the Fire Department. The Fire Department has two full-time equivalent staff plus part-time on call staffing, which equates to an additional four FTEs, dedicated to fire services. The Fire Department's paid staff consists of a chief, a fire marshal/deputy chief and a captain. On-call staff includes one assistant chief, two captains, three lieutenants, two battalion chiefs, six engineers, and eight firefighters.

Fire staff are evaluated annually by the Chief. The Chief is evaluated annually by the City Administrator. The City monitors the workload of fire staff through time sheets and daily logs at the stations. Overall performance of the Fire Department is evaluated annually in the City's budget and annual financial statement. The Fire Department provides the City Council with bi-weekly updates of the Fire Department's activities, and has recently started tracking response times more closely and comparing them to national averages.

The City's primary planning document is the General Plan that was updated in 2006. The City completed a strategic plan specific to fire services in 1996, but the document has not been updated since. The City does not have a master plan specific to fire services.

The City's financial planning documents include annually adopted budgets and audited financial statements. The most recent audit was performed for FY 10-11. There is no capital improvement plan solely for the fire department. Capital improvements are planned for in the City's annual budget.

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## Existing Demand and Growth Projections

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The existing city bounds encompass a variety of land uses, including residential, commercial, industrial, public and institutional, parks and recreation, and open space land uses. The most common residential land use is low-density residential, located throughout the City. High density residential areas are located in various pockets of the City, and include both attached dwelling units (townhomes and condominiums) and detached dwelling units (houses and mobile homes). Commercial activities are located along Main Street, with the historic commercial areas located in the southeastern portion, community

commercial areas located in the central portion, and newer shopping center commercial areas concentrated in the northwestern portion. Industrial land uses are located in the northeastern portion of the City, along Murphys Grade Road. Public and institutional uses are located throughout the City. City-owned park facilities are located along Main Street and SR 4, and the Greenhorn Creek Golf Course is located in the southwestern portion of the City. Open space land is located in the southern portion of the City (to the east along Greenhorn Creek Road), as well as in smaller areas in the east and west of the City.

Within the City, there were approximately 1,600 individuals in the labor force in 2004, or approximately 45 percent of the total population.<sup>104</sup> Significant employers include Save Mart, the Mark Twain Elementary School District, the Bret Harte High School District and the City of Angels.<sup>105</sup>

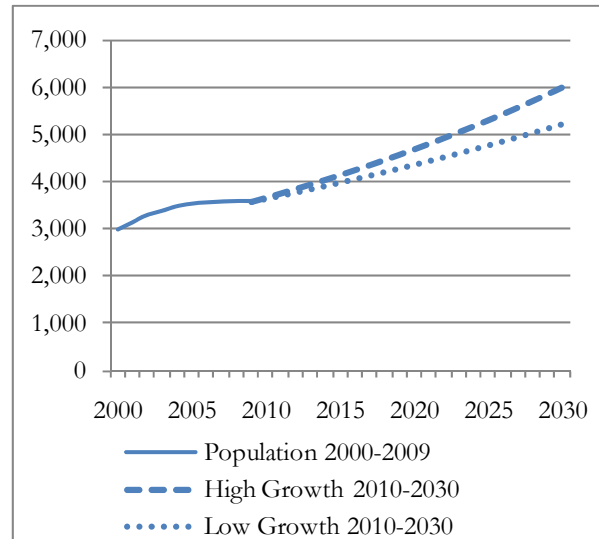
Population

The estimated residential population in the City bounds was 3,836 according to the 2010 Census. The population of the City of Angels has grown by 832 residents since 2000, or in other words, by almost 28 percent. The majority of this population growth occurred from 2000 to 2005, when the population increased by over 17 percent. Population growth has slowed in recent years. The City’s population density is 1,096 per square mile.

The City considers its customer base to be the residents and businesses within the city limits, as well as those visiting or traveling through the area. Non-residents including weekday workers, shoppers and visitors also contribute to the City’s total population and demands on various services. Special events, such as the Calaveras County Fair and Frog Jump Jubilee, can increase the 24-hour population of the City by as many as 13,500 individuals.<sup>106</sup>

**Figure14-4: Recent and Projected Population Growth, 2000-2030**

Estimates of residential population growth rates range from around two percent per year (in the city’s water and wastewater master plan) to 3.2 percent per year (based on the 20-year historic city population growth rate). The City’s 2020 General Plan estimates a population growth rate of between 1.8 and 2.5 percent per year over the planning horizon. Based on the growth rates in the general plan, the City would have a population of between 5,200 and 6,000 in 2030, which would be a total growth of between 43 and 64 percent over that period.<sup>107</sup>



<sup>104</sup> Angels Camp 2020 General Plan, Economic Development Element, 2009, p. X-9.

<sup>105</sup> Angels Camp 2020 General Plan, Economic Development Element, 2009, p. X-8.

<sup>106</sup> Population Forecast for Draft EIR Angels Camp 2020 General Plan, p. 105.

<sup>107</sup> Department of Finance, *Population Projections for California and Its Counties 2000-2050*, July 2007.

