

EL DORADO LAFCO

LOCAL AGENCY FORMATION COMMISSION

COUNTYWIDE FIRE SUPPRESSION AND EMERGENCY SERVICES

MUNICIPAL SERVICES REVIEW

Adopted: August 23, 2006

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I EXECUTIVE SUMMARY

State mandates enacted in 2000 establish requirements for a Local Agency Formation Commission to conduct comprehensive reviews of all municipal services in its County. This Service Review is for all fire suppression and emergency medical service providers in El Dorado County. The MSR complies with all guidelines adopted by the Governor's Office of Planning and Research. It will be available to other agencies and to the public and will serve as a basis for consideration of future sphere of influence determinations and government reorganizations.

The information contained in this document does not explicitly plan for future upgrades of apparatus, personnel or equipment used in fire suppression or emergency services at the agency level, nor will any action or change in services result directly as a result of LAFCO's adoption of the document. This Service Review provides a description of existing fire suppression and emergency services in the County and is inherently retrospective, taking a "snapshot" of existing conditions. However, this document will be used as a guide for future decisions by LAFCO in determining an agency's ability to provide services. In other words, as noted in the paragraph above, the study will be the basis for future sphere of influence determinations and government reorganizations.

The service review and LAFCO's adoption of a resolution making determinations are categorically exempt from the California Environmental Quality Act (Class 6, §15306). In undertaking this service review and making determinations, LAFCO considered its responsibilities under federal and state civil rights and environmental justice laws.

The structure of this review is as follows: Sections II and III provide the necessary background (legislative, demographic and physical) and the methodology for the review. Section IV defines fire suppression and emergency services considered in the study. Each provider of these services is described in Section V. The 14 agencies described in detail in the study area are the focus of the analysis and determinations contained in Section IX.

For each of the nine categories of required determinations, staff has prepared recommended determinations. The determinations recognize the following: unique land use and planning conditions, government organization and fiscal circumstance that affect the provision of services, effects of rapid demographic changes and growth, communities with different and similar service needs, and efforts to enhance service and impediments to doing so.

II BACKGROUND

A. Legislative Framework

In 1997, the State Legislature established the Commission on Local Governance for the 21st Century (CLG). The CLG was tasked with assessing governance issues and making recommendations, directing special attention to the Cortese-Knox Local Government Reorganization Act of 1985, the 57 Local Agency Formation Commissions governed by the Act and citizen participation in local government. CLG members included a broad spectrum of constituent groups and perspectives including counties, cities, special districts, educators, industry and elected officials.

The CLG determined that LAFCOs needed more specific information in order to make informed decisions on projects that came before them. It was recommended that LAFCOs be required to collect and review the information necessary to guide decisions before specific proposals were made. The CLG concluded that this information was necessary for LAFCOs to encourage orderly growth and to provide planned, well-ordered, efficient urban development patterns and to advantageously provide for the present and future needs of each county and its communities. Specifically, the CLG recommended that information on public service capacity and issues be gathered through periodic service reviews. These service reviews would ultimately constitute a statewide body of knowledge that could be used to resolve California's growth-related public service issues. Based on these recommendations, the State Legislature enacted Government Code §56430 as part of the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (CKH), which became effective on January 1, 2001.

Section 56430 of the CKH Act, in part, states as follows:

- (a) In order to prepare and to update spheres of influence in accordance with Section 56425, the commission shall conduct a service review of the municipal services provided in the county or other appropriate area designated by the commission. The commission shall include in the area designated for service review the county, the region, the sub-region, or any other geographic area as is appropriate for an analysis of the service or services to be reviewed, and shall prepare a written statement of its determinations with respect to each of the following:
 - (1) Infrastructure needs or deficiencies.
 - (2) Growth and population projections for the affected area.
 - (3) Financing constraints and opportunities.
 - (4) Cost avoidance opportunities.
 - (5) Opportunities for rate restructuring.

- (6) Opportunities for shared facilities.
 - (7) Government structure options, including advantages and disadvantages of consolidation or reorganization of service providers.
 - (8) Evaluation of management efficiencies.
 - (9) Local accountability and governance.
- (b) In conducting a service review, the commission shall comprehensively review all of the agencies that provide the identified service or services within the designated geographic area.
- (c) The commission shall conduct a service review before, or in conjunction with, but no later than the time it is considering an action to establish a sphere of influence in accordance with Section 56425 or Section 56426.5 or to update a sphere of influence pursuant to Section 56425.

In addition, several sections of CKH empower LAFCOs to obtain information for service reviews:

- Section 56378 authorizes LAFCOs to initiate and make studies of existing governmental agencies. “In conducting those studies, the commission may ask for land use information, studies, and plans of cities, counties, districts, including school districts, community college districts, and regional agencies and state agencies and departments. (Those agencies) shall comply with the request of the commission for that information...”
- Section 56846 states, “Every officer of any affected county, affected city, or affected district shall make available to a reorganization committee any records, reports, maps, data, or other documents which in any way affect or pertain to the committee’s study, report, and recommendation and shall confer with the committee concerning the problems and affairs of the county, city, or district.”
- Section 56844 authorizes the Commission to undertake a study or report in place of a reorganization committee, thereby transferring those access rights.

B. Relationship Between Spheres of Influence and Service Reviews

The CKH Act requires LAFCOs to develop and determine the sphere of influence (SOI) for each applicable local governmental agency that provides services or facilities related to development. Government Code §56076 defines a SOI as “a plan for the probable physical boundaries and service area of a local agency.” Service reviews must be completed prior to the establishment or update of SOIs (§56430(a)). Spheres of influence must be

reviewed and updated, as necessary, not less than once every five years (§56425). El Dorado LAFCO's policies already contain the update requirement (Policy 4.2).

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

The subject service review is being conducted in response to, and anticipation of, proposals to amend the spheres of influence for all agencies that provide fire protection and emergency services within the County of El Dorado.

C. Service Review Guidelines

The Governor's Office of Planning and Research (OPR) was directed by statute (§56430) to prepare guidelines to assist LAFCOs in complying with the new service review requirements. In that regard, the final *Local Agency Formation Commission Municipal Service Review Guidelines* was released in August 2003. OPR's intent in developing these guidelines was "to provide a structure to assist LAFCOs to carry out their statutory responsibility of promoting orderly growth and development, preserving the state's finite open space and agricultural land resources, and working to ensure that high quality public services are provided to all California residents in the most cost effective and efficient manner." These guidelines were utilized in the preparation of this service review document.

The guidelines identify several possible goals and objectives for municipal service reviews to be achieved through written determinations in the nine required areas. These goals and objectives are as follows:

- Promote orderly growth and development in appropriate areas with consideration of service feasibility, service costs that affect housing affordability and preservation of open space, important agricultural land and finite natural resources.
- Encourage infill development and direct growth to areas planned for growth in general plans.
- Learn about service issues and needs.
- Plan for provision of high quality infrastructure needed to support healthy growth.
- Provide tools to support regional perspectives or planning that address regional, cross-county or statewide issues and processes.

- Develop a structure for dialogue among agencies that provide services.
- Develop a support network for smaller or ill-funded districts that provide valuable services.
- Provide backbone information for service provider directories or inventory reference documents for counties that do not have them.
- Develop strategies to avoid unnecessary costs, eliminate waste and improve public service provision.
- Provide ideas about opportunities to streamline service provision through use of shared facilities, approval of different or modified government structures, joint service agreements, or integrated land use planning and service delivery programs.
- Promote shared resource acquisition, insurance policies, joint funding requests or strategies.

The guidelines emphasize that “LAFCOs may need to modify these recommendations to reflect local conditions, circumstances and types of services that are being reviewed.” To that end, El Dorado LAFCO also utilized its own set of policies for service reviews (Policy 5 et seq.), which incorporate the goals and objectives listed above.

III STUDY METHODOLOGY

D. Selection

Faced with a state mandate to complete service reviews, El Dorado LAFCO held a workshop at its January 23, 2002 meeting. Staff presented background material on the scope of and need for these studies. Prioritization of these studies was suggested by staff based on the following criteria:

- § Spheres of influence are substantially deficient.
- § Services are provided by agencies affected by pending applications.
- § Services are deteriorating; there is an anticipated inability to provide services; there are identified adverse public health or environmental issues or studies in process.
- § Service reviews have been requested.
- § All or partial funding is available from outside agency resources.
- § Reviews are less complex and may be completed with minimal technical analysis.

In the adopted work plan and budget for 2004-05, the Commission identified the need to complete the MSR for fire and emergency services. At the time the Commission was considering its work plan, several individual fire protection agencies had inquired about the options for government reorganizations. For example, separate discussions were occurring between Rescue FPD and El Dorado Hills County Water District and between Lake Valley FPD and the City of South Lake Tahoe about possible reorganizations of their service boundaries.

E. Study Area

The study area for this service review contains all of El Dorado County (refer to Map 1). The study area was selected in consultation with the El Dorado County Fire Chiefs' Association and its MSR subcommittee. Significant interrelationships exist among these service providers within the county, including mutual and automatic aid agreements, shared training programs, joint grant programs, etc. These interrelationships span geographic sub-regions and unify many aspects of fire service within the county.

F. Subject Agencies

A total of 14 local government agencies directly provide fire protection and emergency services within El Dorado County. These agencies are the principal subject of the study. Pursuant to the OPR Guidelines, the study also includes several other local government entities, State and Federal

agencies (California Department of Forestry, United States Forest Service) and related community-based organizations.

The local agencies which are the principal subject of this study include (refer to Map 2):

- City of South Lake Tahoe
- Diamond Springs/El Dorado Fire Protection District
- El Dorado County Fire Protection District
- El Dorado Hills County Water District
- Fallen Leaf Lake Community Services District
- Garden Valley Fire Protection District
- Georgetown Fire Protection District
- Lake Valley Fire Protection District
- Latrobe Fire Protection District
- Meeks Bay Fire Protection District
- Mosquito Fire Protection District
- Pioneer Fire Protection District
- Rescue Fire Protection District
- Cameron Park Community Services District

G. Goals of the MSR

In addition to the potential uses identified in the OPR guidelines, El Dorado LAFCO will use the municipal service review information to:

- Adopt legally valid spheres of influence for each of the 14 direct providers of fire and emergency services and review/reaffirm the spheres of influence for County Service Areas #3 and #7.
- Provide substantial analysis and information necessary for the consideration of potential consolidation or other major reorganization efforts which may be considered in the future by fire and emergency service providers.
- Provide substantial analysis and information to support informed decisions regarding annexations and/or reorganization applications which will be submitted to LAFCO in the future.

H. Agency and Public Participation

Following initiation of the study, the Fire Chiefs' Association appointed a subcommittee to assist LAFCO by defining the scope and nature of the study and goals as listed above. Collaboration with the subcommittee was instrumental in assisting LAFCO staff in the study effort. LAFCO staff used a research questionnaire for gathering information and documentation from each agency. Interviews were conducted with the staff and chief of each

agency. Staff then prepared draft descriptions of the individual agencies and circulated those sections to each agency for their technical and administrative review. Their additional information and edits were compiled into the public review draft service review. Information was gathered from many sources, through interviews, comments, county staff and information sources and other supporting documents.

An administrative draft of this report was sent to all of the fire chiefs and to the administrators of related agencies on July 8, 2006. A public review draft was presented to the Commission at a public hearing on June 28, 2006. The public review period will begin from that point forward for 21 days, during which the Commission may adopt the final document at their July 26, 2006 meeting. A copy of this draft was also distributed to the all applicable cities and special districts and posted on the El Dorado LAFCO website. Other affected agencies and project proponents were notified by e-mail of the document's availability. The Commission will take into consideration any written comments received during the 21-day public review period and oral comments received at the hearing before adopting determinations for the final service review.

El Dorado LAFCO staff worked diligently to compile and verify information for this report from numerous sources. Because of the nature of their business, agency representatives were oftentimes pressed for time, especially during the summer fire season. Consequently, many had to find room in their schedules to gather information for the questionnaires or to search for records that were either difficult to find or that may have been lost over time. Despite these challenges, LAFCO staff would like to recognize the exceptional cooperation received from the participating agency staff members, especially the time and effort provided by the fire chiefs themselves and their top staff. Many times fire chiefs provided information with a very quick turnaround or offered assistance that was invaluable to the new LAFCO staff. Without such support, cooperation and assistance, the study would have been more difficult to prepare and much less informative.

IV INTRODUCTION TO FIRE PROTECTION AND EMERGENCY SERVICES

Background: State Law and Governing Statutes

Enabling statutes established in State law give a variety of agencies the power to provide fire protection services and/or ambulance services. Fire protection districts, community services districts, recreation and park districts, and county service areas are authorized to provide both (structural) fire protection and ambulance services. County water districts, municipal water districts and public utility districts are authorized to provide fire protection services. Health care districts are authorized to provide ambulance services. Cities provide a variety of public services including fire protection and ambulance.

