

Volume II

Agency Municipal Service Reviews

Chapter Markup Pages

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Volume II – Chapter 1
MSR General Information

Markup Pages

Due to the COVID-19 pandemic, Governor Gavin Newsom proclaimed a State of Emergency for California on March 4, 2020. On March 17, 2020, Governor Newsome issued Executive Order N-29-20 suspending parts of the Brown Act that require in-person attendance of Board members and citizens at public meetings provided that notice and accessibility requirements are met; the public members are allowed to observe and address the legislative body at the meeting; and that a legislative body of a local agency has a procedure for receiving and swiftly resolving requests for reasonable accommodation for individuals with disabilities; as specified. Effective October 1, 2021, AB 361 allows local legislative bodies to continue to allow remote meetings during a proclaimed state of emergency, if “state or local officials have imposed or recommended measures to promote social distancing.” Each agency’s decision to allow for teleconferencing during the COVID 19 pandemic is detailed in the Brown Act section of each agency’s MSR Chapter.

Special District Transparency Act (SB 929)

A new state law called the Special District Transparency Act (SB 929 or California Government Code, §6270.6 and 53087.8) aims to improve information transparency by local government agencies by requiring that special districts have a functional website prior to January 1st, 2020. The Act requires a district website to list contact information and also suggests that agendas and minutes, budgets and financial statements, compensation reports, and other relevant public information and documents be posted to the website. A district may exempt itself from the law by adopting a resolution by a majority vote of its governing body including findings regarding any hardships that prevents the district from establishing or maintaining a website. Such resolution must be adopted annually as long as the hardship exists.

1.2.3 Staffing and Training

National Fire Protection Association

The National Fire Protection Association (NFPA) is a global self-funded non-profit organization, established in 1896, devoted to eliminating death, injury, property and economic loss due to fire, electrical and related hazards. NFPA delivers information and knowledge through more than 300 consensus codes and standards, research, training, education, outreach and advocacy; and by partnering with others who share an interest in furthering their mission to help save lives and reduce loss with information, knowledge and passion. The NFPA codes and standards are designed to minimize the risk and effects of fire by establishing criteria for building, processing, design, service, and installation around the world. The more than 250 technical committees, comprised of approximately 9,000 volunteers, review public inputs and vote on the revisions in a process that is accredited by the American National Standards Institute (NFPA, 2021).

NFPA 1710 Standard

The NFPA 1710 Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Career Fire Departments, 2020 was used by consultants to review staffing levels for ~~11-10~~ of the 13 fire agencies in in the County. This document provides recommendations for the minimum requirements that career fire departments should meet, including their organizational structure and how they operate. The NFPA 1710 Annex C, C.5 recommends Company Staffing (Crew Size) On Duty as follows:

- *Engine: 4 minimum*
- *High-volume/geographic restrictions: 5 minimum*
- *Tactical hazard dense urban area: 6 minimum*
- *Truck: 4 minimum*
- *High-volume/geographic restrictions: 5 minimum*
- *Tactical hazard dense urban area: 6 minimum*

(Source: NFPA, 2020a)

Consultants considered standard staffing for agencies in the County at 4 firefighters on an engine or truck company as the (4-0) staffing model in each MSR Chapter (NFPA, 2020a). Additional discussions of lower staffing levels are indicated as (3-0) staffing model, 3 firefighters on an engine or truck company; (2-0) staffing model, 2 firefighters on an engine or truck company; and (1-0) staffing model, 1 firefighter on an engine or truck company.

According to California Division of Occupational Health and Safety (Cal OSHA) requirements, the U.S. Department of Commerce: National Institute of Standards and Technology (NIST), the California Governor’s Office of Emergency Services (Cal OES), and research conducted at San Diego State University, lower staffing levels are dangerous for firefighting personnel as well as residents. Having fewer firefighters on an engine reduces the ability for the unit to respond and requires waiting for mutual or automatic aid in order to meet Cal OSHA standards. In general, research and studies found that (2-0) staffing models are seriously deficient in keeping ahead of wildfire and slower for key activities in relation to fire suppression than (3-0) and (4-0) staffing models. For example, a (4-0) staffing model operating on a low-hazard structure fire completed laddering and ventilation (for life safety and rescue) 30 percent faster than the (2-0) staffing model and 25 percent faster than the (3-0) staffing model. The (3-0) staffing model started and completed a primary search and rescue 25 percent faster than the (2-0) model. The (4-0) and (5-0) model started and completed a primary search six percent faster than the (3-0) model and 30 percent faster than the (2-0) model. For this research, a 10 percent difference was equivalent to just over one minute of time for primary search and rescue operations. The (2-0) staffing took 57 seconds longer than (3-0) staffing models to stretch hose line and took 87 seconds longer than (4-0) staffing models (Rahn, Ph.D., 2010; NIST, 2010; Cal OES, 2020; Cal OSHA, 2021). These studies and research demonstrate that, though (3-0) staffing is less efficient and less safe for firefighters than (4-0) or (5-0) staffing models, it is more efficient and safer for firefighters than a (2-0) staffing model.

It is very difficult for fire agencies in the County of El Dorado to meet NFPA 1710 standard recommendations due to limited revenue. Through research outlined above and discussions with various fire chiefs and personnel in the County and throughout the state, a three staff per engine (3-0) model, though not ideal, is utilized in this MSR/SOI Update as an acceptable minimum standard practice. An article written by IAFF Local 3556 in June 2021 can be found in Volume I – Appendix C. This article details the difficulties firefighting personnel in the County face with limited staffing levels.

NFPA 1720 Standard

~~Two~~Three fire agencies operating in the County identify as meeting the NFPA definition of a Volunteer and Combination Fire Department as outlined in NFPA Standard 1720, a different designation than a career fire department under NFPA 1710. NFPA 1720 sets standards for the minimum number of

firefighters to respond based on population for combination fire departments, meaning a combination of career and volunteer personnel. Staffing and response time under NFPA 1720 is based on demographics and the minimum number of staff to respond within a specified number of minutes a certain percentage of the time. Figure 1-1 is an image of the table shown in NFPA 1720 (NFPA, 2020b).

Figure 1-1: Staffing and Response Time for NFPA Standard 1720

Demand Zone ^a	Demographics	Minimum Staff to Respond ^b	Response Time (minutes) ^c	Meets Objective (%)
Urban area	>1000 people/mi ² (2.6 km ²)	15	9	90
Suburban area	500–1000 people/mi ² (2.6 km ²)	10	10	80
Rural area	<500 people/mi ² (2.6 km ²)	6	14	80
Remote area	Travel distance ≥ 8 mi (12.87 km)	4	Directly dependent on travel distance	90
Special risks	Determined by AHJ	Determined by AHJ based on risk	Determined by AHJ	90

^aA jurisdiction can have more than one demand zone.

^bMinimum staffing includes members responding from the AHJ’s department and automatic aid

^cResponse time begins upon completion of the dispatch notification and ends at the time interval shown in the table.

Though the ~~two~~three agencies identified under NFPA 1720 are recommended to meet those benchmarks listed in Figure 1-1, staff or board members of these agencies provided to consultants the staffing models employed by these agencies. Consultants provided the staffing model as well as the information relevant to NFPA 1720 in those ~~two~~three agency’s MSR Chapters.

California Division of Occupational Safety and Health (Cal OSHA)

The California Division of Occupational Safety and Health (Cal OSHA), protects and improves the health and safety of working men and women in California, and the safety of passengers riding on elevators, amusement rides, and tramways – through the following activities:

- Setting and enforcing standards;
- Providing outreach, education, and assistance; and
- Issuing permits, licenses, certifications, registrations, and approvals.

California OSHA sets requirements for interior structural firefighting as described under §5144(g)(4):

(A) *At least two employees enter the IDLH¹ atmosphere and remain in visual or voice contact with one another at all times;*

(B) *At least two employees are located outside the IDLH atmosphere; and*

¹ Under §5144(b): Immediately dangerous to life or health (IDLH) means an atmosphere that poses an immediate threat to life, would cause irreversible adverse health effects, or would impair an individual's ability to escape from a dangerous atmosphere.

Volume II – Chapter 3 DSP MSR
Markup Pages

3.1 Agency Profile

Diamond Springs/El Dorado Fire Protection District

Type of District Fire Protection District
Enabling Legislation Health & Safety Code §13800, *et seq*
Date of Formation March 1980

Functions/Services Fire & Emergency Services

Main Office Address 501 Pleasant Valley Road, Diamond Springs, CA 95619
Mailing Address Same
Phone No. (530) 626-3190
Website <http://www.diamondfire.org/>

Fire Chief ~~Bryan Ransdell~~ Matthew Gallagher **Email**
~~bransdell@diamondfire.org~~ mgallagher@diamondfire.org

Board of Directors	Position	Term Expires
Patrick Williams	President	Dec. 2022
Gary Cooper	Vice-President	Dec. 2024
Richard Boylan	Director	Dec. 2022
Peter Moffett	Director	Dec. 2024
David Phillips	Director	Dec. 2024

Meeting Schedule Second Tuesday of each month @ 3:00pm
Meeting Location Main Office

Area Served 65.5 sq. miles
Population (2020) 13,286 (permanent population)
Staff 22 uniformed personnel, 2 support staff

Principal LAFCO El Dorado LAFCO

3.1.1 Agency Overview

The Diamond Springs/El Dorado Fire Protection District (DSP) is located just southwest of Placerville and is centered around the communities of Diamond Springs and El Dorado. The majority of the District encompasses areas that are north and south of US Highway 50, extending south along the Highway 49 corridor to the El Dorado-Amador County Line. As a Fire Protection District, the Diamond Springs/El Dorado Fire Protection District is empowered to provide emergency medical services and fire protection services.

Table 3-3: Current Staffing Levels for the DSP by Type and Full-Time Equivalent (FTE)

Position	FTE Count as of July 1, 2020	Compared to 2018
Fire Chief	1	1
Deputy Fire Chief/Fire Marshall	1	1
Firefighter/EMT	8	8
Firefighter/Paramedic	10	9
Fire Prevention Officer	2	3
Admin Assistant	2	2
Total	24	24

Source: LAFCO, 2020a; 2019

Table 3-3 above presents a summary of personnel listing positions that manage the fire and emergency medical services provided by the District. The number of full-time equivalent (FTE) positions at the beginning of the fiscal year are listed. Fire District personnel are made up of career and limited-term employees. Volunteer firefighters are not currently utilized since the paid staff is sufficient. The District retains four full-time administrative staff, which includes two Chiefs and two Administrative Assistants (LAFCO, 2020a; 2019). There are seven staff operationally on duty every 24 hours (LAFCO, 2019). All DSP firefighters work full-time and are paid by the hour (LAFCO, 2019).

Salaries and other payments to staff were queried using the Transparent California database, which was previously referenced and described. The year 2018 is the most recent yearly data available. In 2018, DSP had a total of 25 staff (non-board members) who received payments. Five full-time staff received wages, benefits, and/or overtime pay, which exceeded \$225,000. Five full-time employees received wages, benefits, and/or overtime pay which exceeded \$150,000 but was less than \$200,000. Payments to six employees were more than \$100,000 but less than \$150,000. Four part-time employees received annual pay that was more than \$50,000 but less than \$100,000. The remaining five part-time employees received less than \$50,000 in annual wages, benefits, and/or overtime pay (Transparent California, 2020) as shown in Figure 3-3 below. ~~An employee association, rather than a union, represents district personnel. The association functions as a bargaining unit, but dues are not required. A union, IAFF Local 4972, represents District personnel. The union functions as a bargaining unit and dues are required.~~

	2020	2025	2030	2035	2040
Diamond Springs/El Dorado Fire Protection District ²	13,286	13,833	14,277	14,555	14,658
Sources:					
¹ California Department of Finance. Demographic Research Unit. January 2020. Table P-1: Total Estimated and Projected Population for California and Counties: July 1, 2010 to July 1, 2060 in 1-year Increments.					
² Population projection for DSP calculated as a percentage (0.068807134) of The County of El Dorado.					

The projected growth rate for the County of El Dorado anticipates development throughout the entire County. The addition of 1,372 more people a to the DSP by 2040 is possible as the District has undeveloped areas within existing boundaries that could potentially be available for more intensive residential development.