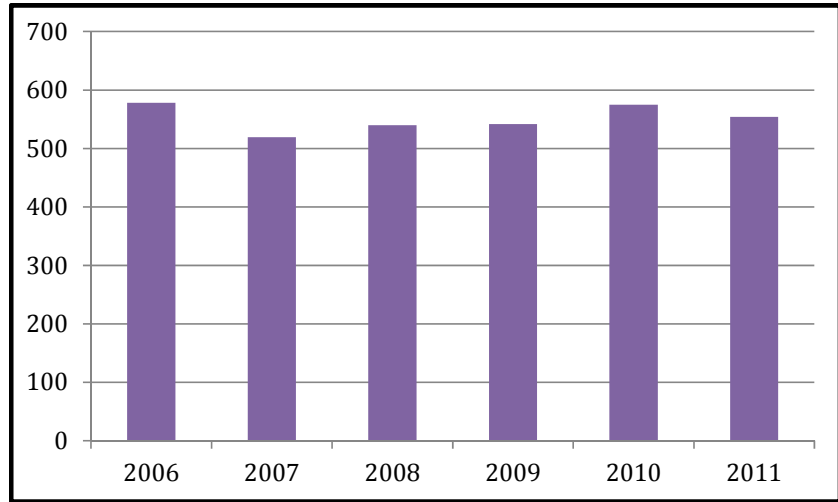


Existing Demand

The City reported that its peak demand occurred usually anywhere from 7am to 8pm. Calls for medical emergencies are consistently high in volume throughout the year, similar to other fire providers in the region.

Demand for fire and EMS services has remained relatively stable over the last six years. In 2007 there was a slight decline in reported incidents; however, since then service calls have returned to the pre-recession levels, as is shown in Figure 14-5.

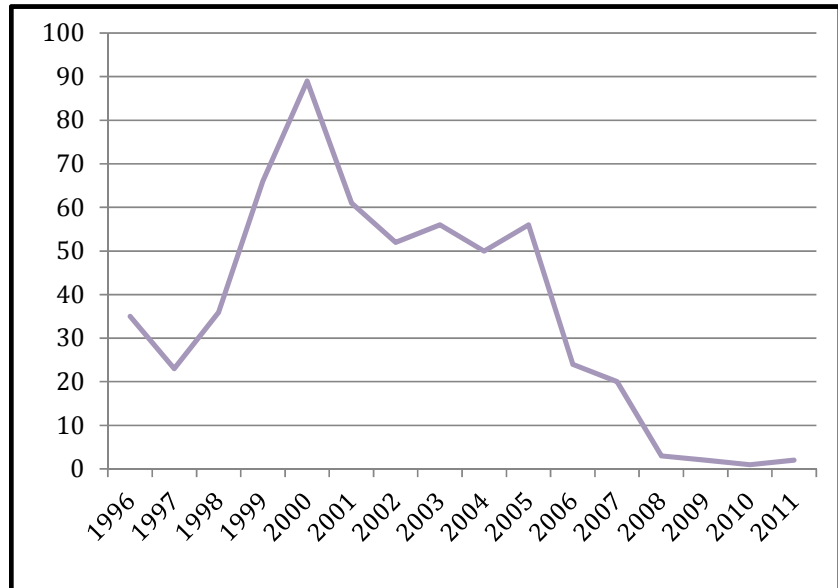
**Figure14-5: Fire and EMS Service Calls, 2006-2011**



Projected Growth and Development

Residential permit activity has been low in recent years, as shown in Figure 14-6. The number of permits issued increased significantly from 1997 to a peak of 89 in 2000, then decreased by 42 percent from 2000 to 2002. Permitting peaked again in 2003 and 2005 at 56 permits per year, and subsequently decreased by 96 percent from 2005 to 2011, with only two permits issued in 2011.

**Figure14-6: Housing Construction Permits, 1996-2011**



Pending development activity consists of one new planned subdivision, and build-out of existing approved projects. Approved in 2006, The Classics on the Ridge is a new 55-unit subdivision located on 12.5 acres, within the Greenhorn Creek Golf Course Community. Existing projects that have not yet been fully built-out include Greenhorn Creek (150-200 units), Angel Oaks (24 units), Stelte Park (20 units), and Ron Davis Townhomes (27 units). Build-out of all projects would yield approximately 275 to 325 new residential dwelling

units. Build-out of the planned and proposed development projects within the city would increase the population by between 595 and 703 residents at existing densities.<sup>108</sup>

The Angels Camp 2020 General Plan reported that there were 93 vacant or underdeveloped residential parcels within the city, able to accommodate at least 3,200 dwelling units. At existing densities, build-out of the vacant or underdeveloped parcels within the city would increase the population by approximately 6,925 residents.<sup>109</sup>

### Growth Strategies

The City's General Plan was last updated in 2006. Growth strategies adopted by the City of Angels including a well-organized and orderly development pattern that encourages compact, mixed use, pedestrian-friendly infill development. The City plans to monitor the supply of land available within the City for future development by preparing a map of vacant parcels throughout the City, which it plans to update at least every three years. The City also has a goal of establishing a growth management/infrastructure allocation program, including adoption of a growth management ordinance.

An impact fee study report was completed in July of 2003 to analyze the impacts of development on certain capital facilities including fire protection and to calculate development impact fees. The study suggested a level of service standard of one fire station with a full-service engine company within 1.5 miles of all developed property.

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## Financing

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

The City reported that the current financing level for fire services was generally adequate to deliver services. The Fire Department faces financial constraints as a result of sharing declining General Fund financing sources with other City departments. The City's General Fund revenues have generally declined over the past few years, due to reduced property values, very little new development, and weakening sales tax revenues. However, the Fire Department has made efforts to keep maintain the same level of service during this period. The Fire Department plans to expand services as the economy rebounds—the Department has a short-term goal of increasing staffing at the main station to 24 hours a day seven days a week.