In El Dorado County, the following types of local agencies directly provide the services included in this report:

- Fire protection districts (FPDs) are formed under Sections 13800-13970 of the Health & Safety Code and may provide the following services: fire protection, rescue, emergency medical, hazardous material emergency response and ambulance services.
- Community services districts (CSDs) are formed under Sections 61000-61934 of the Government Code and are authorized to provide services which include water, sewer, solid waste disposal, fire protection, parks and recreation, street lighting, mosquito abatement, police, library, street improvement, ambulance, airport and public transportation.
- County water districts (CWDs) are formed under Sections 30000-33900 of the Water Code and may provide water, electric power (in connection with water conservation), sewer, drainage, land reclamation, fire protection and recreation services connected to the use of water.

In addition, numerous supporting governmental agencies and non-governmental entities support fire protection and suppression and emergency services within the county. These agencies and organizations are also discussed in the report; although, only County Service Areas #3 and #7 have boundaries and spheres of influence which are regulated by LAFCO.

Background: Types of Services Provided

Fire Protection and Emergency Services encompass a broad spectrum of functions and activities. Fire protection agencies have come a long way from the days of the bucket brigade. Today's firefighters have extensive training and use sophisticated equipment and protective gear to save structures and lives in a wide variety of

emergencies. Their roles have expanded beyond fire suppression to include the following:

Fire Prevention – Fire service agencies are in the business of managing community risk. Increasingly, they fight fires by taking measures to prevent them. Regulation and code enforcement have become important tools in prevention and a substantial part of fire service. Most fire agencies conduct plan checks; inspections of hydrants, commercial buildings, defensible space, etc.; and arson investigations. Additional services include burn permits and/or controlled burns.

Emergency Services – Fire protection agencies are considered “all risk” agencies and respond to various types of emergencies and perform a wide range of services. In addition to fire suppression, emergency services include vehicle accident response and extrication, medical aid, removal of victims from structural collapse, confined space rescue, swift water rescue and hazardous material (hazmat) response “to protect people and the environment from the release of hazardous materials.” Consequently, firefighters respond to all non-criminal emergency situations that can occur.

Safety and Education – Public education and outreach is a function of risk reduction. Fire agencies educate the community about the fire department’s role, potential emergencies, fire hazards and preventative measures. Many agencies offer station tours, fire safe programs, school programs (such as “Every 15 Minutes,” a simulated drinking and driving accident), car seat inspections and community fire/evacuation plans.

Medical Services – Fire agencies have evolved to provide increasing, onsite, emergency medical services to the community. Every fire department is required to provide basic life support, which includes CPR; however, most offer Advanced Life Support services (ALS) that include EMT-B, EMT-I, EMT-D (defibrillator), EMT-II and Paramedic. Increased emergency medical services require increased, regular training.

Emergency and Disaster Management – Fire agencies provide “emergency and disaster management to reduce the effects and consequences of disasters, such as earthquakes, floods, tornadoes, storms” and wildland fires. The potential for widespread disaster requires that fire agencies communicate with each other and make decisions together to mobilize personnel, services, equipment and supplies. Their role in widespread disaster requires close cooperation with numerous private and public partners.

Background: County of El Dorado

El Dorado County is at the heart of California's Gold Rush country, often called the "Mother Lode." With its western border touching California's Central Valley, and its eastern boundary meeting Nevada in the Sierra Nevada Mountains, El Dorado County stretches across 90 miles of foothills, valleys and mountain peaks. There are two incorporated cities, Placerville, the County seat, and South Lake Tahoe, 60 miles east of Placerville. Two major highways, U.S. 50 and State Route 49, intersect the county, while State Route 88 establishes the county's southern border with Amador and Alpine Counties.

Over 78% of the county residents live in unincorporated areas outside of city limits. Major residential communities (El Dorado Hills, Cameron Park and Shingle Springs) in the western part of the county serve as suburban areas to the Sacramento Metropolitan Region. The county roads in the southern portion of the county lead to El Dorado wine country, which draws many tourists and locals to the otherwise rural area. The northwestern part of the county is rural, with small, historic communities peppering the landscape. The northeastern part of the county is a predominantly forested area that provides trees for the timber industry and recreation to the county's residents.

Terrain ranges from gently rolling foothills in the west to steep alpine ridges in the east. Elevations range from 200 feet at the western border in the Central Valley to 10,881 feet at the highest peak in the Sierra Nevada Mountains (refer to Map 3). The western border with Sacramento County is characterized by its rolling foothills. Folsom Lake lies on the border with Sacramento County. Traveling eastward, the elevation increases, first gradually to Placerville, at an elevation of about 2,000 feet, then more rapidly through the mountains. Lake Tahoe, at an elevation of 6,500 feet, is on the eastern border that we share with the State of Nevada. From west to east through El Dorado County, the terrain changes from rolling foothills to thick pine forests to treeless Sierra Nevada peaks.

The county contains 1,805 square miles (1,095,049 acres), over half of which is in public ownership in the form of national forests and various parks and recreation areas. Within the county, the Bureau of Land Management manages 15,488 acres and the US Forest Service manages 495,653 acres of the Eldorado National Forest. In addition, there are a variety of privately owned timberlands, parks, campgrounds and recreational facilities. The large amount of heavily forested areas in the county, in addition to the steep terrain, creates a challenging and potentially dangerous environment for wildfire containment.

Highway 50 bisects the county running east/west and is the main travel corridor for many motorists. Traffic is heavy during peak hours, primarily in the eastern third of the county, due to commuters who live in the more rural sections of the county and commute to jobs along the Corridor. Weekend travel is high as well with tourists heading to the mountains and recreation areas year-round. The volume of traffic on

all roadways contributes to additional vehicle accidents. Highway 50 is heavily traveled by tourists heading to Lake Tahoe from all over the county and beyond. Lake Tahoe is a popular El Dorado County attraction year-round and weekend traffic is often heavy going up the mountain on Fridays and down on Sundays, with even more visitors on holiday weekends.

During the winter months, Highway 50 is a main corridor into the Sierra Nevada Range. It passes the Sierra-at-Tahoe Ski Area and continues on to the Heavenly West Ski Area, which lies further east on the south shore of Lake Tahoe. Roads heading into the mountains can be treacherous during the winter season, leading to a higher number of accidents than usual. Chains may be required and partial road closures can occur during winter storms.

During the warmer months, residents and visitors flock to the 175 lakes, reservoirs and streams, including Lake Tahoe. The southwestern shore of Lake Tahoe provides access to the Lake and recreational opportunities for tourists to escape the heat of the Sacramento Valley. The Desolation Wilderness in the high Sierras is also a large attraction to hikers and campers, as is the Eldorado National Forest in the northeastern part of the county. The American and Cosumnes rivers attract thousands of rafters and kayakers each year. The South Fork of the American River flows through the center of the county and provides excellent whitewater rafting opportunities in the late spring and summer months. In the earlier spring months, the rivers are flowing at full peak and can be quite dangerous for swimmers, leading to a higher volume of emergency calls.

Background: The County General Plan and Fire and Emergency Services

The 2004 El Dorado County General Plan addresses fire and emergency protection in its Public Services & Utilities and Public Health, Safety and Noise Elements. For example:

- Policy 5.7.1.1 requires applicants for development to demonstrate sufficient water supply, storage, conveyance facilities and access is available for fire protection in community regions.
- Policy 5.7.2.1 states that prior to approval of new development in rural regions, the responsible fire district is requested to review applications to determine the ability of the district to provide adequate services.
- Policies 6.2.2.1 and 2 require application of standards and mitigation measures appropriate to each classification be applied to projects, and restricts development in high and very high wildland fire hazard areas, unless development can be protected by local fire protection agencies and/or CDF.
- Policies 6.2.3.1 -3 require adequate water flow, fire access and firefighting personnel and equipment are available in accordance with applicable state and local fire district standards.
- Policies 6.2.4.1 and 2 require discretionary development to designate fuel break zones to benefit new development and, if possible, existing development; and

requires cooperation with CDF and local fire protection agencies as a component of project review.

- Policy 6.2.5.1 implements a goal to inform and educate homeowners regarding fire safety and prevention. It states that the county shall cooperate in this effort with CDF and local fire protection providers.

Background: Fires

Fire is a phenomenon of combustion manifested in intense heat and light in the form of a glow or flames. The term fire is commonly used to describe:

1. A fuel in a state of combustion (such as a campfire or a fire in a fireplace or kitchen stove) or
2. Any instance of violent, destructive and uncontrolled burning (such as a wildfire and fires in buildings and vehicles)

For purposes of this report, only the latter definition of fire will be used. Fire is not a state of matter; rather, it is an exothermic chemical reaction accompanied by intense heat released during a rapid oxidation of combustible material. Fire may be visible as the brilliant glow and flames and may produce smoke.

Fires start when a flammable or combustible material with adequate supply of oxygen or other oxidizer is subjected to enough heat. The common fire-causing sources of heat include a spark, another fire (such as an explosion, a fire in the oven or fireplace, or a lit match, lighter or cigarette) and sources of intense thermal radiation (such as sunlight, a flue, an incandescent light bulb or a radiant heater). Mechanical and electrical machinery may cause fire when combustible materials used on or located near the equipment are exposed to intense heat from Joule heating, friction or exhaust gas. Fires can sustain themselves by the further release of heat energy in the process of combustion and may propagate, provided there is continuous supply of oxygen and fuel. Fires may become uncontrolled and cause great damage to and destruction of human life, animals, vegetation and property.

Fire is extinguished when any of the elements of so-called fire triangle—heat, oxygen or fuel—is removed. The unburnable solid remains of fire are called ash. The self-sustaining nature of fire makes it extremely dangerous if uncontrolled. Fire can consume structures and trees and can severely injure or kill living beings through burns or smoke inhalation. Structure fires can be started by cooking accidents, electrical faults, fuel leaks, the misuse of lighters and/or matches and accidents involving candles and cigarettes. Fire can propagate rapidly to other structures, especially where proper building standards are not met. Outside of urban settings, wildfires can consume large areas of forest and brush and often damage nearby settlements.

Fire Protection and Prevention

The destructive capacity of fire has led to the adoption of fire codes and life safety codes and the provision of fire fighting services to extinguish or contain uncontrolled fires. Trained firefighters use fire trucks, water supply resources such as water mains and fire hydrants, and an array of other equipment to combat the spread of fires.

To ensure fire safety of buildings, all building products, materials and furnishings must be tested for fire resistance, combustibility and flammability before they can be used in construction. The same applies to upholstery, carpeting and plastics used in vehicles and vessels. Buildings, especially schools and tall buildings, often conduct fire drills to inform and prepare citizens on how to react to a building fire.

Purposely starting destructive fires constitutes arson and is a criminal offense.

Fire Effects on People

As can be noted in Map 4, the fire risk in El Dorado County can be quite high. Because of the historical rural development patterns and its attractive setting and recreational and aesthetic amenities, El Dorado County has several areas that fall in the category known as wildland/urban interface (refer to Map 5, developed parcels are shaded in green). The wildland/urban interface is defined as the area where structures and other human development meet or intermingle with undeveloped wildland. The expansion of the wildland/urban interface in recent decades has significant implications for wildfire management and impact. The wildland/urban interface creates an environment in which fire can move readily between structural and vegetation fuels. Its expansion has increased the likelihood that wildfires will threaten structures and people.

Fire Effects on Watersheds

Fire can have a wide array of effects on watersheds, ranging from very subtle to extreme and dramatic. The degree of effect depends on a variety of factors including:

- Physical site (slope, aspect, elevation, soil type, soil moisture content, humus and litter type and depth),
- Vegetation (type, density, canopy levels),
- Fuel (live vs. dead volume, arrangement, moisture content), and
- Weather (wind speed and direction, relative humidity, temperature).

These factors also determine the intensity of the fire (the amount and rate of surface fuel consumption, commonly reflected in flame length) and severity of the fire (a measure of the effects of the fire on ecosystem components, such as water, soil, vegetation and habitat). Intensity is a good measure of fire behavior, but it is a poor measure of fire effects on watershed resources. For example, a very intense fire moving quickly over a site may burn the aboveground fuel. However, this type of fire may remove little of the soil litter and humus component in a scattered mosaic pattern. A less intense fire may burn for an extended period over a large area, removing virtually all above-ground fuel and litter and humus layers, thereby, exposing bare mineral soil and altering soil structural properties. Severity is the preferred measure to address the effects of fire on watershed resources.

Fire effects can be generally described in two categories: 1) on-site and 2) downstream:

On-site effects:

- *Precipitation interception* - Fire consumes vegetation that normally intercepts rainfall, before it affects the ground and detaches soil particles, which results in surface erosion and eventual sedimentation.
- *Transpiration* - Fire can consume vegetation, reducing transpiration of water, and make more water available for entry into soils or for runoff.
- *Infiltration and overland flow* - Fire burns the litter and humus layers of the soil, ash seals soil pores, chemical reactions make soils resistant to water entry (hydrophobic), which can result in water flowing across the soil rather than into it.
- *Soil water storage* - Water fails to enter the soil, reducing its capacity to store water for later use and increasing flow over the soil surface.
- *Snowmelt and accumulation* - Openings created by fire can increase snow accumulation on the surface and may increase the rate of spring melt.
- *Surface erosion* - Water running across exposed soil surface causes sheet, rill and gully erosion.
- *Landslides* - In parts of the nation with high landslide risk, loss of ground cover and root strength can increase the number and size of landslides.