3.4.4 Existing Land Use

Land-use is a factor that affects population growth and therefore demand for public services. However, the DSP is not a land-use authority. Existing land uses within District boundaries include rural and high-density residential areas, senior citizen housing, mobile home parks, convalescent hospitals, a few light industrial establishments, commercial businesses, open space, and agriculture. Along the Highway 50 corridor, high-density residential subdivisions and some commercial development can be found. The designated Community Region contains a higher population density relative to the undeveloped land surrounding the District. LAFCO’s 2011 MSR contains a detailed description of land use within the District. Since the previous MSR was published in 2011, several new subdivisions, other residential projects, and new commercial projects have been built within the District boundaries (LAFCO, 2020a).

County General Plan

The District's boundary area is entirely unincorporated and subject to the land-use policies and regulations of El Dorado County. Most land-use decisions, initiated by private property owners over the last decade, are secured via entitlements and land-use permits from El Dorado County and other agencies. The County plans for its future growth through its General Plan, a long-term comprehensive framework to guide physical, social, and economic development within the community’s planning area. The County of El Dorado’s General Plan was adopted in July 2004. Individual elements have since been updated on an individual basis. The 2013-2021 Housing Element was adopted in October 2013, with the most recent update occurring to the Land Use Element in August 2019. The County of El Dorado General Plan serves as the County’s vision for long-term land use development and conservation.

The communities of Diamond Springs and El Dorado are recognized as “Community Regions.” Within the General Plan, Community Regions establish urban limit lines and provide appropriate areas for the highest intensity of self-sustaining compact urban-type development or suburban-type development. Land uses within the District boundaries are single-family residential, rural residential, agricultural, and open space. There are no commercial or industrial uses within the District. The District also has a large commercial area on Missouri Flat Road and an industrial park on Enterprise Drive. In the adjacent area, outside of the District boundaries, land outside is primarily characterized by open space with limited rural residential uses (County of El Dorado, 2019).

3.4.5 Potential Future Development

Future population growth within the DSP is dependent upon zoning and general plan policies and land-use designations in the region. The Land Use Element identifies goals and policies to guide development throughout unincorporated areas of the County. There are parcels within the DSP that do have ~~some limited~~ development potential. DSP staff has noted a few proposed or current development projects that could ~~potentially~~ impact District services, including a few housing developments, care facilities, and significant commercial growth on the Highway 50 corridor. ~~A few of these development projects have already begun construction, while others are in the earlier phases of the entitlement process (LAFCO, 2020a). The County of El Dorado is currently considering a proposal for a residential development called “Dorado Oaks” which could develop 156 single family homes and 218 multi-family units on a 142-acre site, and half the property would be preserved as open space². The development is proposed to be located south of Faith Lane where it meets State Highway 49 in the unincorporated community of Diamond Springs. An additional development in the pre-application phase is the El Dorado Haven Apartments proposing to develop 65 units within a 4.6-acre lot located at Pleasant Valley Road and State Highway 49 near the intersection with Oak Dell Road. A list of known future projects provided by the District on March 22, 2022 is as follows:~~

- ~~• Courtside Drive to Black Rice Road AB 35 project (low income) – 80 apartments in 9 buildings;~~
- ~~• Diamond View Estates AB 35 project (low income) – 26 single-family homes located between Forni Road and north of Grace Drive near El Dorado Irrigation District property;~~
- ~~• Dorado Oaks – 156 single-family homes and 225 multifamily residents located at Faith Lane, Tullis Mine, and Folwer Lane;~~
- ~~• Indian Creek Ranch – 75 custom homes located at Echo Lane;~~
- ~~• Piedmont Oaks – 75 homes and possible commercial on a total of 97 lots located at Black Rice Road and April Lane;~~
- ~~• Shinn Ranch – 140 to 169 homes located at Kingvale Road and Motherlode Drive;~~
- ~~• El Dorado Ranch – 19 homes located at Eldorado Road and Pleasant Valley Road west toward El Dorado Café;~~
- ~~• El Dorado Senior Village from Snowline Hospice AB 35 (low income) – 149 apartments located at Koki Lane;~~
- ~~• The Crossings – multiple small commercial projects in process located at Missouri Flat Road north of Prospector Plaza;~~
- ~~• El Dorado Community Center – 33,000 square feet ongoing at Missouri Flat Road~~
- ~~• Creekside Plaza – AM/PM and other commercial development located at Forni Road across from Herbert Green School;~~
- ~~• Prospector Plaza – commercial development; and~~

²– Details on the proposed future development are available here:

<https://www.bizjournals.com/sacramento/news/2020/11/25/workshop-set-for-diamond-springs-housing-project.html>

- Multiple requests for small parcel splits for “minor subdivisions” of 5 homes or less, other residential development, tenant improvements, and business license inspections.

New development in the District is required to pay development impact fees to fund improvements and the new facilities to serve the new development. These fees may not be used for day-to-day operating expenses. Though development impact fees will assist the District in providing adequate services, ~~staffing challenges could remain a concern as these fees cannot be used for operating expenses~~ the District has an annual Mello-Roos Tax on new development that can be used for day-to-day operations.

3.4.6 Open Space and Agriculture

El Dorado LAFCO’s policies require that an MSR/SOI offer a determination about the effect that a district’s service provision will have on open space and agricultural lands. For purposes of this MSR analysis, open space data was derived from the County General Plan land-use data. Open space within the DSP’s boundary calculates to 234 acres. A breakdown of open space, natural resources, and agricultural land located within the District boundary and Sphere of Influence (SOI) can be seen in Table 3-6 below.

Table 3-6: Acreage Designated as Open Space, Agriculture, and Natural Resources within the DSP Boundary/SOI

Boundary Only (in acres)			SOI Only (by itself) (in acres)		
Open space	Agriculture	Natural Resources	Open space	Agriculture	Natural Resources
234	3,002	3,633	1,081	1,001	0.1
<i>Source: EDC GIS, 2019</i>					

Agricultural lands are calculated to be approximately 3,000 acres within the District. DSP’s effect on open space lands is minimal. The District’s provision of fire protection services to open space areas (i.e., non-structural) within its boundaries occurs occasionally, but is the primary responsibility of CAL FIRE or the U.S. Forest Service (USFS). LAFCO has an interest in documenting the conversion of agricultural and open space lands to other land use types, such as residential use. The DSP fire protection services do not play a role in these types of land-use conversions.

3.4.7 Disadvantaged Unincorporated Communities

A Disadvantaged Unincorporated Community (DUC) is an unincorporated area of a County in which the annual median household income (MHI) is less than 80 percent of the statewide MHI. More information on DUCs can be found in Volume II - Chapter 1, Fire Agency MSR General Information. Within the boundaries of DSP are located portions three Census Block Groups that meets the DUC threshold and is therefore classified as disadvantaged unincorporated communities as listed in Table 3-7 below.

Table 3-7: MHI in Census Block Groups for Diamond Springs/El Dorado Fire Protection District

Identification No.	Census No.	Block Group No.	Population	No. of Households	Median Household Income (2018)
315022	032502	2	2,570	1,173	\$49,653

315041	031504	1	1,496	666	\$44,231
314021	031502	1	2,518	889	\$53,828
<i>Source: US Census, 2014-2018 American Community Survey 5-Year Estimates</i>					

These unincorporated areas are provided numerous public services from local and state agencies. Water service to these DUCs is provided by the El Dorado Irrigation District (EID) or by individual wells. Wastewater services are provided by EID or by individual septic systems. Fire protection services are provided by DSP or neighboring El Dorado County Fire Protection District (ECF) and Pioneer Fire Protection District (PIO). The California Department of Forestry and Fire Protection (CAL FIRE) also provides fire protection services in the wildland areas located within the State Responsibility areas. Due to this area receiving the essential municipal services of water, wastewater, and structural fire protection, there are no communities within the existing DSP boundary or adjacent to the District’s SOI that lack public services and no health or safety issues have been identified.

3.5 Public Services and Infrastructure

3.5.1 Service Overview

The Diamond Springs/El Dorado Fire Protection District is an established Fire Protection District and is the primary service provider for fire protection services within the District boundaries. The District provides comprehensive fire and emergency medical services as detailed in Table 3-8, below.

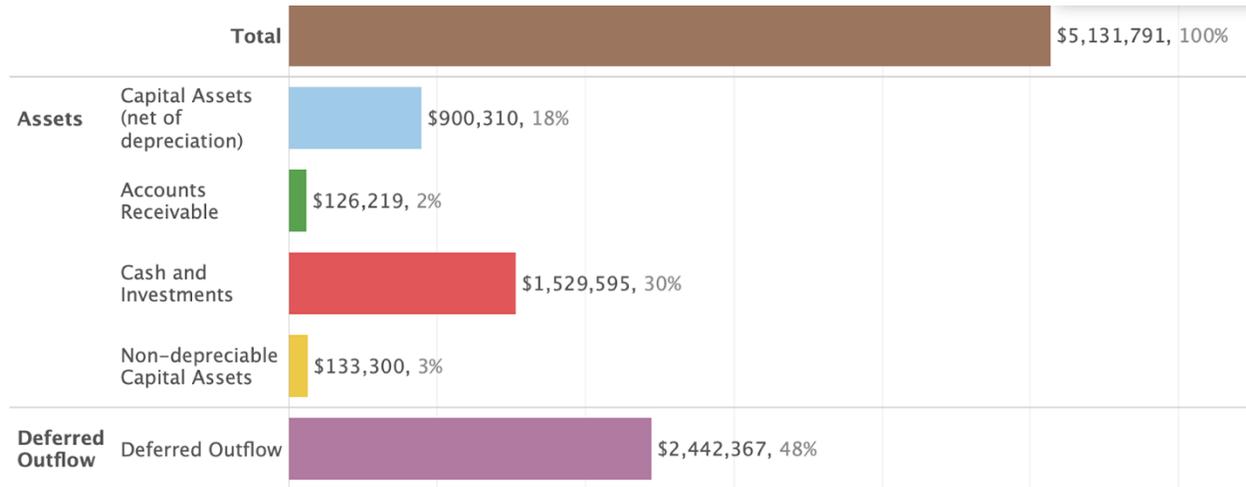
Table 3-8: DSP Public Services

Service	Provider
Structural Fire Protection	DSP
Wildland Fire Protection	DSP*
Emergency Medical Response	El Dorado Joint Power Authority (JPA)
Rescue/Extrication	DSP
Hazardous Materials	DSP
Water Supply	El Dorado Irrigation District
Dispatch	Contract w/ CAL FIRE ECC
Training	DSP
Fire Safety Education	DSP
Arson Investigations	DSP
Code Enforcement	DSP
Plan Review	DSP
<i>Source: LAFCO, 2020a</i>	
<i>* DSP staff noted that they do sometimes respond to wildland fires within their boundaries.</i>	

Although DSP staff noted that they ~~do sometimes~~ respond to all wildland fires within their boundaries as shown in Table 5-8, above, most of the District (38,334.98 acres) is in a state responsibility area, meaning that CalFire is responsible for responding to wildland fires.

DSP’s website details the additional services provided by the District including:

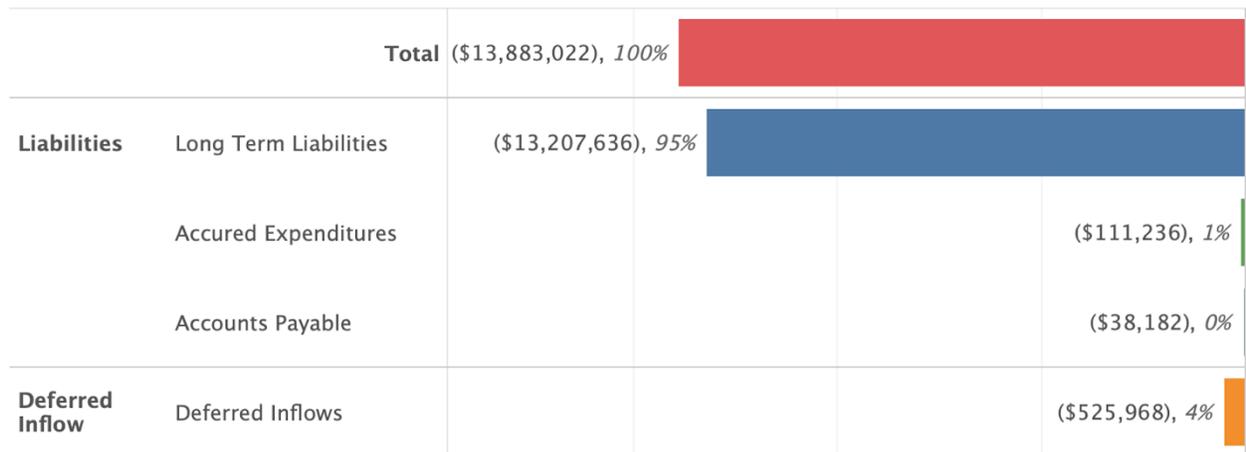
Figure 3-12: District Assets as of June 30, 2019



Liabilities and Debt

As of June 30th, 2019, the District had \$13.8 million in liabilities as shown in Figure 3-13. Liabilities include \$13.2 million in Long Term Liabilities which primarily consists of \$6.9 million for the District’s Net Pension Liability and another \$5.9 million for “Other Post-Employment Benefits” OPEB.