The City tracks its financial activities separately through various funds. Fire service finances are tracked through the City's general fund. The City's total revenues for fire activities were \$118,170 in FY 10-11. Revenue sources, in FY 10-11, consisted of Proposition 172 funds (seven percent), transient occupancy tax revenues (87 percent), K-9 program grant funds (five percent), and special service fees (less than one percent). The remainder of the fire department activities are funded by general fund sources, such as

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<sup>108</sup> The 2009 population per household for the City of Angels is approximately 2.2, according to the Department of Finance.

<sup>109</sup> Angels Camp 2020 General Plan, Appendices: Housing, 2009, p. 2-24.

property taxes. Occasionally, these revenue sources are augmented with grant funds; however, no grants were received in FY 10-11.

City expenditures for the fire department totaled \$349,844 in FY 10-11. Of this amount, 80 percent was attributed to salaries and benefits, five percent was for stipends for on call firefighters, and the remainder was other operating costs. There were no capital expenditures for the Fire Department in that year.

There is no capital improvement plan solely for the Fire Department. Capital improvements are planned for in the City's annual budget. Current planned capital improvements for the Fire Department include addition of a training room, shower room and storage space to Station 1. These improvements are anticipated to cost \$25,000 upon completion in 2013 and will be entirely financed out of the City's General Fund.

The City had no long-term debt outstanding at the end of FY 10-11 related to fire services.

The City does not have a formal policy on maintaining financial reserves. The City had \$0.963 million in unrestricted net assets in the General Fund at the end of FY 10-11. This balance is equivalent to 36 percent of General Fund expenditures in FY 10-11. In other words, the City maintained over four months of working reserves in its General Fund.

## FIRE AND EMS SERVICES

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### Service Overview

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The City of Angels Camp Fire Department provides response to all types of fires, emergency medical and public service requests. The Fire Department also provides fire prevention activities through the City’s Building and Planning Department.

A detailed description of all the services offered by the Angels Camp Fire Department is shown in Figure 14-7.

**Figure 14-7: Angels Camp Fire Service Matrix**

<b>Calaveras County Fire Services Matrix</b>	
<b>Service</b>	<b>Provided ?</b>
Structural fire protection	Yes
Wildland fire protection	Yes
Vehicle fire protection	Yes
Ladder truck capabilities	No
Emergency medical services	Yes
Basic life support	Yes
Advanced life support	No
Advanced life support transport	No
Hazardous materials emergency response	Yes
Fire prevention	Yes
Fire safety education	Yes
First responder swift water and low angle rope rescue	No/Yes
Public service assists	Yes
Oxygen filling for breathing apparatuses	No
Helicopter facilities	Yes
Jaws of Life tools	Yes
Response to boating accidents	No
Water rescue	No
Dive and ice rescue	No
Fire investigation	Yes
Home inspections	Yes
Business Inspection	Yes
Public Education (CPR, First Aid, Etc.)	Yes
Continuing Education Provider	Yes
Community Emergency Response Team	Yes

### Collaboration

The City has automatic aid and mutual aid agreements with several agencies. The City reported that it most often responded outside of its bounds to the territory served by Altaville-Melones FPD. Altaville-Melones FPD reciprocates by responding within the City when necessary. The City also has automatic aid agreements primarily with Murphys FPD, Ebbetts Pass FPD, San Andreas FPD, and CalFire. Additionally, the City has automatic aid agreements with all other providers in the County for multiple alarm fires, as well as mutual aid agreements with all providers in Calaveras and Tuolumne Counties and parts of Alpine County (Bear Valley). The City also responds to wildfires outside of its boundaries and gets reimbursed by the State in State Responsibility Areas. CCFRPD also responds to wildfires outside of its boundaries and gets reimbursed by the State in State Responsibility Areas.

The City is a member of the Fire Chief's Association, which also provides opportunities for sharing of volunteer recruitment and training.

With regard to facility sharing, the city council makes use of the station for meetings, the training room is also made available for use by other agencies for meetings, etc.

An opportunity for further facility sharing and collaboration may be a joint service endeavor with Altaville-Melones FPD. At present, the two agencies participate in joint training, and respond to emergencies in each other's bounds through automatic aid agreements. Both agencies utilize curriculum and practices used throughout the County and approved by the County Training Officers Association. The direct benefits of this process may include seamless operations at the scene of emergencies, and clear radio communications by all agencies involved.

### Dispatch and communications

The City's emergency dispatch and communication needs are served through a Calaveras County contract with the California Department of Forestry and Fire Protection's (CalFire) Emergency Command Center (ECC) in San Andreas. There is currently no fee charged to local government fire protection agencies by Calaveras County.

Dispatching is handled through joint use of the command frequency assigned to the Tuolumne-Calaveras Unit. The California Office of Emergency Services and County assigned tactical frequencies are also available for local use.

The Calaveras County Sheriff's Office serves as the Primary Public Safety Answering Point where all landline calls within the County are originally directed. Fire incidents are directed to the ECC. Off-duty paid personnel and volunteers are alerted by "pager."

The City reported that improvements could be made to dispatching by transitioning to a "closest available resource" response plan, where the closest resource is dispatched regardless of which agency's boundaries the incident is within.

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### Staffing

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The City of Angels Fire Department is a combination fire department, meaning that both full-time and part-time staff are utilized to provide services. The Fire Department consists of two full-time and 23 paid on-call/part-time firefighters—four chief officers, two



captains, three lieutenants, six engineers, and eight firefighters. The firefighters range in age from 19 to 62. The median age of the firefighters is 27.

Volunteer and part-time firefighters are paid minimum wage with additional pay for working day-time shifts equal to \$10 per hour and additional pay for working operator shifts equal to \$12 per hour.