Downstream effects:

- *Flow effects* - Increased overland flow can increase flood flows in the elevation of the flood peak and in total volume of flow. Annual flow volumes may also increase if a large portion of a watershed is burned.

- *Sediment* - Sediment can be generated from surface erosion and landslides can move great distances downstream, filling channels, floodplains, lakes and wetlands, and damaging structures such as bridges, roads and homes.
- *Channel effects* - Channels may fill with sediment, causing water to quickly overflow banks. Excess water may erode streambeds and banks or change channel shape.
- *Chemical water quality* - Fire can increase nutrients, such as nitrogen, in stream water, as well as phosphorous, potassium, calcium, magnesium and other elements and chemicals.

Consequently, a fire may have far-reaching consequences than the immediate physical or economic impact. A fire one year may trigger water quality issues and subsequent health problems in future years and may hamper long-term recovery efforts.

Agency Impact on the Community and Vice Versa

Communities, especially in rural areas or where volunteers are active, often look to fire protection providers as a center of community identity. These agencies provide opportunities for citizen participation. In areas where the fire agency is the most visible government entity, the agency often functions as a social center as well as a center of public safety. In very remote areas, the fire agency is often seen as the heart of the community and the steward of community life. In every case, fire departments provide vital services to communities that encompass more than saving lives and structures from fire. They provide the extent and range of services that individual communities need and are willing to support.

District Rating – Cal ISO

The Insurance Services Office (ISO) is a private organization that supplies information that underwriters use to evaluate and price particular risks, including fire protection. ISO staff gathers information on individual properties and communities and, in turn, insurers use that information in underwriting personal and commercial property insurance, commercial liability and workers compensation policies. Among other services, the ISO:

- Evaluates the fire-protection capabilities of individual cities and towns.
- Conducts surveys of personal and commercial properties to determine:
 - the type and effectiveness of building construction
 - the hazards of various commercial uses of the properties
 - the type and quality of sprinkler systems and other internal and external fire protection
 - special conditions
 - potential dangers from adjacent properties

Using the information it gathers, the ISO rates each fire protection agency within the United States. This rating determines the fire insurance rates for the residents and businesses within the agency's jurisdiction. The ratings range from a score of 10 (no fire protection at all) to 1 (best fire protection possible).

Supplemental Funds For Rural Fire Protection Districts

El Dorado County provides discretionary funding for fire protection and medical emergency services to designated fire protection districts, subsequently to be referred to as the "County Supplemental Fund", or CSF, in this report. The districts who receive the supplement include Fallen Leaf Lake CSD, Garden Valley FPD, Georgetown FPD, Latrobe FPD, Meeks Bay FPD, Mosquito FPD, Pioneer FPD and Rescue FPD. These agencies serve the more rural parts of El Dorado County, and suffered from a substantial reduction in property tax revenues following Proposition 13 and the Educational Revenue Augmentation Fund (ERAF) reductions of the 1990s and 2000s. The program is intended to assist fire protection providers in achieving long-term financial stability. Funds received from the County can only be used to provide equipment and manpower for enhanced fire protection and emergency medical services within the fire districts.

The County Supplemental Fund program is implemented through a resolution of the Board of Supervisors, first adopted August 28, 2001. The County has affirmed and/or reauthorized the agreement annually in its budget process. Under the agreement, the County agrees to provide supplemental funding to each district in an effort to boost that district's property tax revenues. Ideally, a districts property tax revenue and CSF would equal to an amount that totals 13% of the property tax revenue generated within the respective district's combined tax rate areas. The amount contributed by the County is calculated annually, based on the prior tax year's tax revenues and growth in assessed values. For many districts, the County supplement represents a substantial portion of the budget for providing service. Without this funding service would be severely compromised.

The County may cancel the agreement or discontinue the supplemental funding program by giving notice as specified in the agreement. The County would have to make certain findings that the supplement would impair the provision of other important services or the achievement of other objectives. Because the possibility of an end to this exists, the County has established a trust fund and makes annual payments into an account for "transition year funding". The trust funds are intended to provide one additional year of revenues to the fire providers; allowing them time to seek alternative funding sources, make any appropriate staffing adjustments and/or implement service reductions if necessary.

V DESCRIPTION OF AGENCIES

The following contains the profiles for each fire protection and emergency service district or department. Each section contains a summary table for the agency as well as historical, personnel and facilities data.

H. Cameron Park Community Services District

Background

The Cameron Park Community Services District (CAM) was formed on June 26, 1961 by Resolution 97-61 of the Board of Supervisors. The CAM boundary includes most of the Cameron Park community between El Dorado Hills, Shingle Springs and Rescue. Services and facilities are concentrated around the Cameron Park Drive/Cambridge Road corridor between Highway 50 and Green Valley Road. The general topography consists of a central valley along the Deer Creek Drainage. Much of the valley is enclosed between ridges on the east and west with mature stands of brush and dense oak woodlands. Slopes range from 15% to 35%. The average elevation of the district is approximately 1,250 feet. Major access roads/inhabited corridors include Highway 50, Cameron Park Drive, Cambridge Road and Green Valley Road.

Most of the district's territory is built-out with high density residential development as the dominant land use, resulting in a high population density relative to the extensive undeveloped areas surrounding the district. In total, CAM's fire protection boundary encompasses approximately 4,269 acres/8.5 square miles and contains an estimated 2005 population of 18,225 (5,588 developed single family residential parcels x 2.69 persons per dwelling unit, and 1,298 multifamily units x 2.46 persons per dwelling unit).

There are no lands in active agricultural use. A variety of industrial uses include the Cameron Park Airport and related uses on Cameron Park Drive and along Durrock Road. Commercial areas are dispersed at major access road intersections throughout the district. Other land uses include a golf course and several community and neighborhood parks.

Major natural features include Cameron Park Lake and 300 open space acres of the Pine Hill Preserve. Most of the district's territory is hilly with several ridges running generally north-south. A small area in the southwest portion of the district near Blue Oak School is designated as a Local Responsibility Area (LRA) for wildfire protection, constituting less than ten percent of the district's total territory. The remaining lands are State

Responsibility Area (SRA).¹ The majority of the district is a risk area for wildland urban interface. Newer subdivisions built within the last ten years meet current fire safe regulations and are exposed to less wildland fire risk.

The district is bounded on the west by El Dorado Hills County Water District (EDH), on the north by Rescue FPD, and on the east and south by El Dorado County FPD. Some portions of the Cameron Park CSD overlap with Rescue FPD and ECF. These areas, called “limited service areas”, were annexed by LAFCO to CAM to receive other services provided by CAM (such as recreation, lighting and landscape, etc.) except for fire service. Those areas remain under the jurisdiction of other fire providers.

Empowered services under Government Code §61000 et seq. include provision of water for domestic, irrigation, sanitation, industrial, fire protection and recreation uses; collection, treatment, or disposal of sewage, waste and storm water; garbage collection and disposal; fire protection; parks and recreation; street lighting; mosquito abatement; police protection; library services; and maintenance of roads, bridges and culverts. The formation resolution includes all empowered services. According to the district’s budget, provided services include fire protection, emergency services, parks and recreation, street lighting and landscaping and enforcement of covenants, conditions and restrictions (CC&Rs). Parks, recreation and related services were examined in the prior analysis, *Service Review of West County Parks, Recreation, Open Space and Related Services* published by El Dorado LAFCO on July 28, 2004.

Since November 1996, CAM has contracted with California Department of Forestry and Fire Protection (CDF) for fire and ambulance personnel. The agreement is a “Schedule A” contract and allows CAM access to CDF’s statewide resources. CAM funds the 16 CDF station personnel, one Battalion Chief and one Fire Marshal (Fire Captain) needed for the day-to-day operation of the Cameron Park Fire Department. Through this cooperative fire protection agreement with CDF, CAM also receives support and services from state funded CDF personnel working in El Dorado County such as other Chief Officers, the CDF training bureau, the fire prevention bureau, mobile equipment manager, mechanics, personnel services, etc. In return, CDF is able to draw upon the “Schedule A” personnel funded by Cameron Park when needed to help meet the CDF fire protection mission. The water supply source for fire suppression throughout CAM is El Dorado Irrigation District (EID). CAM received an ISO rating of 5/9 in December 2001.

¹ **State Responsibility Areas (SRA)** – Section 4102 of the Public Resources Code (PRC) defines “state responsibility areas” as those areas of the state for which the State has the financial responsibility of preventing and suppressing fires. Under PRC §4125 and 4126, these areas roughly correspond to vegetated lands that have watershed value. Lands in incorporated cities or owned by the federal government are excluded. SRA lands cover about 31 million acres in 56 counties. Areas that are not federal or state responsibility are commonly referred to as “Local Responsibility Area” or “LRA.” The California Board of Forestry reviews SRA designations statewide every five years and makes adjustments accordingly. The last review occurred in 2005.

Growth and Population

According to the Cameron Park Fire Department 2006 Master Plan, the population has grown from an estimated 400 residents in 1960 to approximately 18,225 residents in 2005. This number was derived by CAM based on the number of dwelling units in the district. The district tracks growth using new building permit information provided by the El Dorado County Building Department on a monthly basis. The population density in Cameron Park is approximately 2,144 persons per square mile in the area where the district has fire protection responsibilities.

The district serves a community which is largely developed at urban or suburban densities and significant new growth is planned or proposed in the immediate periphery of the CAM. These developments include projects such as Silver Springs, Bell Woods, Verde Vista and Cameron Meadows and will have an impact on the services provided by the CSD.

Services and Programs

Table 1: Cameron Park Services and Programs

Type of Service	Provided By/ Contact Person	Service Capacity and Other Notes
<i>Fire Services</i>		
Fire suppression	Coordinated by Chief	Fire protection jurisdiction does not include the limited service areas. Emergency response is extended into the limited services areas through a county wide automatic aid agreement between the fire districts. Year-round.
Arson/other investigation	Fire Marshal	Within CAM fire boundary. Year-round, as needed.
Plan checking/permits	Fire Marshal	Within CAM fire boundary. Year-round, as needed.
Residential inspection	Coordinated by Chief	Within CAM fire boundary. On request.
Commercial inspection	Coordinated by Chief	Within CAM fire boundary. Year-round, as needed.
Burn permits	Coordinated by Chief	SRA only; not restricted to CAM fire boundary. Year-round, upon request.
Fire safe inspections	Coordinated by Chief	Within CAM fire boundary. Year-round, as needed.
Hydrant inspection	Coordinated by Chief	Within CAM fire boundary. Year-round, as needed.
Gas inspection	Fire Marshal	Plan review/propane; within CAM fire boundary. Year-round, as needed.
Defensible space, chipper inspection/regulation	Coordinated by Chief	Within CAM fire boundary. As available by grant funds.
Type of Service	Provided By/ Contact Person	Service Capacity and Other Notes
Controlled burn programs	Coordinated by Chief	Restricted by local CAM resolution; within CAM

		fire boundary. Seasonal burning for two weeks in the spring and two weeks in the fall only.
Weed abatement program	Coordinated by Chief	Removal of vegetation in vacant lots on complaint basis; issue liens; within CAM fire boundary. Year-round, as needed.
Hazardous Materials		
HazMat 1st Responder	The district has both training & operations components within its organization.	Fire protection jurisdiction does not include the limited service areas. Emergency response is extended into the limited services areas through a county wide automatic aid agreement between the fire districts. Year-round, as needed.
Rescue Services		
Search and Rescue	County Sheriff	CAM provides support. Year-round, as needed.
Swift Water Rescue	Coordinated by Chief	Year-round as needed.
Vehicle Rescue	Coordinated by Chief	Vehicle extrication, collisions. Year-round, as needed.
Other Safety Services and Programs		
Car seat inspection		Not certified.
Life safety inspections	Fire Marshal	Within CAM fire boundary. On request.
Public education programs	Fire Marshal	Within CAM fire boundary. On request.
Children/school programs	Captain	Within CAM fire boundary. On request.
Station tours	Captain	On request.
Disaster/evacuation plans		Developing plan for wildfire disasters; within CAM fire boundary.
Animal rescue	Coordinated by Chief	Assist Animal Control upon request; within CAM fire boundary.
Medical Services		
Basic Life Support	Dave Teter	
EMT 1	Dave Teter	
EMT 1 (defibrillator)	Dave Teter	
Advanced Life Support	Dave Teter	
EMT-Paramedic	Dave Teter	
Education Programs	Coordinated by Chief	CPR classes through Parks and Recreation Dept.

The minimum “24-hour staffing” consists of 2 firefighters per engine at each station plus an ambulance crew of two. Both stations operate with ALS qualified staffing at all times; typically one of the two staff is a paramedic.

In general, fire and emergency services are difficult to provide due to the amount of training required, the cost and the level of complexity involved in such operations. Approximately 80% of the community development within Cameron Park is co-located in an environment referred to as a wildland-urban interface. Many of the residential roads are narrow, winding and do not support 2-way traffic when cars are parked on the roadsides. This complicates fire suppression and evacuation procedures. According to the 2003’s Community Fire Safe Project, the community is vulnerable to a catastrophic wildfire due to the fuels, topography, weather, development pattern and fire history in the area.