Figure 3-13: District Liabilities and Debt as of June 30, 2019



In February 2017, the District entered into a lease purchase agreement for ~~ten~~ three years of self-contained breathing apparatuses, with an interest rate of three percent. The total lease obligation is \$164,527 with annual payments made in September of each year. For the year 2020, the annual payment was \$58,154 and completed payment for the loan.

3.6.4 Net Position

The Net Position includes a summation of the District’s assets, deferred outflows of resources, liabilities, and deferred inflows of resources, which provide information about the nature, and amounts of investments in assets and obligations to District creditors. It also provides the basis for computing rates

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that GRV had been the subject of at least three Grand Jury investigations during 2007 to 2011 with a report of high-risk activity (LAFCO, 2011). Changes to the governmental structure of some fire protection districts are needed in the future to address these issues.

7.3.4 Management Efficiencies

The Fire Chief is appointed by and reports to the elected Board of Directors. The Fire Chief is responsible for directing District operations and overseeing and implementing policies on behalf of the Board. The GRV Master Plan (5 year) was adopted in 2001. An important part of management effectiveness includes the District adopting a District-wide mission and vision statement. The GRV Mission statement is: *“The mission of the Garden Valley Fire Protection District is to protect our community through effective and innovative public safety services.”*

7.3.5 Staffing and Training

The National Fire Protection Association (NFPA) calls for a standard of four staff per engine company and truck company (4-0) model (NFPA, 2020). A three staff per engine and truck company (3-0) model is acceptable as a minimum standard practice for this MSR/SOI Update. More information on staffing levels can be found in Volume II - Chapter 1, Fire Agency MSR General Information. [Garden Valley Fire Protection District meets the NFPA definition of a “Volunteer Fire Department” as outlined in NFPA 1720, a different designation than a career fire department. NFPA 1720 sets standards for the minimum number of firefighters to respond based on population for a combination of career and volunteer personnel. The Fire Chief confirms that per NFPA 1720, GRV operates in a Rural Area \(<500 population/square mile\). Under this designation, it is recommended for GRV to have six firefighters assembled at a structure fire within 14 minutes, 80 percent of the time. According to the Fire Chief, the District meets this recommendation and follows NFPA 1720 standards \(Chief Norman, personal communication, April 2022\).](#) GRV is staffed with one staff per engine (1-0) model². This staffing level is below the minimum standard practice. Lower staffing levels leave the community vulnerable to low frequency, high-risk events, such as a working structure fire.

GRV utilizes a mix of paid staff and volunteers, including the following types:

- Full-time, paid;
- Part-time, paid;
- Seasonal, paid;
- On-call, paid per incident;
- Volunteer, unpaid.

As of August 2020, GRV indicates that its staffing level has been reduced to three (3) uniformed staff and thirty-five plus (35+) support staff (LAFCO, 2020a). District support staff includes the Interim Fire Chief, one administrative support staff position, 16 volunteers, and numerous volunteers under the District’s Incident Management Team. The Incident Management Team is made up of retired firefighters and experts in the field that work for the District on Strike Team assignments during fire season. These

² GRV staff has indicated to consultants that the District budget currently only supports a 1-0 staffing model as of August 29, 2020.

7.6.6 Cost Avoidance

After the District's attempt to increase parcel taxes through the November assessment failed in 2019, the Fire Chief at the time presented these options for the District moving forward at a special Board Meeting on January 28, 2020:

1. Layoff three firefighters and make the existing budget work by going back to the model of operations from the 1990s, which would be staffing one firefighter with the support of volunteers.
2. Disband and be absorbed into El Dorado County Fire District (ECF). The level of service would remain the same in this scenario. The ECF has a larger unfunded pension (CalPERS) liability than Garden Valley and if absorbed, the residents in Garden Valley would share that liability.
3. Enter into a shared service model with ECF.
4. Work with CAL FIRE on a Schedule A agreement where all employees of Garden Valley would become CAL Fire employees. CAL FIRE would run the District and report to its Board of Directors.
5. The District could be annexed by El Dorado County's Service Area (CSA) 7, which is the entity responsible for running the ambulance program. El Dorado County Board of Supervisors would activate the El Dorado County Fire Authority, giving it the ability to oversee fire services. CAL FIRE would then operate the District under a Schedule A contract and would report directly to the Board of Supervisors.
6. Annex Georgetown Fire Protection District (GEO) and Mosquito Fire Protection District (MQT) to Garden Valley Fire Protection District and form one District to serve what is the area known as the Divide. Neither GEO or MQT was interested in consolidating although they did agree to share volunteers and equipment.

The Fire Chief recommended Option 5 as the best option as this is a proven model that would theoretically give the District access to additional funding. Having fire districts under the Board of Supervisors would provide "for a more global perspective on fire protection, more accountability to taxpayers (and) improve the level of professionalism" and the Fire Chief believed this would be a step in the right direction for fire protection Countywide (Hodson, 2020). District staff provided consultants with the agenda packet for this Board meeting, but did not provide meeting minutes or any other relevant information. Therefore, consultants could not verify the validity of this information. District staff declined to provide a review of this information due to lack of staff time and resources. As far as consultants are aware, the District Board went with Option 1. Within the last year, the District has been working on an agreement to share volunteers and equipment as necessary with GEO and MQT (LAFCO, 2020a).

7.6.7 Financial Summary and Ability to Provide Services

Based on the *unaudited* financial compilation documents provided by the County of El Dorado Auditor-Controller, the District is able to provide limited service to the residents of GRV, relying on strike team reimbursement revenue. Currently the District operates at a 1-0 staffing model, meaning there is one staff person per engine on shift. The District Chief did confirm that the District operates under NFPA 1720 standard and that they meet the staffing requirements as outlined (Chief Norman, personal communication, April 2022). In addition, there is no consistency within the revenues or expenses of the financial statements provided to be able to adequately project a meaningful budget due to the District's perceived dependence on carry over balances and known dependence on strike team reimbursement.

Indicator	Score	Determination
<p>Does the District comply with County General Plan policies in relation to response times. Does the District meet the minimum standard for staffing.</p>		<p>In the year 2019, GRV’s average response time was 12 minutes 57 seconds. GRV average for 2019 appear to meet response time goals for new discretionary projects in Rural Centers and Rural Regions.</p> <p><u>Garden Valley Fire Protection District meets the NFPA definition of a “Volunteer Fire Department” as outlined in NFPA 1720. According to the Fire Chief, the District meets staffing standards for NFPA 1720. GRV is staffed at 1-0 Model meaning there is one staff person per fire engine. Lower staffing levels leave the community vulnerable to low frequency, high-risk events, such as a working structure fire.</u></p> <p>GRV is staffed with one staff per engine and truck company (1-0) model. This staffing level is below the minimum standard practice. Lower staffing levels leave the community vulnerable to low frequency, high-risk events, such as a working structure fire.</p>
<p>Does the District provide sufficient services to meet current and future demands with:</p> <ul style="list-style-type: none"> (1) recruitment; (2) mutual aid; and (3) water supply for fire protection. 		<p>The District generally provides limited services to meet the following criteria for current and future needs:</p> <ul style="list-style-type: none"> (1) GRV currently operates below the minimum standard 3-0 staffing model <u>within NFPA 1720 standards</u>. Since GRV relies on volunteer firefighters to a significant extent, recruitment can be challenging. Additionally, given the staff shortages, the relatively higher workload and responsibilities may impact recruitment of paid staff. (2) Of all of the calls for service in 2019, the District required aid for 39 percent of all calls when adding in CAL FIRE. With CAL FIRE aid removed, the District required aid for 18 percent of all calls in 2019. The lack of staffing could potentially create a risk for the El Dorado fire prevention network of mutual agreement partners. (3) LAFCO’s 2011 MSR described GRV’s approach to water supply as adequate.

Indicator	Score	Determination
The District has a published policy for reserve funds, including the size and purpose of reserves and how they are invested.		The primary policy document that describes the rules for the District’s business operations including budget, procurement, and financial policies for GRV was not provided to consultants and the District does not have a functioning website.
District revenues exceed expenditures in FY 17/18 and FY 18/19.		District operated in the negative with \$161,528 and \$557,272 revenues under expenditures in FY 2017/2018 and 2018/2019 respectively.
District finances are sufficient to apply a staffing model that meets or exceeds the minimum standard of three staff per engine and truck company (3-0) model (or at NFPA 1720 standards if applicable).		<u>Garden Valley Fire Protection District meets the NFPA definition of a “Volunteer Fire Department” as outlined in NFPA 1720. According to the Fire Chief, the District meets staffing standards for NFPA 1720.</u> District operates at a (1-0) staffing model meaning there is one staff person per fire engine. This staffing level is below the minimum standards of practice set by the National Fire Protection Association. Lower staffing levels leave the community vulnerable to low frequency, high-risk events, such as a working structure fire. The District is staffed at the level allowed by available revenue.
The District had a positive Net Position for FY 2018/2019.		District had a \$792,831 Positive Net Position as of June 30th, 2019, however it is important to note that this is a 41 percent decrease from the previous year.
A minimum of 50% total operating expense is kept on hand in the General Reserve Fund in FY 2018/2019.		District staff indicate that the general reserve fund policy for the District allows for covering operating expenses and that the balance aligns with the FY 2018/2019 net position.
District has an updated Strategic Plan that addresses financial goals.		A Strategic Plan for the District was not provided to consultants. It is not clear if the District has a Strategic Plan or if it is updated.
Alternative financing opportunities were explored and pursued by the District.		The District attempted to add an additional benefit assessment which ultimately failed. In order to reduce costs, the District has entered into a Shared Services agreement with GEO and MQT. Recommendation: GRV continue to work closely with GEO and MQT to reduced costs and share resources in the future and pursue other avenues to strengthen partnerships.

Effect on Agriculture and Open Space

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8.1 Agency Profile

Georgetown Fire Protection District

Type of District: Fire Protection District
Enabling Legislation: Governmental Health and Safety Code §13800, *et seq*
Date of Formation: August 1937

Functions/Services: Fire suppression, prevention, and emergency medical services

Main Office Address: 6281 Main St. Georgetown, CA 95634
Mailing Address: ~~Same~~P.O. Box 420, Georgetown, CA 95634
Phone No.: (530) 333-4111
Website: www.geofire.org

~~Interim~~ **Fire Chief:** Glenn Brown **Email** gbrown@geofire.org

Board of Directors	Position	Term of Office
Rick Todd	President	Expires Dec. 2022
Larry Anderson	Vice President	Expires Dec. 2022
Rod Williams	Director	Expires Dec. 2024
Craig Davis	Director	Expires Dec. 2024
Bob Brown	Director	Expires Dec. 2024

Meeting Schedule: Meetings are held on the 2nd Thursday of every month at 9:00 am
Meeting Location: 6281 Main St. Georgetown, CA 95634

Area Served: Approximately 68 square miles

Population: Approximately 4,322 permanent residents
Staff: A mix of paid staff and volunteers

Principal LAFCO: El Dorado LAFCO
Other LAFCO: None

8.1.1 Agency Overview

As a Fire Protection District, the Georgetown Fire Protection District is empowered to provide public services to the local community, including fire suppression and emergency medical services. Currently, the District provides these public services to 4,322 permanent residents within a 43,881-acre boundary.

The GEO is located directly north of Placerville in the western side of the County of El Dorado. The District extends north to the Middle Fork of the American River, which is the County of El Dorado/Placer County line. The GEO serves the communities of Georgetown, Quintette, Buckeye, Sliger Mine, and Volcanoville.