Over the last decade, the City has steadily increased staffing levels. In 2003, the City began staffing the station with full-time personnel. In 2012, the City increased the hours the station is staffed to include Friday nights and additional hours on weekend. Station 1 is staffed 24 hours a day Monday through Friday and 7am to 7pm on Saturday and Sunday. Station 2 is not staffed.

The City has received funding and support to enhance volunteer firefighter recruitment efforts. In 2012, 11 fire service providers in Calaveras County were awarded a \$1.8 million-SAFER Recruitment and Retention of Volunteer Fire Fighters grant. These funds will be used to implement a regional volunteer benefit program in order to retain existing firefighters and attract new volunteers. Benefits that are part of this regional program include insurance packages, childcare expenses, tuition assistance for higher education, and a Length of Service Award program or other retirement benefits, such as 401(k) contributions. Additionally, the grant includes a marketing program to recruit new volunteers through television advertising, an informational website and an online application process.

According to the California State Fire Marshal, all paid, volunteer and call firefighters must acquire Firefighter I certification; however, there is no time limit as to how long they may work before attaining certification. Firefighter I certification requires completion of the 259-hour Firefighter I course, which includes training on various fireground tasks, rescue operations, fire prevention and investigation techniques, and inspection and maintenance of equipment. In addition to this course, Firefighter I certification also requires that the applicant have a minimum of six months of volunteer or call experience in a California fire department as a firefighter performing suppression duties.<sup>110</sup> Of all the City firefighters, 21 are Firefighter I certified and 16 are EMT 1 certified, the others are first responder certified.

Every member of the Fire Department is required to have a minimum of four hours of training per month. A total of 20 hours of training hours per month are offered to all members of the department. The City reported that it was a continuous challenge to keep up with state mandated training levels. State courses are taught at the City's facility at times that are convenient

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## Facilities and Capacity

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The Fire Department has two fire stations. Fire Station 1, the main fire station, is located at 1404 Vallecito Road on the south end of the City. Station 1 was built in 1968, and is approximately 3,000 square feet in area with two bays. Station 1 houses one type I fire

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<sup>110</sup> State Fire Marshal, *Course Information and Required Materials*, 2007, p. 44

engine, one type III fire engine and three fire department staff vehicles. The station was reported to be in good condition.

Station 2 is located in the same building as the City's police department at 200 Monte Verde Street. The building was constructed in 1985. Roughly 240 square feet of the facility is dedicated to the Fire Department. This station houses one type I fire engine, one fire support van and the City's fleet of antique fire equipment. Station 2 is primarily used for secondary response by firefighters called back to handle emergencies and to store equipment and tools. This station contains the fire department's breathing air compressor systems and is used as a landing zone for air ambulances. Station 2 is reportedly in good condition.

The fire stations are located to provide a less than four minute response time to the City's service area. A vacant parcel of land has been set aside for Fire Department operations at Greenhorn Creek Road and Sierra Avenue, as part of the development agreement.

The City of Angels has its own water supply derived from the Utica Power Authority's Utica and Angels Hydroelectric Projects. The City maintains 2.5 million gallons of water storage for emergency purposes.

The City's fire services are not constrained by available facilities and equipment, but instead by staffing limitations. As discussed below, ensuring adequate staff response during periods when Station 1 is not staffed is the primary limiting factor with regards to capacity. Current response times meet Mountain Valley Emergency Medical Services Agency standards for response to medical emergencies.

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## Infrastructure Needs

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The City did not identify any unfunded fire infrastructure, vehicle or equipment needs. Station 1 is presently undergoing improvements and expansion, which include addition of a physical fitness room, bathroom/shower facility, and additional storage. The upgrades are anticipated to be completed in 2013 and will total \$25,000. These improvements are being funded through the City's general fund.

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## Challenges

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The primary challenge faced by the City is ensuring adequate staff response during periods when the station is not staffed. Presently, the City relies on volunteer response to augment the duty officer response. Volunteer response can be tenuous depending on time and availability. Another challenge faced by the Department is maintaining an adequate paid on call/volunteer base to supplement the on-duty staff during major events and large emergencies.

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## Service Adequacy

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

Fire services in the communities are classified by the Insurance Service Office (ISO), an advisory organization. This classification indicates the general adequacy of coverage, with classes ranking from 1 to 10. Communities with the best fire department facilities, systems for water distribution, fire alarms and communications, and equipment and personnel receive a rating of 1. Angels has an ISO rating of five within city limits. The City was last evaluated in 2005.

The National Fire Protection Association (NFPA) has issued a performance standard for volunteer and combination fire departments (NFPA 1720). This standard, among other guidelines, identifies target response time performance for structure fires. The response time is measured from the completion of the dispatch notification to the arrival time of the first-responder at the scene. Though not a legal mandate, NFPA 1720 does provide a useful benchmark against which to measure fire department performance. NFPA 1720 recommends that the response times for structure fire be nine minutes in urban demand zones at least 90 percent of the time, 10 minutes in suburban zones at least 80 percent of the time and 14 minutes in rural zones at least 80 percent of the time. Response times in remote zones are directly dependent on travel distances.<sup>111</sup> All fire service providers in Calaveras County, except for the City of Angels Camp Fire Department, fall within the definition of a rural demand zone. The City of Angels Camp FD is an urban demand zone.

Emergency response time standards vary by level of urbanization of an area: the more urban an area, the faster a response has to be. Calaveras County is not broken down into wilderness, rural and urban designations for response time standards. Instead, Mountain Valley Emergency Medical Services Agency has divided Calaveras County into three zones for EMS and ambulance services. The northern and southern zones are served by American Legion and the eastern zone (which is the same as the EPFPD boundary area) is served by Ebbetts Pass FPD. In the northern and southern zones the response time guideline is 20 minutes 90 percent of the time, and in the eastern zone is 13 minutes 90 percent of the time.