Service issues specific to Cameron Park include terrain and access. The community is characterized by hilly terrain and ridges. Service impediments include narrow roads winding through the hills and homes built on hills with steep driveways. Engines and medical vehicles have difficulty accessing such homes. Other risks include existing noncompliant propane tanks and existing noncompliant building conditions. Despite this, however, there are no areas within CAM where it is impossible to provide service. The current district policy is for the first emergency resource to arrive at the scene of a fire or medical emergency within eight minutes of receiving an alarm, 90% of the time (policy includes this requirement for areas within the service area). In 2006 the district will be reviewing a response time standard of six minutes or less, 90% of the time. The six minute response time standard is more consistent with urbanized areas and is the response time standard currently in place for the El Dorado Hills Fire Department. Ideas are being considered to improve the level of service include increasing staff to three persons per engine and purchasing additional equipment for specialized calls.

Infrastructure and Facilities**Table 2: Cameron Park Infrastructure and Facilities**

Existing Facility: Type/Size	Year Built or Remodeled	Address, Location in District	Characteristics
Station 88	1990	2961 Alhambra Drive	Small office, dorm for 2 people (~1,000 sq. ft.); 2 bays (~1,000 sq. ft.). Originally built as a volunteer station. Facility is inadequate in size to meet long term staffing goals of 3 paid persons per engine.
Station 89 District office	Built in 1971 Remodeled in 2004	3200 Country Club Dr.	Offices, meeting rooms, dorm for 10 (~5,200 sq. ft.); 6 bays, shop (~3,500 sq. ft.).
Planned Facility: Type/Size	Date of Completion	Address, Location in District	Characteristics and Financing Plans
New Fire Station	2012	TBD. In the general area of Cambridge Road between Green Valley Road and Hillcrest Road.	This Station would be large enough to house a 3-person engine company and store 3 engines. The staffed engine at Station 88 would be moved to this facility.
Other Property Used	Date of Completion	Address, Location in District	Current Uses
Lot with portable office adjacent to Station 89	2013	3200 Country Club Dr.	Currently used for CSD administrative offices. Will be converted to a training facility after the CSD moves into the new community center in 2007.

El Dorado County FPD owns property in the Cambridge Oaks subdivision within CAM. The property was discussed in the past for a possible future joint use fire station among CAM, El Dorado Hills CWD and El Dorado County FPD. This concept may no longer be desirable or necessary due to the close proximity of El Dorado Hills CWD's newest station off Bass Lake Road.

CAM facilities are used by the County Sheriff, the Fire Safe Council, CDF, community groups, seniors and others. The district maintains a meeting room policy and charges rental fees which can be waived for non-profit organizations. Facilities are also rented through the district's park and recreation department, especially during holidays.

Equipment and Vehicles**Table 3: Cameron Park Equipment and Vehicles**

Vehicle/Year/Model	Type (Structure or Wildland)	Capacity, # Gallons & GPM	Location and Other Notes
<i>Engines</i>			
Hahn, 1988	E-89 Type I Structure		Station 89
Ottawa Beck Pumper, 1984	E 389 Type I Structure		Will be replaced in mid 2006 with a new Type I engine (Structure). 2005 model Spartan with Smeal buildup. The new engine will become E-89; the current E- 89 will become E-389; the current E-389 (1984 Beck) will be sold.
Spartan, Hitec, 1994	E-88 Type I Structure		Station 88, E89
International, 4800 Navistar, 2001	E 289 Type III Wildland		Station 89 E-289
Spartan, Smeal, 2005	New Type I Structure		This is a sister engine to the new Spartan that will replace E-389. Both engines will be delivered at the same time in mid 2006. This engine will become E-88; the current E-88 (1994 Spartan) will become E-288.
<i>Utility/Other</i>			
Ford Bronco, 1996	Utility		Station 88, U88
Ford Expedition, 1999	Battalion Chief		Station 89, 4515
Ford Expedition, 2001	Fire Marshal		Station 89, 4525
Ford F150 S-dty, 2001			Station 89, U89
<i>Medical Vehicles</i>			

Personnel and Staffing

CAM Fire Department is currently staffed by a total of 18 full-time and 2 part-time employees. All full-time staff are employees of CDF. The 2 part-time staff are grant-funded through the fire safe program and are employees of CAM. CAM also employs administrative employees that are shared between the fire and emergency and parks and recreation departments. The following table summarizes the district's personnel:

Table 4: Cameron Park Personnel and Staffing

Classification	Number: Full-Time Part-Time (Vacancies)	Pay Range	Retirement Type: PERS/Other Rate: (i.e. 2%@55)	Bargaining Unit/Union and Other Types of Benefits
Battalion Chief	1 FT	\$4651/mo to \$5643/mo	3% at 50 PERS Safety Retirement	CDF Firefighters Bargaining Unit, health benefits; \$75/mo educational incentive.
Fire Marshal (Fire Captain)	1 FT	\$3889/mo to \$4723/mo	3% at 50 PERS Safety Retirement	CDF Firefighters Bargaining Unit, health benefits; \$75/mo educational incentive.
Fire Captain (Medic)	3 FT	\$3889/mo to \$4723/mo	3% at 50 PERS Safety Retirement	Paramedic incentive pay equal to \$250/mo for 1 st year; \$350/mo for 2 nd year; \$500 per year for 3 or more years. CDF Firefighters Bargaining Unit, health benefits; \$75/mo educational incentive.
Fire Captain	2 FT	\$3648/mo to \$4432/mo	3% at 50 PERS Safety Retirement	CDF Firefighters Bargaining Unit, health benefits; \$75/mo educational incentive.
Fire Apparatus Engineer (Medic)	8 FT	\$3736/mo to \$4120/mo	3% at 50 PERS Safety Retirement	Paramedic incentive pay equal to \$250/mo for 1 st year; \$350/mo for 2 nd year; \$500 per year for 3 or more years. CDF Firefighters Bargaining Unit, health benefits; \$75/mo educational incentive.
Fire Apparatus Engineers	3 FT	\$3491/mo to \$3849/mo	3% at 50 PERS Safety Retirement	CDF Firefighters Bargaining Unit, health benefits; \$75/mo educational incentive.
Fire Prevention Aides	2 PT <1000 hours each	\$15/hr	CAM employees, (not CDF); No benefits for part-time	CAM bargaining is affiliated with ED County bargaining unit.

The chief observes that turnover will be increasing due to an anticipated spike in CDF retirements statewide over the next one to three years. More than 50% of the CDF personnel working in CAM are eligible for promotion in the next year. CAM recruits from a statewide CDF roster through the state personnel system. CAM is attempting to increase its staffing so that it can maintain three staff per engine at all times. Currently, the property tax base does not provide sufficient revenue for the staffing increase, so the district has expressed an interest in exploring alternative funding mechanisms in the future.

CAM is structured to operate with a maximum of 20 volunteers, but currently has 10. Volunteers receive a flat rate of \$5 per call. The chief notes it is difficult to retain volunteers because volunteers join the district to gain experience and then leave to become paid firefighters elsewhere.

Training requirements are set at the state level through Title 8 (CalOSHA) and Title 22 (EMS). The County EMSA sets requirements for medical training in the local scope of practice.

CAM sends CDF firefighters and volunteers to an annual one-week refresher course for HazMat and Basic Life Support (BLS) training. CDF personnel assigned to CAM also participate in state training courses that the district sometimes sponsors or splits the cost. The state administers annual performance tests for fire ground evolutions and drills. CDF hosts a training academy in Amador County and also provides local training. CAM participates in and occasionally hosts joint drills each year with other fire districts in El Dorado County. Volunteers attend the County Volunteer Academy at Diamond Springs or an equivalent “in-house” Academy conducted by the CDF personnel in CAM. The CSD board of directors participates in conferences coordinated by the general manager.

Administration, Management and Operations

Administration—General

CAM offices are located at 3200 Country Club Drive and open during normal business hours. The agency is governed by a 5-member elected board of directors, elected at large, with four-year staggered terms of office and an appointed general manager. The board meets monthly on the third Wednesday of the month at 6:30 pm. Board members receive a stipend of \$100/meeting up to \$300/month, but do not receive other benefits. Meetings are attended by approximately 5 to 15 members of the public. Board members sit on standing committees for budget/finance, CC&Rs, parks and recreation, fire and emergency services and the fire safe council. In addition there are ad hoc committees. The district retains board-appointed legal counsel. CAM is a member of the California Special Districts Association. District operations are separated functionally by department. The El Dorado

County Auditor's Office does the accounting for CAM for a 1% property tax administration fee. An independent audit is conducted annually; the audit for the period ending June 30, 2004 was provided to LAFCO.

The district as a whole, and each individual department, has their own mission statement:

- The mission of the Administration Department is to “provid(e) administrative support services including, but not limited to, community liaison, program and facilities registration, district publications and information, personnel, payroll, accounting, central purchasing, reception, typing, filing, and mail distribution for the operation service departments...It also manages established Special Assessment Districts.”
- The mission of the Fire Department is to “preserve and enhance the quality of life of the residents of Cameron Park and to safeguard the health, safety, and welfare of the community through effective fire prevention, fire control, emergency medical service and public education programs, and to provide highly-trained and properly equipped emergency response teams to mitigate the effects of disasters and all hazards to life and property for which the organization is charged. The preservation of human life shall be the primary responsibility of the Department during fires and other emergencies.”

CAM staff reported in 2004 that district-wide by-laws and policies were last amended in 2000. A copy of the current bylaws was provided to LAFCO. The CAM Board also adopted its “Statement of Purpose and Policies for the Delivery of Fire Services” on March 20, 2003.

All fire services and staff are provided through the “Schedule A” contract with CDF. The CDF fire chief reports directly to the District Board and its fire committee. The CDF Assistant Chief of Operations reports to the CDF Unit Chief, and supervises a CDF Battalion Chief who oversees the day to day operation and administration of the CAM Fire Department. The Battalion Chief supervises all of the CAM fire department staff. Personnel matters such as payroll, employee negotiations, benefits, etc, are all handled through CDF headquarters in Camino. Dispatch services are handled through the CDF dispatch center in Camino.

The district directs the fire chief to prepare and maintain a five-year strategic plan based on an analysis of incident history and projected growth within the district. The 2001-2006 Strategic Plan was provided to LAFCO. In 2005, the CAM Fire Department changed from a 5-year strategic planning process to a more in depth 10-year master planning process. The 2005 through 2014

CAM Fire Department Master Plan was also provided to LAFCO. The master plan will be updated each year and contains the Fire Department's Capital Improvement Plan (CIP).

Property and liability insurance is provided through the California Special Districts Risk Management Authority (SDRMA). The California Special Districts Association provides insurance services through the Special District Risk Management Authority, a joint powers agreement among 290 special districts and other agencies. Insurance includes property and liability and workers' compensation.

Administration—Operations

CAM records show a direct relationship between calls for service and district population. The community of Cameron Park is continuing to grow outside of the CAM fire department boundary. Because of the automatic aid agreement with neighboring fire districts, CAM fire personnel are dispatched to all emergency calls for which they are the closest resource. Between 2001 and 2003 CAM provided 2½ times more automatic aid to surrounding districts than it received in return (CAM aid provided was 1,626 incidents. Aid received from neighboring fire districts was 633 incidents for the same period). These figures confirm the findings of LAFCO's 1998 study, "Issues and Alternatives in Updating the Spheres of Influence in the Cameron Park Area" and also raise issues of financial equity. As the community continues to grow outside the fire department boundary, the CAM fire department expects the disproportionate boundary/service mismatch in automatic aid to grow unless neighboring districts post staffed fire apparatus closer to the areas of Cameron Park which lie within their districts.

The mismatch also highlights another challenge: Cameron Park's service demand costs (personnel, services and supplies) increase while revenues remain flat and service is provided outside the agency's boundaries. Other funding sources may be necessary to maintain services at the current level. In 2003, Cameron Park CSD contracted with Citygate Associates to evaluate the CDF contract, levels of service, alternative service delivery options such as contracting with another nearby fire provider and government reorganization options such as consolidation. Unfortunately, the report is descriptive in nature and did not provide a detailed economic analysis to support the options discussed in its conclusions. However, the report found that a special tax may be necessary to maintain service levels and that CAM should continue with the CDF contract.

Call data for 2003 and 2004 was reviewed in detail. The data provided to LAFCO did not include medic unit responses by the JPA funded vehicles, which are reported separately. Peak activity months include the period from June through October. Consistent with other providers in El Dorado County, medical aid calls and motor vehicle accidents account for the largest

proportion of the calls. Call volume related to residential structural fires is similar to other County providers as well. Overall, call volumes have increased as population and growth have increased. This trend is supported by the data reviewed.

Funding and Budget

The discussion in this section is descriptive and amounts cited are approximate, based on information received from the district. CAM financial information provided to LAFCO was clear and understandable. CAM is funded through a variety of sources, including property taxes, assessments, development impact fees, grants, Quimby Act land dedications/in-lieu fees, park entrance fees, program registration fees and facility rental fees. The total final budget expenditures for 2003-2004 was \$3,478,428, including fixed assets. Revenues totaled \$3,731,493. The budget is balanced for each of the district's departments. The adopted Gann limit for 2003-2004 was \$5,376,022; for 2004-05 it was \$5,720,625. The district does not have a formal policy for reserves and budgets an operating contingency from year to year.