Table 8-1: Geographic Summary (2020) of Fire Protection Services for GEO

	Boundary Area (All Services)	SOI (All Services)	Total Boundary & SOI
Total Acres	43,881.65	19,564	63,446
Square Miles	68.56	30.57	99.13
Number of Assessor Parcels	2,588	96	2,684
<i>Source: El Dorado County GIS Data, 2020</i>			

In 2003, then-Fire Chief Rick Todd approached LAFCO about conducting a comprehensive annexation of many parcels in its sphere of influence, totaling approximately 7,000 acres. The purpose of this request was to recognize that GEO does provide fire protection services within its SOI, including those pockets of land currently surrounded by the District. The application process was never initiated because issues arose regarding the application process's costs and funding (LAFCO, 2011).

8.2.4 *Extra-Territorial Services*

The GEO does provide extra-territorial services outside of its District boundary in two circumstances: 1) within its SOI; and 2) in response to mutual aid requests. Emergency response services to its SOI are considered to be Out-of-Agency Service. Responses to mutual and automatic aid requests are consistent with the District’s formal mutual and automatic aid agreements with the other fire districts within the County of El Dorado and with CAL FIRE and the U.S. Forest Service (USFS) as described in Section 8.5.3, below. Therefore, these services provided outside the boundary are not considered to be Out-of-Agency Services. Through automatic aid, GEO provides services to a large area (hundreds of square miles) including the entrance to the Rubicon and Loon Lake area closer to the Tahoe Basin side of the County. The District responds as the closest available resource to these areas. The District maintains automatic aid agreements with all fire service agencies located in El Dorado County for fire suppression and emergency medical services. GEO does not provide fire protection services to other agencies by contract (LAFCO, 2020a).

8.3 District Governance and Accountability

This section describes how performance, accountability, transparency, and public engagement relate to the public’s trust in local government. LAFCO is required by the CKH Act to make specific determinations regarding a municipality’s government structure and accountability.

8.3.1 *Government Structure*

The GEO is a local government agency structured as a Fire Protection District consistent with its Principal Act: Section 13800 *et. sec.* of the California Health and Safety Code. The District has five elected Board Members who reside within the community. All registered voters who reside within the District boundaries are eligible to vote for and/or run for a seat on the District Board of Directors. The District Board appoints ~~the General Manager (GM), who serves as~~ the Fire Chief.

8.3.4 Management Efficiencies and Staffing

The ~~General Manager is appointed by and~~ Fire Chief reports to the Board of Directors and is responsible for directing District operations and overseeing and implementing policies on behalf of the Board. An important part of management effectiveness includes the District adopting a District-wide mission and vision statement. The GEO Mission statement is: *The mission of the Georgetown Fire Department is to preserve and enhance the quality of life for its citizens and visitors. We are committed to providing the highest level of emergency medical services, fire protection, rescue, public education and protection of life, property, and the environment.* The District sets General Orders as:

- Be quick in our responses to the public
- Ensure readiness of our equipment and ourselves
- Provide competent and professional service
- Practice safe operations
- Look to improve our delivery of services
- Act with compassion for all
- Embrace innovation within our organization
- Be friendly to those we meet
- Take care of each other
- Integrity: We demonstrate sound, honest, truthful, and consistent actions
- Accountability: We take ownership of our actions and responsibilities
- Commitment to Service: We are dedicated to seeking solutions for our community.

Additionally, the District does have an adopted Administrative Code which describes roles and responsibilities. General legal counsel for the District is retained on a contractual basis with Liebert, Cassidy and Whitmore (LCS).

8.3.5 Staffing and Training

The National Fire Protection Association (NFPA) calls for a standard of four staff per engine and truck company (4-0) model (NFPA, 2020) for career fire departments. A three staff per engine and truck company (3-0) model is acceptable as a minimum standard for this MSR/SOI Update as detailed in Volume II - Chapter 1. Georgetown Fire Protection District meets the NFPA definition of a “Combination Fire Department” as outlined in NFPA 1720, a different designation than a career fire department. NFPA 1720 sets standards for the minimum number of firefighters to respond based on population for combination fire departments, meaning a combination of career and volunteer personnel. The Fire Chief confirms that per NFPA 1720, GEO operates in a Rural Area (<500 population/square mile). Under this designation, it is recommended for GEO to have six firefighters assembled at a structure fire within 14 minutes, 80 percent of the time. According to the Fire Chief, the District easily exceeds this recommendation through the automatic aid agreements with neighboring agencies and follows NFPA 1720 standards. GEO is staffed at 1-0 model, meaning there is one staff person per fire engine and details are in ~~Table 8-3~~ ~~Table 8-3~~ below (GEO, 2019a; LAFCO, 2020a). Table 10-3, shown below, lists the positions that manage the fire and emergency services provided by the District. The number of full-time equivalent (FTE) positions at the beginning of the fiscal year are listed.

Table 8-3: Current Staffing Levels for the GEO by Type & Full-time Equivalent (FTE)

Position	FTE Count as of July 1, 2020	Compared to 2018
Fire Chief	1	1
Paid Firefighter	1	0
Captain	1	2
Firefighter/Paramedic	5	5
Admin Assistant	1	1
Total	9	9
Other Positions		
Volunteer Firefighter	20	Unknown
Support Volunteers	1	“
Reserve Firefighter	8	“
<i>Data Source: LAFCO, 2020a; GEO, 2019a</i>		

Most of the District’s staffing revolves around staffing specific fire stations and fire engines. In 2019, District staff reported that the District’s only staffed station was Station No. 61. Two personnel were on 24/7 staffing for Medic 61, with at least one of those staff as a paramedic. GEO provided one personnel on an engine 10 hours a day. The District had a second position on the engine, for a volunteer, 10 hours a day as staffed intermittently. Volunteer staffing was provided for overnight engine response (GEO, 2019a; Chief Brown, personal communication, June 25, 2021).

Staffing for the GEO is augmented by its participation in a boundary drop, automatic aid system that automatically deploys the closest available resource from any fire agency to an incident in the County of El Dorado (LAFCO, 2020a). The GEO receives advantages from participating in this network of collaborating fire agencies, which reduces response times and resource deployment. The Fire Chief finds that the automatic aid system is a great service for the citizens of the County in that all of the fire agencies are reliant on each other and none are large enough to operate in a closed response environment (Chief Brown, personal communication, June 25, 2021).

Six of the 2018 positions’ salaries were funded through the El Dorado County Emergency Services Authority (GEO, 2019a). The District has two administrative staff: 1) Fire Chief (Full-time salary), and 2) Administrative Assistant (Full-time hourly) (GEO, 2019a). Overall, GEO has a mix of full-time salaried staff, part-time hourly staff, and volunteers. In 2020, the District identified 20 volunteers that are available to be scheduled for shifts as well as eight reserve firefighters and one support volunteer. GEO currently has one paid full-time firefighter who works 10 hours a day. The District’s staffing goal is to have one paid staff and one volunteer during the 10-hour day. Additionally, one volunteer covers the night shift, and this staffing goal is rarely not met. ~~However, this staffing goal is not always met due to a lack of available volunteers~~ (LAFCO, 2020a; Chief Brown, personal communication, March 2022).

Salaries and other payments to staff were queried using the Transparent California database. The most recent data available is from the year 2018. In 2018, GEO had a total of 41 personnel made up of staff and volunteers (non-Board Members) who received payments. Six full-time staff received wages, benefits, and/or overtime pay, which exceeded \$100,000, as shown in Figure 8-2. Six full-time or part-time

- Station No. 65 was constructed and opened in 1996, covering the Quintette area. This project was a cooperative project between the District and the United States Forest Service, Georgetown Ranger District. It is not staffed.

In addition to the existing five stations, GEO owns a 5-acre lot ~~in the Balderston area~~ located on Highway 193 in close proximity to Main Street. There has been virtually no investment in capital improvements to this site. It is reserved for a potential future Station No. 66 if the need arises. GEO is working to develop a strategic plan with response guidelines for each of their stations (Chief Brown, personal communication, September 2020).

As mentioned previously, GEO utilizes volunteer firefighters to augment career staff at Station No. 61 (LAFCO, 2020a). Unstaffed stations may appear to indicate the District does not have the financial resources necessary to maintain services in those areas. However, stations which were historically staffed by volunteers typically came into existence when a local community, such as Volcanoville, approached the District at the time with the request that a certain number of residents would commit to volunteer and a parcel of land could be used to create a new fire station. This occurred for many of the stations in GEO. As the volunteer programs have declined or ceased over the years for these stations, the District has not added paid staff.

Equipment and Apparatus

The District supplies all employees and volunteers with safety gear required by district policy and mandated safety laws, including OSHA personal protective equipment (PPE) standards. GEO equipment utilized to perform its duties are listed in ~~Table 8-15~~ Table 8-15.

Table 8-15: Apparatus & Light Vehicles, 2020

Equipment Type	Identifier	Year	Make/Model	Water Capacity (gallons)
Type 1 Engine	E61	2000	HME	800
Type 1 Engine	OES4101	2005	HME	800
Type 2 Engine	E264	2003	Freightliner	500
Type 3 Engine	E361	2017	International	500
Type 3 Engine	E363	2004	International	500
Type 3 Engine	E265	2004	International	500
Water Tender	WT62	2015	Kenworth	2000
Water Tender	WT63	2015	Kenworth	2000
Type 6 Brush Truck	P61	1999	Chevy /K3500	250
Utility Vehicle	Repair 61	2002	Chevy/K3500	N/A
Utility Vehicle	U61	2011	Ford/F150	N/A
Utility Vehicle	C7100	2015	Ford/F250	N/A
Converted Ambulance	S62	2006	Ford/350	N/A
Body for Type 6 Engine	N/A	2006	Ford/F450	N/A

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10.1. Agency Profile

Meeks Bay Fire Protection District

Type of District: Fire Protection District
Enabling Legislation: Governmental Health and Safety Code §13800, *et seq*
Date of Formation: November 1973

Functions/Services: Fire suppression, prevention, rescue and life safety, and emergency medical services

Main Office Address: 8041 Hwy 89, Meeks Bay CA 96142
Mailing Address: P.O. Box 5879, Tahoe City CA 96145
Phone No.: (530) 525-7548
Website: <https://www.meeksbayfire.com>

Fire Chief: ~~Michael Schwartz~~ Steve Leighton Email: ~~schwartz@ntfire.net~~ leighton@ntfire.net

Board of Directors	Position	Term of Office
Edward Miller	President	Dec. 2024
Korie Kromydas	Vice President	Dec. 2022
Jennifer Lemke Louie Fielding	Secretary/Treasurer Director	Dec. 2024
Vacant Bob Mills	Director	Dec. 2024
Vacant	Director	Dec. 2022

Meeting Schedule: Meetings are held on the 3rd Wednesday of every month at 3:30pm with the December meeting held on the 2nd Wednesday.
Meeting Location: 8041 Hwy 89, Meeks Bay, CA 96142 or virtually via GoToMeeting when necessary.

Area Served: 3,880 acres

Population: 2,576 permanent residents (estimated)
Staff: ~~1~~ MEK support staff, 126 FTE contracted positions with NTF
Gross Revenue: 2019/2020 – Budgeted \$1,801,901; Unaudited Actual \$1,607,443.46
 2020/2021 – Budgeted \$1,967,072

Principal LAFCO: El Dorado LAFCO
Other LAFCO: None

10.1.1. Agency Overview

The Meeks Bay Fire Protection District (MEK) is located along Lake Tahoe in the eastern portion of the County of El Dorado, on both sides of Highway 89, from Eagle Falls at Emerald Bay, north to the El Dorado/Placer County line. Within the District, Meeks Creek is a distinctive locational, geographic feature, at an elevation of 6,240 feet. The Meeks Bay Fire Protection District (MEK) is empowered to provide two public services: emergency medical services and fire suppression services. MEK delivers these services

Table 10-1: Geographic Summary of Fire Protection Services for MEK (as of December 2020)

	District Boundary Area (All Services)	SOI (Only)	Total Boundary and SOI
Total Acres	3,880.4	1863.89	5744.34
Square Miles	6	2.9	8.9
Number of Assessor Parcels	3,086	33	3,119
<i>Source: El Dorado County GIS Data, 2020</i>			

Of the 3,086 assessor parcels within the District, only 2,180 parcels are "billable" meaning that the additional 906 parcels include federal, state, and county properties of which the District is responsible for responding to and does not receive any tax revenue (LAFCO, 2020a).

10.2.4. Extra-Territorial Services

Since the MEK only provides service to areas within its boundaries through its contract with the North Tahoe Fire Protection District (NTF), MEK does not directly provide extra-territorial services. However, the NTF does participate in various mutual aid agreements, which may result in temporary services outside its boundary. These services are not considered to be Out-of-Agency Services as described in Government Code Section 56134 due to responses being under existing agreements.