The City reported an average response time of 5 minutes and 45 seconds.<sup>112</sup> CalFire also tracks response times for the City of Angels Camp Fire Department's incidents. It should be noted that CalFire's methodology for tracking response times differs from that of the districts. While the districts and city generally start timing from the time the engines leave the facility, CalFire starts timing after checking back in with the responder after dispatch, which is often when the Department is already en route to the scene. Consequently, response times reported by CalFire for each incident tend to be shorter than those recorded by each district. It was reported that in 2011 the City's average response time was 1.96 minutes and the 90<sup>th</sup> percentile response time was 5.2 minutes. An area that Angels Camp FD can improve upon is tracking its response time for each incidence, being aware of its median and 90<sup>th</sup> percentile response times, and collaborating with CalFire on

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<sup>111</sup> Urban demand zone has population density of more than 1,000 people per square mile; suburban zone—between 500 and 1,000 people per square mile, rural zone—less than 500 people per square mile, and remote zone is identified by eight or more miles of travel distance to an incident.

<sup>112</sup> Excluding service calls, which includes non-priority responses and extended response times.

data exchange, which would allow for more structured response and enhanced efficiency and consistency in data gathering.

The service area size<sup>113</sup> for each fire station varies between fire districts. The median fire station in Calaveras County serves approximately 34 square miles. Although EPFPD serves the most expansive area (195 square miles), AMFPD stations serve larger area per station, with 77.5 square miles served per station on average. Densely populated areas tend to have smaller service areas. For example, the average service area for the City of Angels Camp Fire Department's fire station is 1.75 square miles.

The number of firefighters serving within a particular jurisdiction is another indicator of level of service; however, it is approximate. The providers' call firefighters may have differing availability and reliability. A district with more firefighters could have fewer resources if scheduling availability is restricted. Staffing levels in Calaveras County vary from 3.2 sworn firefighters per 1,000 residents in JLFPD's service area to 13 in MHFPD. By comparison, Angels Camp has approximately six firefighters per 1,000 residents.

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<sup>113</sup> Service area refers to the area that the agency will respond to, based on a first responder map used by the Sherriff's office.

**Figure 14-8: City of Angels Fire Department Service Profile**

Fire Service					
<b>Facilities</b>					
Firestation	Location	Condition	Staff per Shift	Vehicles	
Station 1	1404 Vallecito Road	Good	1 deputy chief, 1 fire captain	One type I fire engine, one type III fire engine and three fire department staff vehicles	
Station 2	200 Monte Verde Street	Good	None	One type I fire engine, one fire support van	
<b>Facility Sharing</b>					
<b>Current Practices:</b> Station 1 is used for city council meetings and other organization meetings as requested. Station 2 is shared with the City's police department.					
<b>Future opportunities:</b> An opportunity for further facility sharing and collaboration may be a joint service endeavor with Altaville-Melones FPD.					
<b>Infrastructure Needs and Deficiencies</b>					
The City did not identify any unfunded fire infrastructure, vehicle or equipment needs.					
District Resource Statistics		Service Configuration		Service Demand	
Staffing Base Year	2012	Configuration Base Year	2012	Statistical Base Year	2011
Fire Stations in District	2	Fire Suppression	Direct	Total Service Calls	554
Stations Serving District	2	EMS	Direct	% EMS	72%
Sq. Miles Served per Station <sup>1</sup>	1.8	Ambulance Transport	American Legion	% Fire/Hazardous Materials	3%
Total Staff <sup>2</sup>	23	Hazardous Materials	Direct	% False	10%
Total Full-time Firefighters	2	Air Rescue/Ambulance Helicopter PHI, Calstar		% Misc. emergency	5%
Total Call Firefighters	23	Fire Suppression Helicopter	CalFire	% Non-emergency	9%
Total Sworn Staff per Station <sup>3</sup>	11.5	Public Safety Answering Point	Sheriff	% Mutual Aid Calls	5%
Total Sworn Staff per 1,000	6	Fire/EMS Dispatch	CalFire	Calls per 1,000 people	144
Service Adequacy			Service Challenges		
Response Time Base Year	2011	The primary challenge faced by the City is ensuring adequate staff response during periods when the station is not staffed.			
Average Response Time (min)	1.96	Training			
90th Percentile Response Time (min)	5	Every member of the Fire Department is required to have a minimum of four hours of training per month. A total of 20 hours of training hours per month are offered to all members of the department.			
ISO Rating	5				
<b>Mutual &amp; Automatic Aid Agreements</b>					
The City also has automatic aid agreements primarily with Altaville-Melones FPD, Murphys FPD, Ebbetts Pass FPD, San Andreas FPD, and CalFire. Additionally, the City has automatic aid agreements with all other fire providers in the County for multiple alarm fires, as well as mutual aid agreements with all providers in Calaveras and Tuolumne Counties and parts of Alpine County (Bear Valley).					
Notes:					
1) Primary service area (square miles) per station.					
2) Total staff includes sworn and non-sworn personnel.					
3) Based on ratio of sworn full-time and call staff to the number of stations. Actual staffing levels of each station vary.					



## CITY OF ANGELS CAMP FIRE DEPARTMENT DETERMINATIONS

The following determinations summarize the findings of this report for fire services provided by the City of Angels Camp. Those determinations shown in italics are determinations relevant to fire services that were previously adopted by LAFCO in the City of Angels Camp MSR in November 2009 and in the Water and Wastewater MSR in June 2012.