Revenues

- **Property Tax Revenue** – This is the single largest source of revenue (\$2,448,290 in FY 2003-04) for the district. It receives, on average, a 21% allocation of the 1% general property tax for all services including fire protection.
- **JPA Reimbursement** – This is the next highest source of revenue and is received from the El Dorado County Contract for Pre-Hospital ALS and Dispatch Services Joint Powers Agency (JPA) for medical and ambulance, totaling \$613,166 for FY 2003-04. These funds from the JPA directly underwrite costs of providing ambulance services and pass through the district's fire department budget.
- **Development impact fees** – These are collected by the County on behalf of the district for fire protection and for parks and recreation services. The 2003-2004 audit reports that collections for FY 2003-2004 were \$157,871, and reports a total of \$481,829 as the Development Fee trust account balance of June 30, 2004. Approximately \$36,000 of these funds were used to install a vehicle exhaust removal system in the apparatus bays at Station 89.
- **Other Sources** – Various grants are also an important revenue source, including funding from Office of Traffic Safety (OTS), Fire Safe Council, US Bureau of Land Management (BLM), Federal Homeland Security and others. The fire department also collects fees for building plan review and

site inspection. One-time revenues were also received as insurance payment for damages sustained to the main fire station and district offices as a result of a fire during re-roofing construction.

Property tax revenues are allocated to each CAM department as follows: 9.75% to Administration, 17% to Parks, 3.25% to Recreation, and 70% to Fire. CAM Board policy for the past 10 years has been to provide 70% of the collected property tax revenue to the Fire Department. This percentage amount is an increase from the 68% allocation for fire services noted in the 1998 LAFCO study "Issues and Alternatives in Updating the Spheres of Influence in the Cameron Park Area."

Expenditures

Total expenditures for the fire department for FY 2003-2004 were \$2,142,671, including \$1,923,688 for salaries and benefits. Benefits and payroll related expenses, such as FICA, Medicare, SDI, etc., are included in the cost of the CDF "Schedule A" contract. Expenditures of \$206,783 were made for services and supplies. A contingency of 10.7% was budgeted for the fire department.

The district is in the process of repaying a note to CDF for PERS retirement liability for former district firefighter employees who transferred to CDF in 1997. Bond funding was originally used for the construction of Station 89 in 1971. There is currently no outstanding bonded indebtedness related to fire protection.

CAM deposits all funds into the El Dorado County Treasury. The County Auditor-Controller charges a 1% administration fee on all revenues collected and administers receivables and payables. The district was last audited for the fiscal year ended June 30, 2004 by John Warden, CPA.

Because the CAM fire area of the district is substantially built-out, the lack of significant sustainable growth in property tax revenues is an increasing challenge.

Cooperative Agreements

Cameron Park CSD participates in numerous cooperative agreements with other agencies, including California Mutual Aid Agreement, Regional Chief's Mutual Aid Agreement, Five-Party Cooperative Agreement-El Dorado County Western Slope Fire Services Mutual Aid Agreement and CSA #7-El Dorado County Contract for Pre-Hospital ALS and Dispatch Services. The district has informal agreements with community groups and other agencies works closely with the Fire Safe Council and El Dorado County Environmental Management Department on hazardous materials issues and incidents.

Boundaries

El Dorado LAFCO adopted an original sphere of influence for Cameron Park CSD in 1998, in which its sphere study discussed boundary issues. At that time, and with the subsequent completion of “limited service” annexations, two distinct service areas are set within the CSD boundary. The majority of the district receives all services from CAM. A portion of the district, known as limited service areas, receives non-fire CSD services, with fire services continued by other fire protection districts, i.e. Rescue FPD and El Dorado County FPD. At the time of these “limited service” annexations, detachments were considered, but not approved, by LAFCO. Hence, CAM’s fire and recreation functions each serve different service areas by allowing CAM’s recreation boundaries to overlap other fire districts.

As population growth and call volumes in the Cameron Park area continue, the boundary/service mismatch may increase, with CAM providing mutual aid² as the nearest available unit to growing areas outside its boundaries. This is anticipated to have significant financial effects on the district. Potential annexations include the Bell Woods area, which is currently outside the sphere of influence of any fire service provider, and annexation in the Cameron Hills area.

Community Outreach and Involvement

The district and its fire staff are actively involved with the Fire Safe Council’s community activities, and, in addition, the Cameron Park Volunteer Firefighters Association is an active community group. The fire staff also supports an Explorer Scout program, various public education activities, children’s and educational programs, station tours, etc.

I. El Dorado Hills County Water District**Background**

El Dorado Hills County Water District (EDH) was formed pursuant to the Water Code on July 11, 1960 by Resolution 65-60 of the Board of Supervisors. EDH is located in the westernmost portion of El Dorado County. The district is bounded on the west by the City of Folsom and Sacramento County, on the north by Folsom Lake and El Dorado County FPD, on the east by Rescue FPD, Cameron Park CSD and El Dorado County FPD, and on the south by Latrobe FPD. The district boundary includes the greater community of El Dorado Hills and a portion of Sacramento County, just south

² Automatic Aid is assistance given and/or received from one district to another upon initial dispatch. Mutual Aid is given and/or received from one district to another upon request. Fire agencies make this distinction for call tracking purposes. For discussion purposes in this report, and unless specified otherwise, “mutual aid” and “automatic aid” will be referred to simply as “mutual aid.”

of Highway 50. Major access roads/inhabited corridors include Highway 50, El Dorado Hills Boulevard, Silva Valley Parkway, Green Valley Road, Francisco Drive, Salmon Falls Road, Bass Lake Road and Latrobe Road.

EDH's boundary encompasses approximately 40 square miles (25,600 acres) in the most populous area of the county. Approximately 2,500 acres are designated as LRA and the remainder as SRA. Except for the densely developed core area, the entire district is a risk area for wildland urban interface. EDH adjoins Sacramento County and extends slightly over the county line to include a small portion of land now inside the sphere of influence set by Sacramento LAFCO for the City of Folsom.

El Dorado Hills, which comprises EDH's urban core, is largely comprised of large scale master-planned communities, residential subdivisions organized as single family residential "villages," associated commercial and retail uses. Agricultural lands include the Tong ranch in the center of the district, some grape-growing areas to the north (on a portion of the Watermark property) and grazing lands in the south. Although a significant portion of the grazing lands within the district are under Williamson Act contract, most of them are in a non-renewal status. Some of these lands have also been purchased by developers. Commercial areas include the 900-acre Business Park (approximately 110 buildings and 2.6 million square feet), Town Center south of Highway 50, and various small neighborhood shopping strips such as the Raley's center off Saratoga Way and the intersection of Green Valley Road and Francisco Drive. Total commercial space within the district is approximately 3.8 million square feet. The Business Park also includes some industrial uses.

The water supply source for fire suppression throughout EDH is EID, although some parts of the fire district are not within EID's boundaries. EDH received an ISO rating of 3/8 in February 2006.

Growth and Population

As of 2003, EDH estimates its population to be 33,600 people based on the number of homes in the district and estimated household size. This represents a 9.5% growth rate from the previous year and an average annual growth rate of 11% since 1999. A total of 974 new housing units were built in 2003.

The district projects residential growth to average 8% per year through 2009. Total future residential development within the district is estimated at 11,355 units or an additional 34,065 people. This development includes projects that are in the planning stages, approved, or under construction. Of this amount, approximately 12% of the projected new residents will live in the Bass Lake area, which will require additional entitlements for service before

development will occur and 18% will live in Serrano. In addition, development is likely in Valley View, east of Latrobe Road and in Carson Creek, between the county line and west of Latrobe Road. The district projects new commercial development at 180,000 square feet per year through 2009. Approximately 188,213 additional square feet were built in 2003. The district receives a monthly printout of new building permits from the County Building Department in order to track growth.

Services and Programs**Table 5: El Dorado Hills County Water District Services and Programs**

Type of Service	Provided By/ Contact Person	Service Capacity and Other Notes
<i>Fire Services</i>		
Fire suppression	Brian Veerkamp	
Arson/other investigation	Brad Ballenger	
Plan checking/permits	Fred Russell	
Residential inspection	Jim O'Camb	
Commercial inspection	Jim O'Camb	
Burn permits	CDF	EDH issues permits
Fire safe inspections	Jim O'Camb	
Hydrant inspection	Brad Ballenger	
Gas inspection	Jim O'Camb	
Construction inspection	Dennis Planje	
Defensible space, chipper inspection/regulation	Jim O'Camb	
Controlled burn programs	CDF	Coincide with CDF
<i>Hazardous Materials</i>		
HazMat 1 st Responder	Kennedy	
Hazardous Household Waste Collection Site		Station 86; collection twice a month
<i>Rescue Services</i>		
Search and Rescue	Sheriff	Staff trained to assist
Swift Water Rescue	Sheriff	Staff trained to assist
Vehicle Rescue	Sheriff	Staff trained to assist
<i>Other Safety Services and Programs</i>		
Car seat inspection	Carmen Stiern	Buckle Up Baby Program at Station 84
Life safety inspections		
Public education programs		
Children/school programs		
Station tours		
Disaster/evacuation plans		
Animal rescue		
CPR/First Aid classes		Station 85; three times per year
Life Jacket Loaner Program		Grant from U.S. & CA Boats & Waterways Assoc. Year-round
<i>Medical Services</i>		
Basic Life Support	Kennedy	
EMT 1	Kennedy	
EMT 1 (defibrillator)	Kennedy	
Advanced Life Support	Kennedy	All stations
EMT-Paramedic	Kennedy	All stations
Education Programs	Kennedy	

According to the chief, geography can be a barrier to service when it affects response times. The most difficult services to provide are those that are manpower intensive, such as wildland fire protection and structural fire protection. On the other hand, most urban areas have good road access. Improvements that would help in these areas include stricter building code enforcement, more fire safe buildings, vegetation management and building clearance. These preventative measures could be accomplished with comparatively lower levels of manpower.

Overall, EDH is successful in meeting district standards for all types of services.

Infrastructure and Facilities

Table 6: El Dorado Hills County Water District Infrastructure and Facilities

Existing Facility: Type/Size	Year Built or Remodeled	Address, Location in District	Characteristics
Station 84	Built 1982 Remodeled 1993	Marina Station 2180 Francisco Dr.	
Station 85	January 2005	1050 Wilson Blvd.	3 acres, 28,000 sq. ft., admin. space, meeting room, dorms, 5 bays, storage, kitchen.
Station 86	Built 2001	Bass Lake Station 3670 Bass Lake Road.	
Planned Facility: Type/Size	Date of Completion	Address, Location in District	Characteristics and Financing Plans
Station 87	Start Summer 2006	Business Park South of Highway 50.	12,000 sq. ft.
Regional Training Facility	Mid- to Late 2006	Cypress Point Court in the EDH Business Park; 21 acres.	Classrooms, office, driving area, rescue area, training tower; user fee for other agencies.

The old Station 85 building is leased to El Dorado County, soon to be used as a Senior Center. Additional new facilities beyond those mentioned above are not planned at this time but could be considered depending on the development under the 2004 County General Plan, which became effective in late 2005. The new Station 87 will serve existing needs in the Business Park, as well as future residents in the Valley View and Carson Creek developments south of Highway 50.

The El Dorado Hills Firefighters' Association (EDHFA) uses all of EDH's stations for various purposes. The use of these facilities may increase upon the completion of the Regional Training Facility. California Highway Patrol and other groups have also approached the district for possible joint use of the proposed regional training facility.

All stations have operated with ALS since 1995.