10.3. District Governance and Accountability

This section describes how performance, accountability, transparency, and public engagement relate to the public's trust in local government. LAFCO is required by the CKH Act to make specific determinations regarding a municipality's government structure and accountability.

10.3.1. Government Structure

The MEK is a local government agency structured as an Independent Fire Protection District consistent with its Principal Act. The District has five elected Board Members who reside within the community. All registered voters who reside within the District boundaries are eligible to vote for and/or run for a seat on the District Board of Directors. The District Board's primary responsibilities are to manage the contract with the NTF and to host public meetings on District issues.

10.3.2. District Board

The District operates under the direction of the elected District Board. Each Board Member serves for a term of four years with two Board Member seats running two years apart from the remaining three seats. A new Board President is selected by the Board Members each year. The Board's By-Laws were originally adopted in 1982. The District's active committee is the Finance Committee, ~~which meets once per month, directly prior to regular Board meetings.~~ Directors Lemke-Fielding and Kromydas are members of the Finance Committee. The current Board of Directors members and their terms' expiration dates are shown in Table 10-2 below.

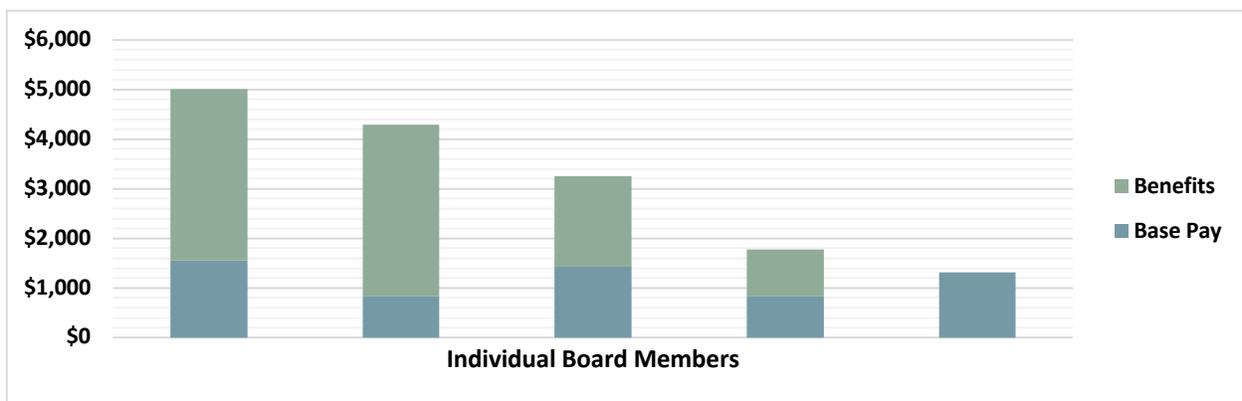
Table 10-2: Meeks Bay Fire Protection District Board of Directors

Person	Title	Term of Office
Edward Miller	President	Dec. 2024
Korie Kromydas	Vice President	Dec. 2022
Jennifer Lemke Louie Fielding	Secretary/Treasurer Director	Dec. 2024
Vacant Bob Millslagle	Director	Dec. 2024
Vacant	Director	Dec. 2022
Source: MEK, 2020e		

Several previous board members retired in 2019. Directors Jennifer Lemke and Korie Kromydas were all appointed to the position by the County Board of Supervisors in 2019. The District has seen a high level of turn over for Board members in the past three years. MEK has acknowledged that as an independent district, it has experienced some difficulty filling board vacancies. It is thought that perhaps board compensation issues might be a factor that could be adjusted to aid filling those vacancies (MEK, 2020c).

The District holds regular public meetings at 3:30 pm on the third Wednesday of each month, January through November, and the second Wednesday in December. The meetings usually occur at the MEK Fire Station No. 67 located at 8041 Hwy 89 (Emerald Bay Road), Meeks Bay, CA. (MEK, 2020a). Board members receive a small stipend for attendance at regular and special Board meetings as well as Board committee meetings. In the year 2017, the Board member stipend was an average of \$1,200 per member for the entire year (Transparent Calif, 2020). Board members do receive a health insurance benefit based on the length of service (Source: MEK Meeting Agenda for September 30, 2020 Item #6c). In the year 2017, Board members received a benefits package that ranged from \$941.52 to \$3,446.16 (Transparent Calif, 2020). Base pay and benefits for Board members in 2017 can be seen in Figure 10-2 below.

Figure 10-2: Base Pay and Benefits, MEK Board, 2017



In California, elected members of special district boards are required to comply with three laws regarding accountability and ethics including 1) the Political Reform Act; 2) Assembly Bill 1234 (Salinas, 2005), which requires ethics training; and 3) Government Code 53237 et. seq. which mandates sexual harassment

prevention training. A description of each of these three state laws is provided in Volume II - Chapter 1, Fire Agency MSR General Information.

Political Reform Act

Each district is required to have ethics and conflict of interest code/policies. MEK does have an adopted Ethics Policy, and it is posted on their website at: <https://www.meeksbayfire.com/code-of-ethics-policy>. MEK also has a Conflict-of-Interest policy, which is reviewed by the Board on a biennial basis and was most recently reaffirmed in July 2020. The conflict-of-interest policy is also available to the public on the District website. The Political Reform Act requires special district board members to disclose all personal economic interests by filing a "Statement of Economic Interests" with the Fair Political Practices Commission (FPPC). Information available from the FPPC indicates that Board members are complying with the Political Reform Act.

Assembly Bill 1234 (Salinas, 2005)

Local government officials are required to take ethics training every two years. Compliance with this law was assessed for each of the fire agencies studied in this MSR by asking staff for the dates and other documentation of training events. MEK's staff reports that ~~one board member~~ all board members ~~has~~ has ~~completed the required trainings in 2020, one completed training in 2021, and the other board member is still working on completion of training.~~ completed the required trainings in 2020, one completed training in 2021, and the other board member is still working on completion of training. Therefore, at this time, MEK's Board is ~~not~~ in compliance with AB 1234.

Government Code 53237 et. seq.

Special district board members must receive required sexual harassment prevention, two-hour training, every two years. Compliance with this law was assessed for each of the fire agencies studied in this MSR by asking staff for the dates and other documentation of training events. MEK's staff reports that ~~one board member has~~ all board members have ~~completed the required trainings in 2020, and the other two board members are still working on completion of training.~~ completed the required trainings in 2020, and the other two board members are still working on completion of training. Therefore, at this time, MEK's Board is ~~not~~ in compliance with Gov. Code 53237 et. seq.

10.3.3. Accountability and Transparency

Brown Act

The Brown Act is described in Volume II - Chapter 1, Fire Agency MSR General Information. All meetings of the District Board and committees are open to the public in accordance with the Brown Act. The agenda for each meeting includes a public comment period, and agendas are made available 72 hours before meetings. Agendas are posted at both district facilities: one in Tahoma and the other at Meeks Bay's main station. Public Hearings are noticed in the local newspaper, "Sierra Sun" (LAFCO, 2020a). The District retains legal counsel to ensure compliance with Brown Act and other legal requirements. Any written document that relates to an agenda item is available for public inspection at the same time the writing is distributed to the members of the Board of Directors. Written documents are made available at the District Office and on the District website at: <https://www.meeksbayfire.com/board-meetings>. Agendas

Policy, Brown Act Compliance Policy, Public Records Act Policy, and Conflict of Interest Policy displayed on the District's website at: <https://www.meeksbayfire.com/district-transparency>.

10.3.5. Staffing and Training

The National Fire Protection Association (NFPA) calls for a standard of four staff per engine and truck company (4-0) model (NFPA, 2020). A three staff per engine and truck company (3-0) model is acceptable as the minimum standard for this MSR/SOI Update as detailed in Volume II - Chapter 1, Fire Agency MSR General Information. Lower staffing levels leave the community vulnerable to low frequency, high-risk events, such as a working structure fire. MEK is staffed on ratio with two staff per engine and truck company (2-0) model. This staffing level is below the minimum standard practice. Table 10-3 lists the number of full-time equivalent (FTE) positions at the beginning of the fiscal year.

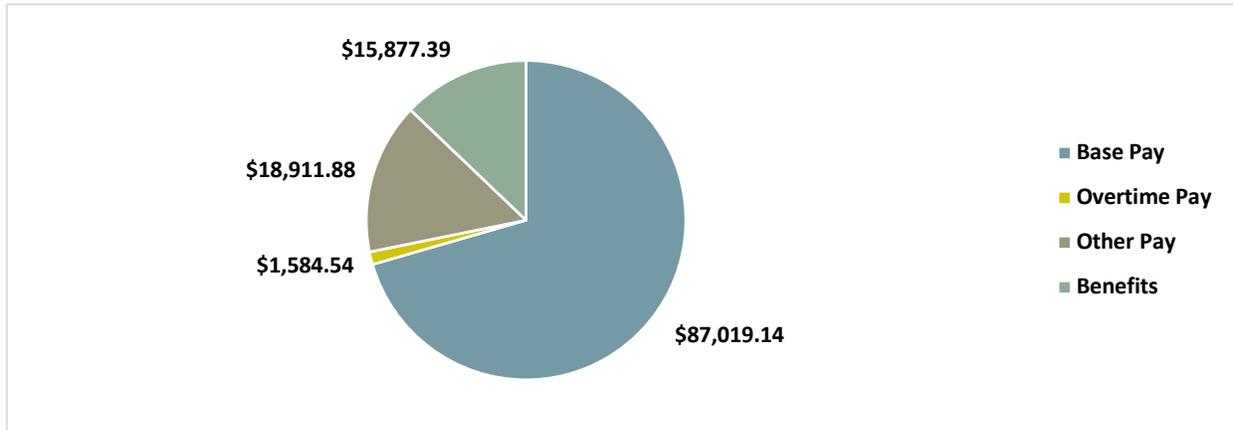
Table 10-3: Current Staffing Levels for the MEK by Type and Full-time Equivalent (FTE)

Position	FTE Count as of July 1, 2020
Fire Chief	1*
Battalion Chief	3*
Division Fire Chief	1*
Fire Marshall, Division	1*
Paid Firefighter	6+*
Firefighter/EMT	3*
Firefighter/Paramedic	3*
Training Officer/Battalion Chief	1*
Officer Support Staff, Business Manager	1
Other Administrative Support Staff	4*
<i>Source: LAFCO, 2020a</i>	
<i>*Indicates positions staffed by NTF under the contract agreement.</i>	

Through its contract with NTF, MEK pays the salaries for three captains, three paramedic firefighters, and one division chief. ~~Currently, the only employed position under MEK is the Officer Support Staff, Business Manager~~As of March 24, 2022, District employs no personnel. In Table 10-3 above, those positions noted with an asterisk symbol are employees of NTF and provide service to MEK through contract with NTF. The one fire station in the Meeks Bay boundary is staffed with a Captain/Driver Operator and a Firefighter/Paramedic. Given that MEK does not meet the NFPA staffing standard, MEK contracted staff acknowledges that adding a second firefighter and an engineer would provide adequate staffing for the values at risk (LAFCO, 2020a). Following Office Manager Crawford's anticipated retirement in late 2021, there will no longer be any Meeks Bay Fire employees (MEK, Dec 2020c). Combined, the MEK and the NTF have a total of 60-70 employees between the two Districts.

Salaries and other payments to staff were queried using the Transparent California database. The most recent data available is from the year 2017. In 2017, MEK had a one employee on the payroll as shown in Figure 10-3. Total benefits consist of the employer-paid cost of health, dental and vision medical insurance, plus retirement contributions (Transparent California, 2020).

Figure 10-3: Wages and Benefits, MEK Staff, 2017



Staffing for the MEK is augmented by its participation in a ‘boundary drop,’ mutual aid system that automatically deploys the closest available resource to respond to requests for aid from other fire agencies in the County of El Dorado (MEK 2020a). In addition, NTF and MEK participate in the Lake Tahoe Regional Chiefs’ Association. This Association provides regional cooperation in the form of automatic and mutual aid agreements between all fire agencies in the Lake Tahoe Basin as well as agencies within Carson Valley, [Washoe County, and Douglas County in Nevada](#). Although MEK does not meet the 3-0 staffing model standard, its agreement with the NTF and the Lake Tahoe Regional Chiefs’ Association helps it function as a mutual aid system partner.