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### Growth and Population Projections

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- ❖ The City of Angels Camp's estimated population according to the 2010 Census was 3,836.
- ❖ The population of the City of Angels Camp grew by 28 percent between 2000 and 2010 with more rapid growth prior to 2005.
- ❖ *Non-residents, including weekday workers, shoppers and visitors, also contribute to the City's total population and demands on various services.*
- ❖ *The City's 2020 General Plan estimates a population growth rate of between 1.8 and 2.5 percent per year over the planning horizon. Based on these growth rates, the City would have a population of between 5,200 and 6,000 in 2030.*
- ❖ *Pending development activity consists of one new planned subdivision, and build-out of existing approved projects. Build-out of all projects would yield approximately 275 to 325 new residential dwelling units, which would increase the population by between 595 and 703 residents.*
- ❖ *The City of Angels Camp needs to continue economic development and to balance job and population growth.*
- ❖ *The City has established requirements for future annexations and developments so that developers will pay their fair share of infrastructure development costs.*

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### The Location and Characteristics of Disadvantaged Unincorporated Communities Within or Contiguous to the Agency's SOI

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- ❖ Based on 2010 Census income information for Census Designated Places in Calaveras County, there are no communities that meet the definition of a disadvantaged unincorporated community within or adjacent to the City's bounds and sphere of influence.

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

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- ❖ *Water availability for fire protection is adequate.*

- ❖ The City's fire services are not constrained by available facilities and equipment, but instead by staffing limitations. Ensuring adequate staff response during periods when Station 1 is not staffed is the primary limiting factor with regards to capacity. Current response times meet Mountain-Valley Emergency Medical Services Agency standards for response to medical emergencies.
- ❖ The City ensures adequate resources to serve new growth during the development review process. At present, a lot is dedicated to the use of the Fire Department once demand requires additional facilities. Growth-related needs are financed by development impact fees.
- ❖ Based on ISO rating, response times, staffing and resource availability, the City's fire services appear to be adequate. Similar to other providers in the County, improvement could be made in tracking and analyzing response times.
- ❖ The City did not identify any unfunded fire infrastructure, vehicle or equipment needs. It is recommended that the City maintain a long-term capital improvement plan, to ensure that all necessary capital improvements are financed and addressed.

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### Financial Ability of Agencies to Provide Services

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- ❖ *The City has established development impact fees to ensure that all new development pays the cost of development.*
- ❖ *The City should prepare a capital improvement plan to be prepared for future capital expenditures.*
- ❖ *The City should become familiar with community facilities districts and Mello-Roos Bonds as a means for new development to pay infrastructure and operational costs.*
- ❖ The City reported that the current financing level for fire services was generally adequate to deliver services; however, the Fire Department faces financial constraints as a result of sharing declining General Fund financing sources with other City departments.

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### Status of, and Opportunities for, Shared Facilities

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- ❖ *The City could investigate ways to reduce administrative costs through computerization and or shared services.*
- ❖ The City practices extensive collaboration with other fire service providers in the way of automatic and mutual aid agreements.
- ❖ The City Council makes use of Station 1 for meetings, the training room is also made available for use by other agencies for meetings, etc.
- ❖ An opportunity for further facility sharing and collaboration may be a joint service endeavor with Altaville-Melones FPD. At present, the two agencies participate in joint training, and respond to emergencies in each other's bounds through automatic aid agreements. The direct benefits of this process may include seamless operations at the scene of emergencies, and clear radio communications by all agencies involved.

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## Accountability for Community Service Needs, Including Governmental Structure and Operational Efficiencies

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- ❖ *The City has a website to communicate with tax-payers, residents and the public.*
- ❖ *The City should study the most efficient manner to provide administrative services.*
- ❖ *The City adopts budgets and rate changes at hearings where the public is notified and invited. Information is placed in the local newspaper, when required.*
- ❖ *The City has recently updated its General Plan.*
- ❖ *The City demonstrated full accountability through its disclosure of information as indicated by the City's cooperation in providing all requested information, meeting for interviews, and providing review and comments during the MSR process.*
- ❖ *Accountability is best ensured when contested elections are held for governing body seats, constituent outreach is conducted to promote accountability and ensure that constituents are informed and not disenfranchised, and public agency operations and management are transparent to the public. The City of Angels demonstrated accountability with respect to all of these factors.*
- ❖ *The Fire Department conducts outreach through training programs, educational activities at schools and stations, fire prevention inspections and through the City's website.*
- ❖ *Given that Altaville-Melones FPD service area encompasses the City and the agencies play close supporting roles within each other's service areas, there may be an opportunity for consolidation of some portions or all of the two agencies' fire-related services.*

# 15. CALIFORNIA DEPARTMENT OF FORESTRY AND FIRE PROTECTION SERVICES

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## AGENCY OVERVIEW

California Department of Forestry and Fire Protection Services (CalFire) provides fire prevention, suppression, and fire-related law enforcement for timberlands, wildlands and urban forests. CalFire also responds to other types of emergencies in 36 out of the state's 58 counties via contracts with local governments, including structure fires, vehicle accidents, medical aids, swift water rescues, search and rescues, hazardous material spills, train crashes, and natural disasters. Calaveras County is served by the Tuolumne-Calaveras Unit (TCU) of CalFire.

CalFire is not under Calaveras LAFCO jurisdiction and therefore not being reviewed as part of this MSR. Information about CalFire is included to provide a comprehensive picture of fire protection services in Calaveras County. CalFire plays a significant role in service delivery in Calaveras County and could potentially affect SOIs and government structure options for local agencies that are subject to LAFCO regulation.