Equipment and Vehicles**Table 7: El Dorado Hills County Water District Equipment and Vehicles**

Vehicle/Year/Model	Type (Structure or Wildland)	Capacity # Gallons & GPM	Location and Other Notes
<i>Engines</i>			
8560 E-286 1995 International West-Mark	Wildland	500 gal, 500 GPM	4x4, Darley pump, 20 gal Foam-A, cross-staffed summer
8561 E-285 1996 International West-Mark	Wildland	500 gal, 500 GPM	4x4, Darley pump, 20 gal Foam-A, cross-staffed summer
8570 E-84 2003 Spartan Ferrara	Structure	500 gal, 1500 GPM	Class A Pumper, waterous pump, 20 gal Foam-A, 20 gal Foam-B, all alarms winter, cross-staffed summer
8571 E-85 1996 HME Hi-Tech	Structure	600 gal, 1500 GPM	Class A Pumper, waterous pump, 20 gal Foam-A, 20 gal Foam-B, all alarms, cross-staffed with T85
8572 E-86 2000 HME Westates	Structure	500 gal, 1000 GPM	Class A Pumper, waterous pump, 20 gal Foam-A, 20 gal Foam-B, all alarms winter, cross-staffed summer
8573 E-384 1990 Spartan Westates	Structure	500 gal, 1500 GPM	Class A Pumper, waterous pump, 20 gal Foam-A, 20 gal Foam-B, mutual aid, reserve engine
8575 E-284 1993 International West-Mark	Wildland	500 gal, 500 GPM	2x2, Darley pump, 20 gal Foam-A, cross-staffed summer
8591 T-85 2000 Spartan Marion	Quint	500 gal, 1500 GPM	105' Al Ladder, waterous pump, 20 gal Foam-A, 20 gal Foam-B, all structure fire and vehicle accidents, cross-staffed with E-85
<i>Water Tenders</i>			
Water Tender		2000 gal	Owned by OES/on call for large emergencies, free use for EDH
<i>Utility/Other</i>			
8551 Air-84 2002 International Hackney	Air/Light Support for Structure Fires	N/A	SCBA Compressor, Light Tower
8541 1993 Ford F-250	Utility/General Use	N/A	Pickup
8542 1999 Ford F-350	Utility/General Use		Utility Bed
8543 1998 Ford Expedition	Staff Vehicle		Chief Officer C8500
8544 2003 Ford Expedition	Staff Vehicle		Chief Officer

Vehicle/Year/Model	Type (Structure or Wildland)	Capacity # Gallons & GPM	Location and Other Notes
<i>Utility/Other</i>			
8545 1996 Ford Bronco	Staff Vehicle		Chief Officer
8546 2003 Ford Expedition	Staff Vehicle		Chief Officer
8547 2001 Ford Expedition	Command Vehicle		Duty Chief
8548 2003 Ford Expedition	Staff Vehicle		Chief Officer
8549 2003 Ford Expedition	Staff Vehicle		Chief Officer
<i>Medical Vehicles</i>			
Medic Unit			
Medic Reserve Unit			

In 2005-2006 the district plans to replace the 1998 Ford Expedition and purchase one Type I engine and one Type III engine for use at the planned Station 87. Total estimated cost for new apparatus in these two years is \$1,310,000 in 2004 values.

Personnel and Staffing

EDH is staffed by a total of 53 full-time personnel. This includes 49 safety personnel and 4 non-safety (administrative support) personnel.

Table 8: El Dorado Hills County Water District Personnel and Staffing

Classification	Number: Full-Time Part-Time (Vacancies)	Pay Range	Retirement Type: PERS/Other Rate: (i.e. 2%@55)	Bargaining Unit/Union and Other Types of Benefits
Chief	1 FT		3%@50	
Deputy Chief, Operations	1 FT		3%@50	
Division Chiefs, Prevention and Training/EMS	2 FT		3%@50	
Battalion Chiefs, Prevention and Training/EMS	2 FT		3%@50	
Captain	9 FT		3%@50	Bargaining Unit
Engineer	9 FT		3%@50	Bargaining Unit
Firefighter/Paramedic	24 FT		3%@50	Bargaining Unit
Chief Financial Officer	1 FT	\$6,948- \$8,445	3%@50	Bargaining Unit
Administrative Assistant	3 FT		3%@50	Bargaining Unit
Fire Prevention Administration	1 FT		3%@50	Bargaining Unit

EDH does not have shared employed personnel with other agencies. All non-management employees are members of the IAFF (International Association of Federated Firefighters) and the district has an MOU for benefits with its bargaining unit (2003-2006). The district recruits from a waiting list of staff and volunteers and does not experience any significant problems with finding employees. The district proposes to hire an additional nine personnel in 2006-2007 for the planned Station 87.

The district has approximately 46 volunteers. As of 2003, four volunteers are lieutenants, five are engineers, 35 are firefighters (three of which are paramedics), one is a photographer and one is a chaplain. Volunteers have an average of 5.3 years of experience. The district pays the EDHFA \$15 per call and \$15 per drill for every volunteer. The district does not have any shared volunteers and, according to district policy, board members cannot be volunteer firefighters.

The Training Division sets training priorities each year. Firefighters participate in various specialized classes including FDIC West, Fire

Mechanics' Academy, Phoenix IMS Symposium, S-290 Wildland, NFPA Updates, National Fire Academy and the County Training Officers Academy. In 2003 the district obtained two school buses for nine months of extrication training for all staff. Paramedics are trained according to state standards. EDH contracts with a private company for an employee assistance program. The program consists of annual training in eight areas, including employee violence and sexual harassment.

Although EDH does not have any formal shared training arrangements, the district occasionally invites other districts to participate in drills and special programs. In 2003, all paid and volunteer staff participated in a joint Live Fire Training Series with the Folsom Fire Department at the Roseville Tower. All crews, and some chief officers, also participated in the Sacramento Regional High Rise Drill in Sacramento. EDH hosts the region's Low Rise Drill.

The district reported 23,718 total training hours in 2003. Of this amount, 17,396 hours were paid training and 6,322 were volunteer drills.

Administration, Management and Operations

Board of Directors

EDH is governed by a five member board of directors. Directors are elected district wide and serve four year staggered terms. The last election occurred in 2002. Directors receive a stipend of \$100 per meeting but no mileage reimbursement or benefits. Funds are budgeted each year for board training although participation is infrequent.

The board meets the third Wednesday of every month at 7:30 pm at the district office in Station 85. Three directors are required for a quorum. Public attendance at meetings is usually less than five people. Meetings are occasionally covered by local media. Handicapped accessible meeting parking is available at the station. Staff provides notice by posting meeting agendas at all stations, at the El Dorado Hills CSD office and on the district website.

Board members sit on several committees including standing committees for administration, fire and building (projects, district facilities) and various ad hoc committees. One board member sits on the board of the JPA. Legal counsel has been provided by Hefner, Stark and Marois, LLP since the district's formation. Counsel performs an annual training review of board member conduct and requirements. New Brown Act laws are reviewed at the annual strategic planning meeting. FPPC training is provided only if counsel advises the need for such training. New board members receive an orientation and manual. There is no recent or pending litigation nor are there any previous Grand Jury recommendations.

Administration—General

EDH headquarters are located at Station 85. Office hours are Monday through Friday from 7:30 am to 5:00 pm. Records and archives are kept at the office. The district also maintains a comprehensive website, www.edhfire.com.

Workers' compensation insurance for staff and volunteers is provided by the State Workers' Compensation Fund. Atwood Insurance Agency, through VSIS, provides liability insurance at \$1,000,000 per occurrence for staff and volunteers. Atwood also provides insurance for Errors and Omissions as well as vehicle insurance. The aggregate cost of these policies is \$5,000,000.

EDH has an adopted mission statement and rules and regulations (September 2004). The rules and regulations contain articles on district and employee rights, code of ethical conduct, duties and responsibilities, general rules, hiring and promotions, uniform regulations, grievance procedures and disciplinary action. The district also has standard operating guidelines including a reimbursement and charges policy (adopted 1999).

The district's eight goals for 2004 were as follows: increase office and work space, purchase property for station/training facility, prevent loss around Folsom Lake due to wildland fire, increase efficiency and response to emergencies, improve service to the community through increased staffing, decrease cost of apparatus maintenance, increase positive awareness of Department and increase the level of emergency response preparedness.

Administration—Financial

EDH revenues are deposited in the County Treasury. The County Auditor collects the district's tax revenue and transfers it to district accounts. The standard 1% tax collection administration fee charged by the Auditor amounted to \$222,056 in 2004-2005. No direct charges are assessed for other banking and accounting services provided by the County to the district. Funds sufficient for daily operating expenses are held in a checking account at Bank of America. Banking costs are minimal, but the chief indicates that the district may switch to a bank with lower fees. Remaining funds in excess of immediate needs are invested in LAIF (Local Agency Investment Fund).

Receivables and payables are processed in-house. Payroll is also processed in-house, except for check printing which is contracted out through ADP. The district contracts with an independent auditor for an annual audit.

EDH has an adopted purchasing policy that addresses purchasing limits and signature authority. Each of the five chief officers has a district credit card and the district has one additional authorized agent credit card. Staff submits a monthly financial report to the board.

Administration—Operations

EDH publishes a monthly call log report. The Village Life newspaper publishes a synopsis of this report. The state requires fire reporting through CFIRS (California Fire Incident Reporting System). Calls are logged internally through the Fire House® software program and filed permanently. Statistical data compiled from the call logs is used in the annual report and is available to the public.

Total call volume, including automatic aid, increased by 8% in 2003. In particular, vehicle fire calls increased by 80%, grass/brush fire calls increased by 66% and Medic 85 responses to out-of-district calls increased by 33%. Call volumes are expected to increase with growth in the district.

EDH received a total of 2,416 calls in 2003. Nearly half of all calls were reported from the El Dorado Hills Boulevard corridor and the northwest portion of the district. Total call volume can be broken down as follows (numbers may not add due to rounding):

Table 9: El Dorado Hills County Water District Call Log

Type of Call	Number	Percentage
<i>Special Duties</i>	400	16.6%
<i>Mutual/Automatic Aid</i>	270	11.2%
<i>False/Accidental</i>	135	5.6%
Medical Aids	994	41.1%
Medic 85 Responses	472	19.5%
<i>Total Medical</i>	1,466	60.7%
Structure Fires	39	1.6%
Miscellaneous Fires	39	1.6%
Vehicle Fires	37	1.5%
Grass/Brush Fires	30	1.2%
<i>Total Fires</i>	145	6.0%
Total	2416	100%

EDH's internal standard requires response times of six minutes or less to 90% of the incidents within the district. This standard is based on NFPA studies and other information indicating the critical stages for fires and medical aid. The six minutes begin from receipt of the call to equipment on scene.

The district uses National Fire Protection Association (NFPA) standards as guidelines for staffing. Staffing is set internally and requires a minimum of 12 on-duty firefighters plus one chief officer 24-hours a day. The district normally exceeds this standard with 14 on-duty firefighters. As of 2003, the district maintained a staffing level of 1.7 firefighters per 1,000 residents. This

ratio assumes that three volunteers are equal to one paid firefighter. NFPA hiring standards are adopted locally for training and as entry level rules and regulations. Internal staffing analysis is performed annually. The district's current Five-Year Plan acknowledges that "staffing levels are influenced by several factors such as populations protected, response distances and times, population density, and firefighter safety."

NFPA also sets national equipment standards that are widely recognized by the industry. Although not adopted locally, EDH uses these standards as guidelines and makes adjustments for local conditions and preferences. The guidelines are used to determine the range of types of equipment and the number of staff per piece of equipment. The amount of personal equipment currently meets district requirements.

EDH has an internal vehicle and facility maintenance and record keeping program through Fire House® that was implemented in 2002. The district contracts for preventative vehicle maintenance and most facility maintenance is performed in-house. The district does not report any problems with deferred maintenance. From a long term planning point of view, equipment replacement is included in the Five-Year Plan. Vehicles are replaced based on mileage as tracked by Fire House®. One staff person has designated authority for maintenance.

Funding and Budget

The discussion in this section is descriptive and the amounts cited are approximate based on information received from the district and other sources. The 2004-2005 total budget is \$14,668,074, a 6% increase from the prior year's budget and a 47% percent increase from prior year actuals. Revenue is projected as follows:

Property taxes	\$8,367,860 (57%)
Development impact fees	\$4,500,000 (31%)
Interest	\$200,000 (1%)
El Dorado County JPA	\$716,830 (5%)
General Reserve	\$883,384 (6%)

Total assessed value within the district increased by 100% between 1999-2000 and 2003. EDH receives an average of 17% of the property tax base in 15-20 different tax rate areas. In addition, when the district is in negotiations with the County and other agencies for the reallocation of property taxes during proposed annexations, the district will not accept an increment that is smaller than 17%. According to the 2003 Annual Report, the district's property tax revenue increased by an average of 12% per year for the past ten years. The district is exempt from the ERAF property tax shift because it

was a multi-county agency at the time ERAF transfer calculations were made. The district includes a small portion of Sacramento County south of Highway 50.

Operating expenditures of \$8,914,074 are projected as follows:

Salaries and employee benefits	\$7,681,194 (86%)
Services and supplies	\$1,232,880 (14%)

EDH receives development impact fees of \$2,416 for residential units, \$0.67 per square foot for sprinkler-equipped commercial/industrial units and \$1.34 per square foot for commercial/industrial units without sprinklers. These fees represent a decrease from the prior year (down \$98, \$0.03 and \$0.06, respectively). The district does not charge any other fees.

Capital expenditures in the 2004-2005 budget total \$5,594,000. In 2003-2004 the district budgeted \$6,658,500, but spent only \$3,488,447. Budgeted expenditures in the current fiscal year include the new Station 85 (\$4,400,000), land for the planned training facility (\$500,000), plans and phase one of Station 87 (\$380,000), and various other items such as communications equipment and two utility vehicles. The Five-Year Plan projects \$16.2 million in capital expenditures through 2008-2009. Of this amount, \$13.9 million is attributable to new development and will be funded largely by development impact fees.

The Board does not have policies for the amount of reserves or contingency funds. The 2004-2005 budget includes a \$160,000 contingency, up from last year's \$60,000. The Five-Year Plan notes that the district does not generally use its contingency. Total reserves as of June 30, 2003 were \$12,157,492. This amount includes reserve funds for general reserves, development fees, retiree medical, vacation and sick and dental/vision. The chief notes that the district pursues good business practices in order to save money and operate more efficiently.