The NTF Fire Chief serves both agencies. Per the terms of the Agreement for Fire Services Management and Related Services, the NTF Chief has designated a member of his executive staff to serve as Chief of MEK for daily operations and liaison to the MEK Board. (NTF and MEK, 2018a). Staffing coverage for emergency response uses career firefighters on 24-hour shifts. For an immediate response, no less than 13 personnel are on duty at all times (NTF/MEK, 2018a).

Training

The NTF Training Division sends out monthly training schedules to all crews. The training consists of a minimum of two hours of training per shift. Staff completes multi-company drills quarterly. The drills consist of multi-station training based on different topics. A bi-annual night drill is also conducted. Other specialized training for each year is as follows: RT 130, blood borne pathogens, CPR, Harassment training, Hazmat FRO, Shore zone rescue, SCBA quarterly drill, and river rescue training. Staff also takes part in instructing the regional fire academy and hosts a three-week Engineer’s academy annually. Internal staff leadership receives training from an outside instructor (LAFCO, 2020a).

Complaints

During the years 2018 and 2019, the District did not receive any complaints regarding its service (LAFCO, 2020a).

10.4. Growth and Population Forecasts

The growth and population projection for the affected area is a determination which LAFCO is required to describe, consistent with the MSR Guidelines from the Office of Planning and Research (OPR) as set forth in the CKH Act. This section provides information on the existing population and future growth projections for the MEK. Historical and anticipated population growth is a factor which affects service demand.

10.4.1. Existing Population

The permanent population of a district in the Lake Tahoe Region is a small fraction of the total population that a district serves due to the high number of vacation homes, campgrounds, and daytime visitors. The Lake Tahoe Region experiences a significant seasonal influx of visitors seeking recreational opportunities. Visitor populations can place additional burdens on service providers and create wide variations in peak demands for particular services. While visitors are present most of the year, it is in the winter months of December to March (ski season) that the greatest number visits the region (Placer LAFCO, 2018). Within MEK’s boundaries there are approximately 2,576 permanent residents as of 2020, as shown in Table 10-4 below. Detailed information regarding population demographics and socio-economic indicators in El Dorado County is provided in Volume I - Appendix A and Appendix B.

Table 10-4: MEK Existing Population (2020)

	Number of Registered Voters	Permanent Population (Estimated)	Overnight Visitor Population (Estimated)	Daytime Visitor Population
Meeks Bay Fire Protection District	590 ¹	2,576	2,577	7,000 ²

Notes: For purposes of this calculation, it is assumed that 50% of the homes within MEK’s boundaries are owner-occupied on a year-round basis. There are 3,086 parcels in MEK’s boundaries, with an average of 1.67 persons per parcel (GIS data, 2020)

Source:

¹LAFCO’s number of voters for MEK online at: https://www.edlafco.us/files/f03e36760/MeeksBayFire_2019.pdf

²El Dorado LAFCO, 2011

~~MEK-NTF~~ staff indicate that summer vacation season and winter ski season cause population spikes within the District boundaries. It should be noted that census tracts do not directly correspond with District boundaries; however, the data presented in Table 12-4, above, provides a close approximation to the existing population for the District.

assessments of each fire agency in the United States. The rating scale from best to worse is One (1) — Ten (10). There is a possible score of 105.5 points from the total of the four categories listed above. An agency needs a score of 90-105.5 to receive a PPC of Class 1. The Meeks Bay Fire Protection District received an ISO rating of 3/3Y (LAFCO, 2020a).

Emergency Medical Services

The North Tahoe Fire Protection District (NTF) provides Advanced Life Support Paramedics and ambulance transport to the North and West shores of Lake Tahoe from the Nevada State line to Emerald Bay in El Dorado County, including Alpine Meadows, and on the lake waters of Tahoe in cooperation with the United States Coast Guard. Approximately 78 percent of the emergency calls to the NTF contain a component of emergency medical services (EMS). The mission of the NTF EMS program is to be the leader in prehospital emergency medical services through well-trained personnel, rapidly providing excellent, cost effective care to all patients by utilizing appropriate equipment and technology. All of NTF's safety personnel are qualified to work as either a paramedic or EMT (emergency medical technician). This service is covered under the agreement between MEK and NTF. Depending on the situation, patients in an ambulance may be transported to Tahoe Forest Hospital in Truckee, Barton Memorial Hospital in South Lake Tahoe, or other health facilities.

The NTF runs five ambulances within its District and provides ambulance service to the MEK communities under contract with the County of El Dorado. Additionally, an advanced life support equipped fire engine responds under contract with County of El Dorado out of the MEK fire station. This contract is separate from the two JPAs that operate ambulances for all other areas of the County and ambulance service provided by NTF is not analyzed as part of this MSR/SOI Update. This contract is reflective of the geographical limitations that makes it difficult for emergency personnel to go through the Emerald Bay area. Two of NTF's stations have both engine and ambulance crews and are both fully staffed. All other NTF stations house either an engine company or ambulance crew. NTF ambulance conduct transfers for the Tahoe Forest Hospital on a rotational basis with the Truckee Fire Protection District on a rotating schedule (Chief Crawford, personal communication, October 2, 2020).

Calls for Service

According to CAL FIRE Grass Valley Emergency Command Center (ECC), the District responded to 748 unique incidents in 2019. Those incidents translated to 934 calls for service. A call for service refers to any apparatus or vehicle for the agency which responded to a unique incident, and each apparatus or vehicle is counted as one “call for service.” For MEK, this data analysis includes the ambulance Medic ~~61-67~~ (~~M61M67~~) that responds out of the District station. A breakdown of calls for service from 2010 to 2019 can be seen in Figure 10-5. The year 2019 represents the most calls for the District. Between 2010 and 2019, the District saw an increase of calls by approximately 300 percent (CAL FIRE Grass Valley ECC, 2020).

will discuss general mutual aid information for MEK. Agreements for mutual aid or any other appropriate agreements are not reviewed at set dates. The District is signatory to these agreements, not the implementor due to Joint Agreements with NTF as detailed below (LAFCO, 2020a).

Mutual Aid

MEK maintains several mutual aid agreements with regard to fire protection or emergency services. Specific aid agreements with surrounding fire agencies include North Tahoe Fire Protection District, Lake Valley Fire, Cal Fire, and U.S. Forest Service (USFS), including the Lake Tahoe Regional Fire Chiefs' Agreement, the CA Master Mutual Aid and Operational Agreements with State and Local Agencies (LAFCO, 2020a).

Automatic Aid

Automatic aid is a voluntary agreement between the fire districts. MEK maintains several automatic aid agreements with regard to fire protection or emergency services. Specific automatic aid agreements with surrounding fire agencies include North Tahoe Fire, Lake Valley Fire, Cal Fire, and USFS. There is also a Seven Party Boundary drop agreement. This agreement outlines the negotiated reimbursement terms and conditions for local fire agency responses through the California Fire Service and Rescue Emergency Mutual Aid system. It allows the state of California and federal fire agencies to utilize local government firefighting personnel and equipment to assist the state of California and federal agencies (LAFCO, 2020a).

Joint Agreement

A Joint Agreement manages situations where a District jointly owns or share fire protection services capital facilities or services with other agencies. MEK currently has two agreements with North Tahoe Fire Protection District (NTF). The first is an agreement between MEK and NTF for fire services management. The second is the employee unification agreement providing safety personnel and employee association unification between NTF and MEK. The entire staff for MEK is employed by NTF ~~with the exception of the Office Manager/Clerk of the Board~~ (LAFCO, 2020a; [Chief Leighton, personal communication, March 2022](#)). Although MEK receives services from NTF by contract, MEK does not offer any services to other districts (aside from mutual/automatic aid agreements) (LAFCO, 2020a).

When considering whether there are any areas the District currently serves for fire protection services that might be served more efficiently by another agency, staff noted that since its District is managed via contract with the NTF, that jurisdictional organizational options should be considered by MEK and LAFCO.

10.5.4. Dispatch

MEK contracts with CAL FIRE for the provision of fire department 9-1-1 emergency dispatch services through the Grass Valley Fire/Emergency Command Center (ECC). Under this agreement, CAL Fire is responsible for dispatching emergency resource units. The CAL FIRE Grass Valley ECC is staffed with a Battalion Chief, three or more Fire Captains, and Communications Operators to provide 24/7 year-round coverage. There is always an officer of Captain rank or higher to serve as the shift supervisor and command officer. CAL FIRE's integrated Computer Aided Dispatch system uses the latest technology to direct the closest available resources to all emergency incidents. Through the state's cost recovery program, MEK pays almost \$20k per year under the three-year term of the contract for a maximum total cost of \$59,344.

For wildland fires, the majority of the District is in an SRA, where CAL FIRE has responsibility for fires as shown in Figure 10-7 and Table 10-9. However, CAL FIRE has a "balance of efforts" agreement with the USFS for fire protection in the vicinity of the MEK. The USFS does not provide around the clock staffing and is not equipped to assist with calls related to interior structural fire protection, medical aid, hazardous materials incidents, and rescues. Consequently, when the USFS staff is not available, local firefighters become the primary responders for all wildfires in the general area. Also, MEK, through its contract with NTF, provides structural fire protection services to all USFS structures and all structures in the state parks – a function normally performed by CAL FIRE (LAFCO, 2020a).

10.5.7. Infrastructure

MEK maintains infrastructure to support its fire protection services. This infrastructure includes fire stations, fire trucks and other vehicles, water hoses, and other equipment. MEK owns two fire stations within the District including the buildings and the underlying land as listed in Table 10-10, below. These stations were recently renumbered as shown below.

Table 10-10: Fire Stations Detail

Current Station Number	Previous Station Number	Address	Staffing
67	61	8041 Hwy 89, Meeks Bay, CA	24/7/365
68	62	7164 7 th Avenue, Tahoma CA	Not staffed

Station 68 is used for vehicle and equipment storage. For daily operations, the NTF has a minimum of ~~16~~ **13** safety personnel, including one Battalion Chief, on shift for the entire NTF boundary and its partners including MEK, every single day. When an emergency call arises, the closest two stations are routed to the call (Chief Crawford, personal communication, October 2, 2020). MEK owns several fire engines and other vehicles as listed in Table 10-11, below.

Table 10-11: Apparatus and Light Vehicles, 2020

Equipment Type	Identifier	Year	Portable Equipment	Water Capacity
Type 1 Engine	M-1501	1999	Gas powered generator	1000
Type 1 Tender	M-1503	2003	Gas powered transfer pump and gas-powered generator	2600
Utility	M-1504	2000	N/A	N/A
Utility	M-1505	2002	N/A	N/A
Utility	M-1510	1999	Snowplow and 50-gal diesel jump tank	N/A
Type 1 Engine	M-1512	2017	ALS, Hurst E-hydraulic extrication tool set (cutter, spreader and ram), Ramfan battery operated PPV fan	750

Source: MEK 2020a

10.6.5. *Asset Maintenance and Replacement*

The District currently shares NTF's assets, which include eight leased vehicles. Without including NTF's engines, the District has: one M-1501 (1999) HME Type 1 Engine; one M-1512 (2017) KME Severe 4x4 Type 1 Engine; one M-1503 (2003) International Water Tender; a 2011 Chevrolet Tahoe; a 2000 Ford Expedition; a 2020 Dodge Pickup; a 1999 Ford Utility Plow Truck; a 2007 Freightliner; a 2007 Track Chipper Trailer; and a 2004 Rescue Trailer, 255XP Bandit Track Chipper (LAFCO, 2020a). None of these vehicles are currently financed. The District does not share in the cost for NTF's assets.

10.6.6. *Cost Avoidance*

The combined operation of MEK and NTF is designed to maximize available resources resulting in service enhancements to MEK. Through the interagency agreement, MEK benefits from paying a specific rate for services from NTF that covers the costs for a chief, three captains and three ~~medics~~ firefighter/paramedics including worker's compensation, medical and other costs. Though MEK pays for the costs of these seven personnel through the contract, the District enjoys support from the entire NTF staff. Firefighters that service MEK are employees of NTF. As a standalone agency, without the support of NTF, MEK would be unable to field a first alarm assignment for any of the identified alarm types.

The District also has an agreement for dispatch service from CALFIRE Grass Valley Dispatch Center for the FYs 2020-2023. Total cost for dispatch services will not exceed \$59,344 over the contract term. This is substantially lower than previous years.