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## State Responsibility Area Fees

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Assembly Bill X1 29, approved by the California Legislature on June 15, 2011 and signed into law on July 7, 2011, established a new annual Fire Prevention Fee to pay for fire prevention services within the State Responsibility Areas (SRA). Fees are assessed on owners of habitable structures located in the SRAs throughout California. Reasons for the fee contained in legislative findings include:

- ❖ The presence of structures within SRAs can pose an increased risk of fire ignition and an increased potential for fire damage within the State's wildlands and watersheds.
- ❖ The presence of structures within SRAs can also impair wildland firefighting techniques and could result in greater damage to state resources caused by wildfires.
- ❖ The costs of fire prevention activities aimed at reducing the effects of structures upon state fire protection responsibilities in SRAs should be borne by the owners of these structures.
- ❖ Individual owners of structures within SRAs receive a disproportionately larger benefit from fire prevention activities than that realized by the State's citizens generally.
- ❖ It is necessary to impose a fire prevention fee upon individual owners of structures in SRAs to fund fire prevention activities in those areas from which such owners derive a specific benefit.

The fee is assessed at a rate of \$150 per habitable structure. However, owners of habitable structures that are within the boundaries of a local fire protection agency receive a discount of \$35 per habitable structure. Residents in the SRAs receive notice of the specific fee amount and exemptions (if any) on a fee billing notice.

Over time, this fee is intended to fund a variety of fire prevention services in the SRAs, which include fire break construction and other fuel reduction activities that lessen the risk of wildfire to communities and evacuation routes. Fire prevention activities consist of brush clearance around communities, and along roadways and evacuation routes, defensible space inspections, fire prevention engineering, emergency evacuation planning, fire prevention education, fire hazard severity mapping, implementation of the State Fire Plan and fire-related law enforcement activities, such as arson investigation.

### **TUOLUMNE-CALAVERAS UNIT**

The Tuolumne-Calaveras Unit (TCU), serving Calaveras County, includes the majority of Calaveras and Tuolumne Counties, and the eastern portions of San Joaquin and Stanislaus Counties. TCU extends downslope from the U.S. Forest Service (USFS) boundary and into the Central Valley as far west as the San Joaquin River in the vicinity of I-5. However, TCU’s Primary Operational Area (POA) begins at the Local Responsibility Area (LRA)/SRA boundary a few miles west of the western Calaveras and Tuolumne county lines.

The entire POA encompasses almost 2.9 million acres. There are over a million acres of SRA lands within TCU. Figure 15-1 shows the breakdown of the entire TCU area by ownership. In Calaveras County, TCU is responsible for protecting 527,834 acres.

**Figure 15-1: TCU Acres by Ownership**

TCU is administered by the unit chief and a deputy chief for operations and is headquartered in San Andreas. The fire control portion of the Unit is divided into north and south divisions, each of which is managed by a CalFire division chief. The north division is most easily thought of as being Calaveras County, but also includes eastern San Joaquin County, a small portion of northeastern Stanislaus County, and a swath of private timber land north of the Middle Fork Stanislaus River in northeastern most Tuolumne County. The south division includes the remaining majority of Tuolumne County and eastern Stanislaus County.

<b>Tuolumne-Calaveras Unit Acres by Ownership</b>	
Private	2,040,346
U.S. Forest Service	690,017
U.S. Bureau of Land Management	82,190
U.S. Bureau of Reclamation	24,207
State of California	16,443
U.S. Fish and Wildlife Service	10,297
Bureau of Indian Affairs	356
<b>TOTAL ACRES</b>	<b>2,869,030</b>

The north division in Calaveras County is divided into four battalions each of which is administered by a CalFire battalion chief. Battalion 1 covers territory from Mokelumne Hill to Wallace in the north, and from Jenny Lind to San Andreas in the south, and includes the Valley Springs and San Andreas forest fire stations. Battalion 2 covers the lower SR 4 corridor from eastern Stanislaus County to Murphys, and includes the Copperopolis, Altaville and Murphys forest fire stations. Battalion 3 is the upper SR 26 area and includes the communities of Glencoe, West Point, Wilseyville, Railroad Flat and Mountain Ranch.



Battalion 3 contains the West Point, Esperanza and Hermit Springs forest fire stations. Battalion 4 covers the upper SR 4 area from Forest Meadows to Black Springs Road, the area in Tuolumne County north of the Middle Fork Stanislaus River, and includes the Arnold and Skull Creek forest fire stations and Blue Mountain lookout. Vallecito Conservation Camp, located between Angels Camp and Murphys, completes the north division.

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## CalFire Services in Calaveras

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CalFire is mandated by statute to provide wildland fire protection on SRA lands. Wildland fire protection on Federal Responsibility Area (FRA) lands is the responsibility of the federal government agencies, such as USFS and the Bureau of Land Management (BLM). Local agencies are responsible for LRA lands.

CalFire cooperates closely with all the local city and district fire agencies in Calaveras County. Local fire providers have primary responsibility for all emergency incidents within their boundaries, except wildland fire (with the exception of the City of Angels Camp, which retains wildland fire jurisdiction). TCU relies heavily on district and city resources to supplement its wildland fire response. The Unit provides contracted dispatching services for all the local city and district fire agencies in the County.