EDH received a grant through the U.S. Department of Homeland Security for communication equipment; however, this is not the only avenue the district pursues. It has applied for this and other grants in conjunction with the County Chiefs' Association. For example, the Chiefs' Association applied for a grant from the California Office for Traffic Safety (OTS) for extrication equipment. The grant was approved in 2004, with Rescue FPD coordinating the purchases for all county fire districts.

The district has utilized group purchasing for radios and pagers through the Chiefs' Association.

The district does not have any special taxes or assessments, although a previous special tax raised funds for a new station and was terminated in 1987.

Cooperative Agreements

EDH participates in automatic aid agreements with the City of Folsom and Sacramento Metropolitan FPD. These agreements were approved around 1990. The district also has a cooperative agreement with the US Forest Service (USFS), which was approved in 2004. Under the agreement, USFS can contract directly with EDH for fire protection services in the Eldorado National Forest. The district does not have any informal agreements with other groups, but is committed to working closely with various emergency agencies as needed in the event of a disaster. The district does not share any staff or facilities with another FPD.

The chief states that cooperative agreements are beneficial overall but because the level of service is higher in EDH, the district sends out more aid to assist other agencies than it requests within its own boundaries. There are no financial data to document the impact, if any, associated with mutual aid support.

Boundaries

EDH has been involved in several past consolidation/reorganization efforts. In 1993 the district approached Cameron Park CSD, but the CSD board voted against the concept. Similarly, EDH approached Latrobe FPD in 2002 but the Latrobe FPD board also voted against consolidation. Most recently, the residents of Rescue FPD voted against consolidation with EDH in an advisory vote in 2003. The Rescue board then voted against the concept based on the results of the advisory vote.

According to the chief, the district will not pursue any more consolidations, but is willing to be approached by other agencies.

LAFCO recently approved two proposals for annexation to EDH. The Euer Ranch and Carson Creek annexations will support age-restricted residential developments south of Highway 50. Other areas for potential annexations include the islands formerly in Williamson Act (Tong Ranch area and Dixon Ranch area).

To the north of EDH is a part of the county between EDH and Rescue FPD boundaries. These lands are within Rescue FPD's SOI; however, according to EDH, access into the areas is only possible from El Dorado Hills, hence EDH is the first responder for all incidents. Historically, the fire districts decided their desired spheres of influence and presented those maps to LAFCO. These lines were not supported by service analysis or substantive plans. It may be more appropriate for this area to be added to the sphere of the most logical service provider and annexed when development is planned. In 1998, the Watermark Sphere of Influence amendment was approved, followed by annexation to EDH and detachment from Rescue FPD.

The first response area for EDH does not correspond exactly to the district's boundary. The chief reports that EDH is consistently the first responder to the easternmost portions of the City of Folsom and Sacramento Metropolitan FPD. The Bass Lake Station also responds first to some parts of western Cameron Park and Rescue. Almost all Latrobe calls are directed to both Latrobe FPD and EDH. EDH is often the first responder to these calls.

In 1998 and 2003, proposals were submitted to LAFCO to incorporate the proposed City of El Dorado Hills. The proposals were initiated by landowners and the County Board of Supervisors, respectively. The proposals both specifically excluded any changes to the organization of EDH as a district. While those incorporation efforts were unsuccessful, any future incorporation in this area will shift lands currently designated as SRAs to LRAs for wildland fire protection services; thereby shifting the costs of wildland fire protection to the local fire provider. This will have a direct fiscal and environmental impact to the district or to the future city, should EDH be reorganized as a city department.

Community Outreach and Involvement

EDH is affiliated with the El Dorado Hills Firefighters' Association and the EDH Auxiliary. The EDHFA consists of both Paid and Volunteer Firefighters and the Auxiliary membership mainly consists of staff spouses. The district co-sponsors events with both groups. The EDHFA holds one major fundraiser each year and donates the funds for community purposes including schools and hospitals.

Several community groups use district facilities including the El Dorado Hills Chamber of Commerce, youth organizations, youth sports leagues and DMV 55 Alive classes. The district does not charge any rental fees for these agencies.

EDH also participates in community events by staffing safety fairs, bike rodeos, business expositions, EDHCSD events, Friends of the Library events and others. District staff stands by at high school and peewee football games. Some overtime is budgeted for public education duties. One fire captain also publishes a column in the Village Life newspaper and the public can read district news on the EDH website.

EDH is a member of a variety of organizations, including the El Dorado Hills Chamber of Commerce, the El Dorado Hills Rotary Club, the Boys and Girls Club, Big Brothers Big Sisters, NFPA, IAFC, the County Chiefs' Association, the County Training Officers Association and the County Prevention Officers Association.

J. Diamond Springs/El Dorado Fire Protection District**Background**

The Diamond Springs/El Dorado Fire Protection District (DSP) was formed in 1979 under Government Code §61000, et seq., for the purpose of providing improved fire protection and related services. The Diamond Springs Volunteer Fire Company was established on February 1, 1949 because of consistent, destructive fires that often originated from river drainage areas. The town of El Dorado started its own volunteer fire company in the 1800's. The Diamond Springs Fire Protection District was formed in 1968. In 1979, the consolidation of the Diamond Springs Fire Protection District and the El Dorado Fire Protection District resulted in the current Diamond Springs/El Dorado Fire Protection District.

DSP is located in the south-central portion of El Dorado County. It is bounded on the west by the Rescue, El Dorado County and Latrobe Fire Protection Districts; on the north and northeast by the El Dorado County Fire Protection District; on the east by the Pioneer Fire Protection District and on the south by the Amador Fire Department (formerly the Plymouth Fire Department) in Amador County. The district serves the communities of Diamond Springs, Missouri Flat, Sleepy Hollow, Logtown and El Dorado. Major access roads in the district include Highway 49, Missouri Flat Road, Green Valley Road, Mother Lode Drive, El Dorado Road, Green Stone Road, Pleasant Valley Road and Highway 50.

The district is 93 square miles and its topography ranges from rolling hills of grass and oak woodland in the west to oak-timber in the steep drainages in the east. The Cosumnes River and Weber Creek drainages have historically been fire prone areas of the district. These drainages and associated river canyons and tributaries point towards the developing areas of south Highway 49 and Sand Ridge Road. According to the fire chief, hot, dry northerly winds direct fire towards the developed areas, resulting in a fire hazard that the district has to contend with almost every year.

All of the district land is designated as an SRA. Lands owned and managed by the Bureau of Land Management (BLM) are scattered throughout the district's mid-eastern section.

The district can be divided into four major land use types: Industrial, commercial, semi-urban and rural. Rural residential areas consist of single-family dwellings on five or more acre parcels and can be found in the far north and south areas of the district. These areas are furthest from the district's commercial center and can be very isolated. The southern part of the district has agriculture, cattle and grazing. There are pockets of crops and orchards, but the area is mostly devoted to grazing.

Semi-Urban Residential uses consist of single-family dwellings on less than five acres of land. These areas contain small subdivisions and isolated residential developments that are characteristic of a suburban ranch environment. These areas are located immediately north and south of the district's commercial and industrial center.

The district's commercial area contains a variety of commercial, light industrial, educational and manufacturing facilities. Development is concentrated in the upper mid-eastern portion of the district, around the towns of El Dorado and Diamond Springs and along the Missouri Flat Corridor. These areas contain shopping centers, schools, mixed occupancy retail, commercial, government buildings, high-tech manufacturing, medical facilities, a receiving facility for hazardous materials (county materials recycling facility) and large, multi-story retirement and convalescent complexes.

The district has two main industrial areas. The first is an industrial park located on the corner of Highway 49 and Missouri Flat Road in Diamond Springs containing light industrial related businesses. The second area has light industrial and light manufacturing businesses located in the Mother Lode Drive and Pleasant Valley Road area west of El Dorado. This second area also contains the highest concentration of businesses with hazardous materials because of the number of propane extraction, storage and distribution facilities that can be found there.

Agricultural and rural-residential areas receive an ISO rating of eight. Industrial or semi-urban commercial areas in the district receive an ISO rating of five (rating given July 2004). Water suppliers, including EID and the El Dorado Northern Lumber Company, are responsible for maintaining approximately 800 hydrants with sufficient water pressure for fire suppression (also known fire flow) in the district. According to Assistant Chief Marty Sanford, there are few fire hydrants south of the town of El Dorado; consequently most residents rely on private wells that may have insufficient fire flow.

Growth and Population

The district's current population range estimate is 36,000 to 38,000. According to the fire chief, four to six thousand residents commute out of the district during the day. Recently, the district has been experiencing an annual growth rate of 4-8%. Areas in Missouri Flat, El Dorado and Pleasant Valley are slated for more development under the 2004 General Plan. More commercial development is occurring along Missouri Flat Corridor and in the Park West Industrial/Business Park. In addition to the recently completed Abraham Lincoln Senior Care facility, another senior care facility is proposed south of Diamond Springs. To be called "Stonehenge Springs", it will include

a senior housing and care facility, a church, private school and park. Other sources of growth within the district include:

- A planned church in the old Farnsworth Mill site northeast of Charles Brown School
- New commercial and residential projects as outlined in the County's General Plan
- Splitting of large parcels for single-family homes

Services and Programs**Table 10: Diamond Springs/El Dorado Fire Protection District Services and Programs**

Type of Service	Provided By/ Contact Person	Service Capacity and Other Notes
<i>Fire Services</i>		
Fire Prevention Officer	Chief Peterson	Full-time.
Arson/other investigation	Chief Peterson and 3 non-safety investigators	
Plan checking/permits	Chief Peterson	
Residential inspection		Happens during plan checking/permits.
Commercial inspection	Supervised by Chief Peterson and suppression personnel	
Burn permits	Deferred to CDF	
Fire safe inspections		Handled as public education.
Hydrant inspection	Chief Peterson	Water supplier.
Gas inspection	Chief Peterson	Part of commercial inspection.
Defensible space, chipper inspection/regulation	Encourage cooperative programs with CDF, Fire-Safe Council	Conducted under LE 38 inspection. Officers enforce on basis of complaint.
Controlled burn programs	Work to support CDF	CDF vegetation management programs.
Other:		
<i>Hazardous Materials</i>		
HazMat 1 st Responder	All firefighters	If serious, the County coordinates large responses.
Other:		
<i>Rescue Services</i>		
Search and Rescue	Some firefighters are trained Rescue Systems (RS) 1 and 2	District provides assistance and support to County SAR in special rescue operations.
Swift Water Rescue		Limited capability, have some equipment—ropes, floatation devices...
Vehicle Rescue	Vehicle 49	Often called first to a scene, even outside the district. Vehicle equipment capabilities: structure collapse, vehicle extrication, emergency lighting, some confined space rescue, etc.

Type of Service	Provided By/ Contact Person	Service Capacity and Other Notes
Other Safety Services and Programs		
Car seat inspection	CHP	At fire station in conjunction with CHP. A firefighter is in the process of being trained.
Life safety inspections	Engine Company	Multi-occupancy dwellings, such as motels, convalescent homes, hospitals, etc.
Public education programs	Chief Peterson DSP in conjunction with ECH	Businesses ask for fire extinguisher training. Fire Clownz. "Every 15 Minutes" Program: stage a simulated accident for HS students. This year, DSP is helping ECF with organizing its own program.
Children/school programs		Education programs at schools.
Station tours		Tours (usually preschool age).
Disaster/evacuation plans	Sheriff in joint cooperation with the District	OES Disaster Council has approached District to start doing disaster and evacuation plans.
Animal rescue		Rescue 49 unit—"all-risk-rescue team."
Medical Services		
Basic Life Support		
EMT 1	All including chief	
EMT 1 (defibrillator)	All medic units have defibrillators	
Advanced Life Support		Equipped engine at 90% on fire engines.
EMT-Paramedic	12 personnel out of 17; 16 firefighters out of 47	
Education Programs	Firefighter/Medic	Drug resistance program.
Other		

One of the district's important challenges is retaining trained, experienced staff. Increasing development and emergency calls increase service demand, but the district has fewer resources at its disposal with which to pay its firefighters to keep pace with this increase. The district's total calls increased 3.6% from 2001-2003 and decreased 2.8% from 2003-2004. In contrast, salaries and wages, which include permanent employees, temporary employees and overtime, increased 1.02% from FY 2002-2003 to FY 2003-2004. As a result, DSP is in has a difficult time competing with other FPDs that can afford to pay higher wages. Instead, the chief says that during its recruitment drives the district emphasizes alternative forms of compensation that are unique the community, such as strong cultural and community ties, the pace of life, etc.

The district's increasing call volume and dispersed development increase service response times. Remote, developing areas, such as Sand Ridge Road and areas south of Highway 49, take longer to reach. According to Assistant Chief Scott Peterson, district response times to the southeastern

edge of the district, near Sand Ridge Road can take up to 30 minutes and Pioneer Fire Protection District is sometimes the first responder there. The district relies on mutual aid assistance for simultaneous calls. “The increasing call volume correlates to approximately two hours each day that the district’s engine is unavailable for calls”, as noted in the Long Range Plan/Capital Improvement Plan. During the 2004 calendar year, the District responded to approximately 2,250 requests for service. Of those, approximately 310 were overlapping or simultaneous dispatches.