10.6.7. *Financial Summary and Ability to Provide Services*

Based on the data presented above, the District is able to provide adequate service to the residents of MEK through the agreement with NTF. It has been recommended by Emergency Services Consulting International (ESCI) in a FY 2017/2018 Performance Review and Examination of Alternative Governance Models Report that both MEK and NTF would benefit from consolidation by annexing MEK into NTF. NTF and MEK for all intents and purposes (with the exception of governance and budgets) are operating as one agency (NTF and MEK, 2018a).

The April 5, 2014 and December 16, 2015 agreements between MEK and NTF have resulted in enhanced service to the MEK community, improved training and equipment, and a depth of resources not previously enjoyed. The prior agreements between the two Districts have produced significant cost savings through the reduction of duplicate command and administrative staff positions. MEK has an extremely low call volume, however the risk to life and assessed property valuation warrants a staffed station. Given the size, call volume, and budget of MEK, the possibility of the District remaining as a standalone entity does not seem to be justified.

Consultants performed a preliminary analysis with broad assumptions to project when expenses might outpace revenues. Revenues and expenses from audited financial reports and budgets for FY 2014/2015 to FY 2020/2021 were utilized to create an average increase of 3.3 percent in revenues and increase of 8.0 percent in expenses year over year. The average percent change in revenues per year did not factor out any large operating grants or contributions MEK may have received for certain years when compared to others. The average percent change in expenditures per year did not factor out any large, one-time

Indicator	Score	Determination
District boundaries contain sufficient land area to accommodate projected growth.	◆	The projected addition of 245 more people to the MEK by 2040 is possible as the District has undeveloped areas within existing boundaries that could potentially be available for residential development. Growth in the Tahoe Basin is slow due to land-use regulation by the TRPA; an average of 20-30 permits are reviewed annually for remodeling projects and new homes.
Government Structure and Accountability		
Do elected Board members submit required forms and receive required trainings as prescribed by the three state laws regarding accountability and ethics including: (1) the Political Reform Act; (2) Assembly Bill 1234 (Salinas, 2005); and (3) Government Code 53237 <i>et. seq.</i>	▼▲	MEK has a Conflict-of-Interest policy which is reviewed by the Board on a Biennial basis and was most recently reaffirmed in July 2020. Compliance with the Political Reform Act requirements for district board members to disclose all personal economic interests by filing a "Statement of Economic Interests" with the Fair Political Practices Commission (FPPC) was queried. Query results for the MEK found no complaints or cases, indicating that Board members are complying with the Political Reform Act. MEK is not in compliance with Assembly Bill 1234 (Salinas, 2005) or and Government Code 53237 due to multiple board members needing to complete training as of the creation of this report.
Does the agency's Website comply with the 2016 updates to the Brown Act described in Government Code §54954.2 and enacted by Assembly Bill 2257?	▲	Compliance with the 2016 updates to the Brown Act described in Government Code §54954.2 was evaluated in this MSR. MEK's website complies with the 2016 updates to the Brown Act.
Compliance with the Special District Transparency Act (SB 929 or California Government Code, §6270.6 and 53087.8) which requires special districts to have a functional website that lists contact information and contains financial statements, compensation reports, and other relevant public information.	▲	MEK actively maintains its website and lists all required information. Therefore, MEK complies with the Special District Transparency Act.
Terms of office and next election date are disclosed for District Board members, and committee appointments are online.	▲	Terms of office and the next election date are disclosed for District Board members as well as committee appointments.
Does the District work to inform and educate homeowners regarding fire safety and prevention consistent with General Plan Objective 6.2.5?	▲	District Board Members and contracted staff work to inform and educate homeowners regarding fire safety and prevention through the MEK website, Facebook page, community events, and personal communications.

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System (ICS) training with Fire Service Communications (FSC), Urban Search and Rescue (USAR), Swiftwater Rescue (SRT), Hazardous materials, emergency medical response, Wildland, EMT re-certification, Paramedic re-certification, CPR, First Aid, Leadership, Safety and much more annually. The types of training available range from specialized and academy, to classes (LAFCO, 2020a). PIO has informal arrangements for shared training, but no formal agreements (LAFCO, 2011).

Complaints

During the years 2018 and 2019, PIO received fewer than five complaints. After consultation, these complaints were determined to be unfounded due to rumor or poor information. All have been resolved. PIO’s complaints resolution process involves communication both in person and via phone. It is often found that most complaints are not directly related to PIO, but rather are concerning other agencies or groups (LAFCO, 2020a).

Addendum – New Information from PIO

The Fire Chief informed consultants that it is impossible for the District to meet NFPA 1710 and 1720 standards for staffing. The District has only six personnel (two personnel on the engine company per day), two part-time administrative staff, and two part-time clerical staff (Chief Whitt, personal communication, April 2022).

12.4 Growth and Population Forecasts

The growth and population projections for the affected area are a determinations which LAFCO is required to describe, consistent with the MSR Guidelines from the Office of Planning & Research (OPR) as set forth in the CKH Act. This section provides information on the existing population and future growth projections for Pioneer Fire Protection District. Historical and anticipated population growth is a factor which affects service demand.

12.4.1 Existing Population

There are approximately 8,843 permanent residents within the District boundaries as of 2020, as shown in ~~Table 12-4~~ Table 12-4, based on the number of parcels in the District and the average number of persons per parcel of 1.67. The U.S. Census provides population estimates for communities. Detailed information regarding population demographics and socio-economic indicators in El Dorado County is provided in Volume I - Appendix A and Appendix B.

Table 12-4: PIO Existing Population (2020)

	Population existing boundary area only ^{1, 2, 3}	Population in SOI area only ^{1, 2, 3}	No. of Registered Voters ⁴
Pioneer Fire Protection District	8,834	95	3,195

Sources:

1: California Department of Finance. May 2020. E-2. California County Population Estimates a Components of Change by Year – July 1, 2000-2010. Sacramento, California.

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13.5.9 Cost Avoidance and Facilities Sharing

Over the past several years, RES has taken specific actions to save money, lower expenses, and improve services at the same costs. For example, the District entered into a Shared Services Agreement with the El Dorado Hills Fire Department. This Agreement allowed RES to access the infrastructure and staffing support of EDH. Today, RES receives the following services as part of this Agreement: Fire Chief, Administrative support, Finance Director, Human Resources Director, Fire Marshal, Duty Battalion Chiefs, Backup Chief Officer coverage, and legal services support. This Agreement has provided for cost savings, but has not provided for a more efficient service in that two separate systems must still be maintained. A full annexation would eliminate this duplication, creating more efficiency. The Rescue Professional Firefighters' Association has also agreed to a contract extension with no raises in an effort to assist with the impact on the budget (LAFCO, 2020a). This Shared Services Agreement was extended in 2019 for five additional years, at which time the decision to continue will be reevaluated.

Jurisdictional Reorganization

Given the financial constraints facing RES, it is important for the District to consider functional or structural reorganizations that may benefit local taxpayers or improve the provision of fire protection services locally. The RES is in the process of exploring annexation into EDH. A Feasibility Study and Proposal for Annexation was completed in April of 2019 to provide a comprehensive evaluation of both agencies, the communities served, fire service best practices, and long-term sustainability. The study found that annexation will maximize the efficient utilization of resources and ensure the highest possible level of emergency response services to the citizens of both Rescue and El Dorado Hills, now and well into the future (EDH, 2019a). At the time of this document being submitted, both Boards have authorized the Fire Chief to file a Notice of Intent with LAFCO. A full annexation into the El Dorado Hills Fire Department will stabilize and increase the level of service within the Rescue Community. This annexation will also add capability and depth of resources (LAFCO, 2020a).

Addendum – New Information from RES/EDH: Consultants and LAFCO staff were informed by the EDH Fire Chief on April 11, 2022 that the EDH Board of Directors held a special meeting on April 4, 2022. The Board voted to take three actions :

1. Rescind the Letter of Intent to Annex;
2. Notify RES of EDH's intent to terminate the Shared Services Agreement; and
3. Meet with the RES Board of Directors to discuss the terms of a Transitional Services Agreement.

The review conducted by consultants of Rescue Fire Protection District, as outlined in the MSR Chapter for the District, was based on the proposed annexation with EDH and the prior shared services agreement between the two agencies. As a result of this new information, consultants recommend that LAFCO conduct a Municipal Service Review of RES within 3 years of this report. In addition, based on the Feasibility Study and Proposal for Annexation completed in 2019, consultants recommend that the Commission approve the proposed SOI changes for both EDH and RES as detailed within this report to codify a future annexation between these two agencies.

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were for medical at 13,404 calls for service (CAL FIRE Camino ECC, 2020). A breakdown in call types for 2019 can be seen in Table 15-14 below.

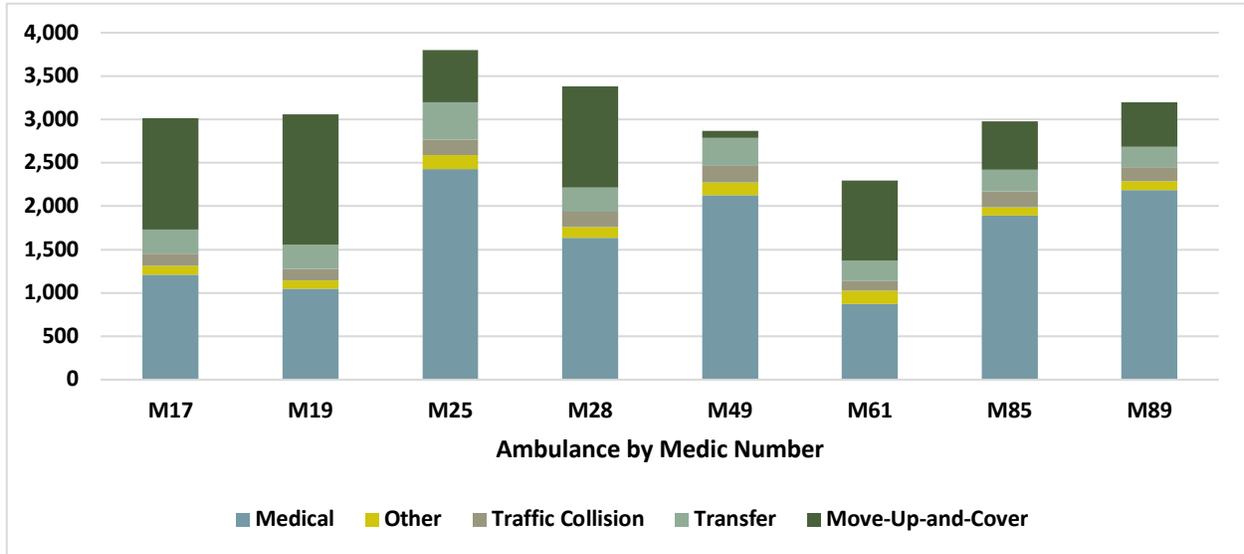
Table 15-14: CSA 7 - Ambulance Incidents by Identifier by Type, 2019

Incident Type	M17	M19	M25	M28	M49	M61	M85	M89	Total
Aircraft Down	1	0	1	0	0	0	0	1	3
Assistance	16	10	42	14	24	33	16	20	175
Extrication	13	15	11	16	17	7	7	5	91
Fire	57	55	97	77	97	72	71	75	601
Hazard	1	5	2	4	1	31	0	0	44
Medical	1,214	1,052	2,429	1,638	2,126	870	1,892	2,183	13,404
Other	1	1	1	2	4	5	1	3	18
Rescue	3	4	3	4	1	4	1	0	20
Traffic Collision	143	135	173	179	192	110	182	161	1,275
Transfer	275	274	434	275	325	237	250	236	2,306
Water Rescue	4	2	4	5	2	2	2	0	21
Move-up-and-cover	1,285	1,504	600	1,169	78	922	556	514	6,628
Total	3,013	3,057	3,797	3,383	2,867	2,293	2,978	3,198	24,586

Source: CAL FIRE Camino ECC, 2020

The majority of calls for service for all ambulances were medical (75 percent), followed by medical transfers (13 percent) in 2019. The next highest calls for service were for traffic collisions (7 percent). Ambulance M25 conducted the most transfers; however, transfers appear to be fairly evenly spaced between all medical units. Ambulance M61 conducted the least transfers in 2019, with 184 less transfers than M25. **Error! Reference source not found.** shows a breakdown in total calls by ambulance by medical calls, transfers, traffic collision, and combines the other types into an “other” category (CAL FIRE Camino ECC, 2020).