CalFire operates 13 Type 3 fire engines out of nine stations in Calaveras County during peak fire season. There is one conservation camp with five hand crews available for fire response. The hand crews perform project work when not assigned to fires. Besides the resources within the County, there are several stations and camps in neighboring counties that are included on an initial attack response, depending on where the fire is located in Calaveras. These resources include five Type 3 engines operating out of three stations and one conservation camp in Amador County and eight Type 3 fire engines and one conservation camp in Tuolumne County. There is also an air attack base with one air tactical plane, two air tankers and one Type 2 helicopter.

CalFire responds to all calls, including assistance to the local fire protection districts, during the summer fire season. Some counties rely on CalFire to provide this type of assistance during the other seasons of the year under an arrangement called the “Amador Plan” agreement. Calaveras County has taken advantage of this service in the past, but currently there are no active Amador Plan agreements in place.

### CalFire Projects in Calaveras County

CalFire administers a number of projects in Calaveras County which include:

- ❖ Bar XX Fire Defense Project is a multi-phase, ongoing project with the goal of providing a fire safe environment to the Bar XX Subdivision and surrounding area. The project includes vegetation management with a fuel break along Fowler Peak, a VMP burn, road clearance for safer egress and fire equipment access and defensible space inspections. The total project area is approximately 670 acres. This project is administered in association with Calaveras Foothills Fire Safe Council, Appaloosa Road Association and Calaveras County.
- ❖ Murphys Pines Road Clearance is a road clearance project intended to reduce roadside ignitions and provide safe egress and fire equipment access in the Murphys

Pines community. The project includes roadside fuel reduction with a 25-inch buffer on both sides of the roads in the area. The project ended in April of 2012, but there are ongoing defensible space inspections in the area. The total project area is about 35 acres.

- ❖ Calaveras County Road Clearance is an ongoing road clearance project intended to reduce roadside ignitions and provide safe egress and fire equipment access. Project work is generally concentrated along Sheep Ranch Road, Rail Road Flat Road, Jesus Maria Road, Whiskey Slide Road, and Ponderosa Way. The total project area is about 100 acres.
- ❖ Winton Schaads VMP project consists of fuel reduction treatments on Sierra Pacific Industries property along Winton Road and around the Lily Valley Estates Subdivision. This is an ongoing project administered in association with Sierra Pacific Industries with over 250 acres treated to date. The total project area is approximately 600 acres.
- ❖ Mokelumne Hill Fuel Break project’s goal is to construct a shaded fuel break around the community of Mokelumne Hill. The fuel break is designed to help protect the community in the event of a wildfire originating in the Mokelumne River drainage. The shaded fuel break’s size will be approximately 50 acres when completed.

CalFire also administers a number of fire prevention school programs, spreads awareness at county fairs and conducts miscellaneous prevention activities in various communities, details of which are shown in Figure 15-2.

**Figure 15-2: Fire Prevention Activities and Locations**

K-3 Smokey Bear Fire Prevention School Programs			
Calaveras County	Mark Twain Elementary	646 Stanislaus Ave	Angels Camp 95222
Calaveras County	Copperopolis Elementary	217 School Street	Copperopolis, 95228
Calaveras County	Mokelumne Hill Elementary	8350 Highway 26	Mokelumne Hill 95245
Calaveras County	Railroad Flat Elementary	298 Rail Road Flat Road	Rail Road Flat 95248
Calaveras County	San Andreas Elementary	255 Lewis Avenue	San Andreas 95249
Calaveras County	Mountain Oaks School	150 Old Oak Road	San Andreas 95249
Calaveras County	Valley Springs Elementary	240 Pine Street	Valley Springs 95252
Calaveras County	Jenny Lind Elementary	5100 Driver Road	Valley Springs 95252
Calaveras County	West Point Elementary	54 Bald Mountain Road	West Point 95255
County Fairs			
Calaveras County	Calaveras County Fair	101 Frogtown Road	Angels Camp 95222
Miscellaneous Community Fire Prevention Events/Activities			
Tuolumne County, Calaveras County, Mariposa County	PRC 4291 education, inspections/citations	Arnold, Mountain Ranch, Murphys, San Andreas, Valley Springs, West Point, Big Oak Flat, Buck Meadows, Cedar Ridge, Columbia, Coulterville, Crystal Falls, Don Pedro, Greeley Hill, Groveland, Jamestown, MiWuk, Sonora, Soulsbyville, Twain Harte, Willow Springs	

# INTERVIEWS

<i>Agency</i>	<i>Name and Title</i>
Calaveras County Planning Department	Debra Lewis, Planner III
Calaveras County	Clay Hawkins, Chief Assistant CAO
Calaveras County Auditor Controller	Rebecca Callen, Auditor Controller
Calaveras County Building Department	Jeff White, Building Official
Cal OSHA	John Caynak, District Manager
CalFire	Mike Blankenheim, Battallion Chief San Andreas ECC
Altaville-Melones FPD	Jim Rosbrook, Chief
Central Calaveras FRPD	Jeff Stone, Fire Chief
Copperopolis FPD	Steve Kovacs, Fire Chief
Ebbetts Pass FPD	David Baugher, Fire Chief
Foothill FPD	Kim Olson, Fire Chief
Jenny Lind FPD	Kim Olson, Fire Chief
Murphys FPD	Steve Kovacs, Fire Chief
Mokelumne Hill FPD	Dave Spitzer, Fire Chief
San Andreas FPD	Don Young, Fire Chief
West Point FPD	Jim Carroll, Fire Chief
City of Angels Camp FD	Nathan Pry, Deputy Chief
City of Angels Camp Planning Department	David Hanham, Planning Director
Mountain-Valley Emergency Medical Services Agency	Marylin Smith, Response and Transport Coordinator