Figure 15-6: CSA 7 - Ambulance Calls for Service by Medic Number by Type, 2019



Ambulance M25 completed the majority of the calls for 2019 at 3,197 incidents followed by ambulance’s M49, M89 and M85. These four ambulances combined made up 61 percent of all calls in 2019, or 4,226 more calls than the remaining four ambulances. Ambulance M25 is centrally located within CSA 7 in the City of Placerville and is stationed with El Dorado County Fire Protection District (ECF). Ambulance M89 is located in the Cameron Park area and is stationed with the Cameron Park Community Services District (CAM), ambulance M85 is located in El Dorado Hills and is stationed with El Dorado Hills County Water District (EDH), and ambulance M49 is located in Diamond Springs and is stationed with Diamond Springs/El Dorado Fire Protection District (DSP). These four ambulances are located in the largest population centers within CSA 7. Ambulance M61 responded to the lowest number of calls in 2019 and is stationed at Georgetown with the Georgetown Fire Protection District (GEO) (CAL FIRE Camino ECC, 2020). **Move-up-and-covers represent the second highest call type (27 percent of calls) with M17, M19, and M28 completing the highest number of move-up-and-covers.**

Response Time

El Dorado County’s General Plan (2004 as amended through 2019) Public Services and Utilities Element has several policies related to goals for average response time. The West Slope JPA ambulances are required, through contract with the County of El Dorado, to meet the following response time standards as detailed in Table 15-15.

Table 15-15: West Slope JPA Maximum Response Times Per Contract in Minutes

Response Area	Population per Square Mile	Time (in Minutes)	Compliance Percentage
Urban	1,000 or greater	11:00	90%
Semi-Rural	100 to 999	16:00	90%
Rural	10 to 99	24:00	90%
Wilderness	Less than 10	90:00	90%

Source: County of El Dorado, 2018

Other Industry Standards

In general, other industry standards applicable to the CSAs are established by the Emergency Medical Services Agency for the County of El Dorado, National Fire Protection Association (NFPA), Commission on Accreditation of Ambulance Services (CAAS), Cal OSHA, and other County ordinances. All of these agencies, as well as many others, directly and/or indirectly affect the type of services, the quality and development of those services, expansion, reliability, facility design, and construction and environmental issues that the fire agencies provides as it relates to ambulance service.

15.4.6 Infrastructure

As an administrative function for the collection of revenues, the CSAs do not maintain infrastructure to support ambulance services in the County.

15.4.7 Infrastructure Needs and Deficiencies

Through interviews with the various fire chiefs throughout the County, consultants were told of the need for an additional ambulance on the West Slope to help offset the high volume of calls experienced by the four ambulances along the US Highway 50 Corridor. It was suggested that the lowest call volume ambulance (Medic 61) be pulled into the US Highway 50 Corridor area during peak call times to alleviate some of the stress to the system that the other four ambulances (Medics 25, 49, 85, and 89) experience; or that another ambulance (possibly a reserve ambulance) be added to the West Slope JPA contract to assist this area during peak call times.

As mentioned in Section 15.4.5 above, these four ambulances combine made up 62 percent of all calls in 2019, or 4,226 more calls than the remaining four ambulances. However, all ambulances for the West Slope continue to maintain required response times. Due to the high volume of calls, staff for these ambulances may be overworked, which could lead to some disruption in the quality of care. The West Slope JPA could consider adding a part-time ambulance to the area to assist these four ambulances during peak call times, alleviating some of the burden carried by paramedic staff for ambulances M25, M49, M85, and M89. As confirmed by County staff, the contract for ambulance services does not specify how many ambulances the JPA must keep in service. It only specifies response times. It is the JPA's responsibility to maintain enough in-service ambulances to meet contractual response time requirements (County staff, personal communication, November 2021). ~~Recommendation: Consultants recommend an update to the 2010 Fire and Emergency Services Study review ambulance activity during peak call times to assess the need for a reserve ambulance.~~

Recommendation: Consultants recommend an update to the 2010 Fire and Emergency Services Study review ambulance activity during peak call times to assess the need for a reserve ambulance. Also, an extensive review of response and transport data should occur. Consultants understand that the West Slope JPA has contracted for a strategic review and the development of a strategic plan, which is currently in progress.

- One (1) percent have assessments between \$25 and \$100; and
- Less than one (1) percent are assessed over \$100.

(Source: EDC staff, personal correspondence, May 5, 2021)

A larger portion of revenue comes from “Ambulance Fees” which accounts for approximately 77 percent of the revenue budget. This revenue includes a fee schedule for standby services. In FY 2019/2020 the CSA had an additional \$185,166 in Miscellaneous Revenue. This line item consists of the allocation of prior year Ground Emergency Medical Transport funding, which was previously held by a County special revenue fund, to the CSA.

Expenditures

CSA 3’s largest expenditure is Ambulance Services which account for between 90 and 93 percent of all Expenditures. This expenditure is the contract that the CSA has with the Cal Tahoe JPA for ambulance services and is set to expire in 2036. The County has already opened Request for Proposal No. 21-990-036 to request proposals for emergency ambulance services in CSA 3. The Ambulance Services expenditure increased by 37 percent between FY 2017/2018 and FY 2018/2019 and is expected to increase another 16 percent from FY 2019/2020 to FY 2020/2021. The current contract with Cal Tahoe JPA is a fixed contract. According to County staff, the expected 16 percent budgeted increase is based primarily on two factors: 1) two months of the prior year were under the old contract, at a lower rate; and 2) the budget accounted for a possible inflation factor of 3.0 percent. The actual inflation factor was 0.2 percent, and therefore actual costs will be under budget (EDC Staff, personal communication August, 2021).

15.5.3 CSA 7 Revenues and Expenditures

The largest revenue source for CSA 7 is “Ambulance Fees” which accounts for 55 to 60 percent of the revenue budget and has remained rather consistent year over year. The largest expenditure is identified as “WS JPA Base Funding with Capital Assets.” A breakdown in revenues and expenditures for the CSA can be seen in Figure 15-8. A breakdown of revenues and expenditures is also available in table format in Volume I - Appendix A, Financial Tables by Agency.

Revenues

CSA 7’s primary source of revenue is “Ambulance Fees” which is made up of payments from medical insurance providers, government payers (eg., Medicare, Medicaid, Veterans Affairs, etc.), and self-pay patients. Patients are billed pursuant to an adopted rate schedule for ambulance services. Additional sources of revenue include Property Taxes and a Fire/EMS Special Tax (passed November 1997) for Ambulance Services on the West Slope (EDC, 2020). This Special Tax ranges from \$3 to over \$6,000 per parcel or unit type. The approximate breakdown of this special tax for parcels is as follows:

- under \$25 for two (2) percent of parcels;
- \$25 for 94 percent of parcels;
- Between \$26 and \$99 for three (3) to five (5) percent of parcels; and
- Over \$100 for one (1) percent of parcels.

(Source: CAO staff, personal correspondence, May 5, 2021)

Unit types include per bed in a hospital/skilled nursing facility, per guest room in motels and hotels, and per store in commercial/retail uses. A breakdown of the tax rate schedule can be found in EDC Resolution No. 172-97. This Special Tax allowed CSA 7 to fund additional ambulances throughout the West Slope (West Slope JPA, 2017). Property taxes make up another significant portion of revenue, approximately 25 percent annually. In FY 2019/2020 a Fund Balance (Transfer In) in the amount of \$608,083 was made. The Fund Balance (Transfer In) revenue consists of an allocation of prior year Ground Emergency Medical Transport funding, which was previously held by a County special revenue fund, to the CSA (EDC staff, personal communication, August 2021).

Expenditures

CSA 7’s primary expenditures are identified as “WS JPA Base Funding with Capital Assets” in documents provided by the CAO’s office and make up 91 to 95 percent of total expenditures between FY 2017/2018 and FY 2020/2021. “West Slope JPA Funding with Capital Asse

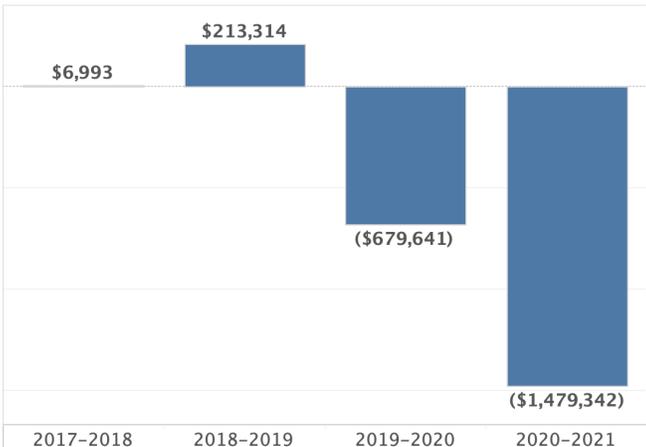
ts” represents all payments to the El Dorado County Emergency Services Authority JPA for ambulance services. The “WS JPA Base Funding with Capital Assets” expenditure increased by two (2) percent between FY 2017/2018 and FY 2018/2019 and is expected to increase another five (5) percent from FY 2019/2020 to FY 2020/2021. The budgeted increase reflects the budget anticipating an inflation factor of 3 percent. The actual inflation factor was 0.9 percent. Additionally, the standby and disaster services are budgeted each year, but typically are not incurred. Therefore, an actual to budget comparison will show an increase (EDC Staff, personal communication, August 2021).

15.5.4 Revenues (Over/Under) Expenditures

CSA 3

CSA 3 operated with revenues exceeding expenditures in FY 2017/2018 by \$6,993 and by \$213,314 in FY 2018/2019. Net Revenues over/under Expenditures can be seen in Figure 15-9 below.

Figure 15-9: CSA 3 - Revenues (under/over) Expenditures



Public Services and Infrastructure

- CSA 7 ambulance and emergency medical functions are administered through the County of El Dorado Chief Administrative Office (EDCCAO). The standards for emergency medical care are set by the County of El Dorado Emergency Medical Services Agency (EDCEMSA). The CSA has agreements for the operation and staffing of ambulances with the West Slope JPA. The JPA in turn disburse budget appropriations to the fire agencies that operate the medic units and pay for and manage emergency services employees.
- The West Slope JPA operates eight ambulances in total through contract with CSA 7.
- The current contract between the County of El Dorado and the West Slope JPA outlines a detailed scope of services for staff and equipment of ambulances to meet Advanced Life Support levels which includes response time requirements; number and type of minimum staffing levels for each ambulance; training requirements; quality assurance activities; vehicle, equipment, and supply requirements; vehicle and equipment maintenance and repair requirements; as well as other reporting requirements and policies (EDC, 2018).
- Contract parameters ensure necessary vehicle, staffing, and equipment levels for each agency operating ambulances for the JPA. Contracts are managed by the County of El Dorado Emergency Medical Services Agency.
- In the year 2019, the West Slope JPA met the response time requirements per response area at least 90% of the time for all twelve months. There were 482 exception reports filed, with 192 of those accepted during this period.
- Through interviews with the various fire chiefs throughout the County, consultants were told of the need for an additional ambulance on the West Slope to help offset the high volume of calls experienced by the four ambulances along the US Highway 50 Corridor. It was suggested that the lowest call volume ambulance (Medic 61) be pulled into the US Highway 50 Corridor area during peak call times to alleviate some of the stress to the system that the other four ambulances (Medics 25, 49, 85, and 89) experience, or that another ambulance (possibly a reserve ambulance) be added to assist this area during peak call times. **Recommendation:** Consultants recommend an update to the 2010 Fire and Emergency Services Study review ambulance activity during peak call times to assess the need for a reserve ambulance. Also, an extensive review of response and transport data should occur. Consultants understand that the West Slope JPA has contracted for a strategic review and the development of a strategic plan, which is currently in progress.
- Four ambulances (Medics 25, 49, 85, and 89) combined responded to 62 percent of all calls in 2019, or 4,226 more calls than the remaining four ambulances. However, ambulances for the West Slope continue to maintain required response times. Due to the high volume of calls, staff for these ambulances may be overworked which can lead to some disruption in the quality of care. The West Slope JPA could consider adding a reserve ambulance to the area to assist these four ambulances during peak call times, alleviating some of the burden carried by paramedic staff for ambulances M25, M49, M85, and M89.
- Per the contract with the County of El Dorado, ambulances may be staffed with a minimum staffing level of no less than one (1) EMT and one (1) paramedic. In many cases, the fire agencies that are transporting agencies are choosing to staff both positions with each ambulance as