As noted earlier, there are several commercial, residential and community projects in the works. Commercial development and growth impacts the district, not only with an increase in service demand but also in its ability to conduct regular construction plan reviews and inspections. The assistant fire chief, in addition to his primary duties, serves as fire marshal and oversees and administers the district’s Fire Prevention Division. Consequently, the fire marshal has multiple responsibilities and lacks time and available staff to meet the increasing demand for regular inspections. The Long Range Plan states that the district has only been able to conduct a small number of inspections and plan reviews associated with business licenses issued by the El Dorado County Tax Collector’s Office.

The chief states that DSP provides the extent of services that the community is willing to support. Towards this effort, the district has recently initiated “Standards of Cover,” a multi-year project study to establish formal service standards. The district plans to survey residents to ascertain how they perceive current services and what level of service should be provided. Service standards will then be created in response to public opinion and resubmitted to the community for approval.

Infrastructure and Facilities**Table 11: Diamond Springs/El Dorado Fire Protection District Infrastructure and Facilities**

Existing Facility: Type/Size	Year Built or Remodeled	Address, Location in District	Characteristics
Station 44	Constructed in the 1970s, it will be remodeled when the current resident moves out	6109 Quartz Drive El Dorado, CA 95623	Resident station. 2,000 square feet. 2 bays, a dormitory and kitchen.
Station 46 Pleasant Valley and the town of El Dorado	Constructed in 2003	6170 Pleasant Valley Road El Dorado, CA 95623	3,000 square feet. 3 bays. Mechanic works out of this station. This Station will be career staffed in 2006/07FY.
Station 47 Sleepy Hollow, Oakvale area	Remodeled in 2003	2312 Oakvale Drive Shingle Springs, CA 95682	Resident station. 2,000 square feet. 2 bays, a dormitory and kitchen.
Station 48	Constructed in 1970s; remodeled in 2001	3840 Missouri Flat Road Placerville, CA 95667	(Same design as station 44 and 47.) 2,000 square feet. 2 bays, a dormitory and kitchen. 1 ambulance 24 hrs/day 7 days/week and 1 spare ambulance.
Station 49	Completed in 1998	501 Main Street Diamond Springs, CA 95619	(Headquarters) 14,700 square feet. 4 bays. Community meeting facility.
Training facility	Completed in 2001	Behind station 49	Owned by Firefighters Association and leased by District.

Stations 44, 46 and 47 are resident stations that each house one firefighter. The district allows firefighters (and their family) to live in these stations in exchange for 24-hour emergency response coverage, maintenance of vehicles and equipment, cleaning and upkeep. According to the chief, this arrangement encourages firefighters to live and eventually move into the community. All of the resident firefighters are full-time paid staff members that provide services in lieu of rent.

The district is preparing an integrated Long Range/Capital Improvement Plan. According to the chief, a new station is needed to replace Station 47 in the Sleepy Hollow area and Station 48 in the Missouri Flat area. Station 47 is in good condition, but not conveniently located within the district. It is located on the district's northwestern edge, less than one mile from the Rescue Fire Protection District and is staffed by a resident and a volunteer.

Station 48 in the Missouri Flat area is conveniently located in the district, but not well situated. According to Assistant Chief Marty Sanford, Station 48 is too close to Missouri Flat Road and on a blind corner and near the busy intersection of Missouri Flat Road and El Dorado Road. Further, Station 48 is at capacity and too small for the district's future needs. There are three beds at the station and two firefighters on duty; consequently additional personnel cannot be added. Chief Todd Cunningham further explained that existing personnel do not have adequate office or storage space.

Station 48 also houses a ladder truck and two active medic units operate out of the station's two bays. However, the El Dorado County Regional Pre-hospital Emergency Services Operations Authority Five-Year Plan 2004-2009 also notes that the bays are too small for existing apparatus; as a result, one medic unit is parked outside on a regular basis.

The chief stated that a new station, centrally located between 47 and 48 in the Greenstone or El Dorado Road area, is needed to provide infrastructure for future service demands. This station would be located near the Miwok Indian (Shingle Springs) Rancheria, where a casino resort could be built. While the Rancheria provides its own fire protection, the fire chief and tribal leaders acknowledge the need for a cooperative plan to provide services for future growth. The tribe has its own small volunteer fire department, but may opt to receive service from the district since the reservation is within district boundaries. The district states it currently provides service to the Rancheria.

Shared Facilities

Station 49 functions as a meeting center and hosts many active groups in the community. Community groups schedule activities on Station 49 facilities include Hangtown Investors, the Historical Society, Brownie Troop, Emblem Club, Stamp and Crafts Club, Junior Girl Scouts and Quilters. In addition to community groups, the district also hosts election polling, public service groups and government meetings.

The district provides temporary office space at Station 49 to Dan Francis, the program administrator of CSA #7. Assistant Chief Marty Sanford stated that the Firefighter's Association is planning to build the administrator a permanent office at an adjoining location.

Equipment and Vehicles**Table 12: Diamond Springs/El Dorado Fire Protection District Equipment and Vehicles**

Vehicle/Year/Model	Type (Structure or Wildland)	Capacity, # Gallons & GPM	Location and Other Notes
<i>Engines</i>			
Engine 349, 1992 Peterbuilt HT	Type 1	500/1000	Type 1, Foam, Pump and Roll; remaining life: 10 years; planned and scheduled to be refurbished in 2005.
Engine 49-05 HME Central	Type 1	500/1000	New additional engine for an anticipated use at Station 46.
Engine 249, 2003 International	Type 2	500/750	Type 2, Foam, Pump and Roll.
Engine 49, 2000 HME Central	Type 1	500/1000	Type 1, Foam, Pump and Roll; remaining life: 11 years.
Engine 47, 1978 Ford Vanpelt	Type 1	500/1000	Type 1, Foam, Pump and Roll; planned and scheduled to be refurbished in 2005.
Engine 46, 1981 Ford Vanpelt	Type 1	500/1000	Type 1, Foam, Pump and Roll; remaining life: nine years.
Engine 44, 2003 International	Type 2	500/750	Type 2, Foam, Pump and Roll.
<i>Water Tenders</i>			
Water Tender 46, 1990 International HT	Type 1	3000	Remaining life: 14 years.
Water Tender 44	Type 2		Type 2; Planned addition: 2007.
<i>Rescue Vehicle</i>			
Rescue 49, 2003 HME Central	Medium Rescue / Type 2		Type 2 (medium duty) Urban Search and Rescue (USAR). Remaining life: 20 years. Specialty vehicle with multiple capabilities. It is often the first vehicle called to an accident scene, even outside the District.
Truck 48, 1981 Ford Van Pelt	Type 2	1,200 GPM	Type 2 truck with 55-foot aerial ladder; Quint: contains a hose, pump, water, ground ladder and it elevates a master stream; 23 years old; needs replacement: 2006.
<i>Utility/Other</i>			
Command Ford Expedition 2005			New 5-year service life.
Command Ford Expedition 2005			New 5-year service life.
Command Ford Expedition 2006			New 5-year service life.
C8100, 2000 Ford F- 150 (arson)			Remaining life: 6 years.
C8101, 2001 Ford F- 150 (mechanic)			Remaining life: 8 years.

Vehicle/Year/Model	Type (Structure or Wildland)	Capacity, # Gallons & GPM	Location and Other Notes
Utility/Other			
C8102, 2001 Ford F-150 (command)			Remaining life: 7 years.
Tractor 49, 2000 Bobcat 742			Remaining life: 19 years.
Medical Vehicles			
Medic 48	JPA property		Active.
Medic 248	JPA property		Active.
Medic 49	JPA property		Spare – To be unavailable June 30, 2006.

NFPA guidelines suggest a 20-year replacement timeline for apparatus. However, the district no longer expects vehicles to last a full 20 years with a five-year reserve life; vehicles are expected to last half that time. District apparatus and equipment have a shorter lifespan due to heavy use from high call volumes, acuity of call activity and failing road infrastructure (to be discussed further in the “Administration, Operations and Management” section below).

The district has begun to spread the purchase of equipment over a staggered period of time as part of the capital improvement plan. Vehicles purchased at or near the same time are now being replaced. This should reduce the possibility of the district having to make grouping of major purchases. Engines 44 and 249 were recently ordered as part of this strategy. The district, according to the 2003 Long-Range Plan, needs to purchase a patrol vehicle in 2007 and an additional Type 1 Engine by 2005. The district purchased the engine and four automatic defibrillators for four vehicles in FY 2003-2004.

According to Assistant Chief Marty Sanford, the ladder truck needs to be replaced to accommodate new and existing commercial development. The current truck has a 55-foot aerial ladder that can narrowly reach the top of a third story building, such as the Best Western Motel in Placerville at the Missouri Flat Road exit or new structures in the Gold Country retirement community (a very large community that consists of several levels of skilled nursing hospitals, a commons area and three multi-story apartment buildings). Assistant Chief Scott Peterson noted that the topography in parts of the district presented a need for a higher ladder because multi-story structures that are accessible on flat land can be difficult to reach when situated at the edge of a hill. However, the chief indicates that purchase will not occur until the existing unit becomes operationally ineffective or direct development mitigation funds the balance of a replacement ladder.

Personnel and Staffing – Paid Staff**Table 13: Diamond Springs/EI Dorado Fire Protection District Personnel and Staffing - Paid Staff**

Classification	Number: Full-Time Part-Time (Vacancies)	Pay Range	Retirement Type: PERS/Other Rate: (i.e. 2%@55)	Bargaining Unit/Union and Other Types of Benefits
Chief	Chief FT	\$87,280	3% @ 50	
Chief Officers	2 FT	\$79,041	3% @ 50	Staff is represented by an employee association.
Captains	3 FT	\$68,635	3% @ 50	Staff is represented by an employee association.
Engineers	3 (1)	\$55,885 - \$61,215	3% @ 50	Staff is represented by an employee association.
Firefighter EMT-1's	2 FT	\$51,199	3% @ 50	Staff is represented by an employee association.
Firefighter Paramedics	10 FT	\$48,831 - \$56,807	3% @ 50	Staff is represented by an employee association.
Administrative Assistant	1 FT	\$51,199	2.5% @ 50	Staff is represented by an employee association.

Personnel and Staffing – Volunteers**Table 14: Diamond Springs/EI Dorado Fire Protection District Personnel and Staffing - Volunteers**

Classification	Number and (Vacancies)	Reimbursement, Stipend, Mileage, etc	Benefits Available	Notes
Volunteer Firefighters	26	None	Workers Comp	Sometimes fill in as paid Extra Help employees on medic units. The district refers to paid volunteers as 900-hour employees because they can accumulate a maximum of 900 paid hours.
Non-Safety Volunteers	2	None	Workers Comp	

DSP is staffed by 22 full-time paid personnel, 26 volunteer firefighters and two non-safety volunteers. The district staffs a two-person medic unit out of Station 48 and a three-person engine company 24-hours a day, seven days per week at Station 49. The district has begun to add firefighter/paramedic positions on an incremental basis to establish a three-person engine company, with the eventual goal of establishing a second engine company. The district maintains a minimum staffing level of 2/0. The district plans to make a final lease payment for Station 49 in FY 2004-2005, according to a

Memorandum from the Chief on the Adopted Final 2004-2005 District Budget. Because of that, funds were available to add administrative staff, fire prevention and community development personnel in Fiscal Year 2005-2006. In the 2006-2007 Budget the district is planning to place hired staff at Station 46 and expand the volunteer program in that community. Given that funding for Medic 49 was cut by the JPA, the district plans to absorb the staff for that unit. However, the chief notes that the provision of advanced life support ambulance service to his community has been greatly decreased and will decrease again sharply on July 1, 2006.

The district's 26 volunteer firefighters augment district staffing and work out of the district's five stations. Fourteen volunteers staff resident Stations 44, 46 and 47; resident firefighters regularly work out of Station 49. Twelve volunteers work out of Stations 48 and 49. Volunteer firefighters meeting a criteria established by the district are eligible for promotion to a career position. Volunteer and paid personnel are offered promotional opportunities ahead of the general public per the district's Policies and Procedures.

The entire district's paid and volunteer firefighters are required to attend regular, ongoing training. In addition to volunteer drills, staff is required to attend a minimum of 60 hours of training per year and can select two courses per year to take. Volunteer firefighters are required to attend at least 30 hours of volunteer training drills per year to remain active. Volunteers may take two approved courses per year. The district encourages volunteers and firefighters to advance their careers and achieve a certain level of expertise in their field.

The Assistant Chief/Training Officer interprets Federal and State training mandates for the district. According to the Assistant Chief, the National Fire Protection Association (NFPA) suggested industry standards are observed to the extent possible. The training officer provides much of the required training in-house through cooperative arrangements that include outside certified instructors and courses through American River College (ARC). The Training Officer, as a former Fire Technology Program instructor at ARC, offers in-service classes for academic credit.

The district's training enterprise and onsite training facility enables the district to provide training to firefighters inside and outside of the district. The district is beginning to offer specialized training classes, which attract people from other parts of the state. The district is trying to augment its training classes and make the classes available to others in order to continue to offset its training costs, which include outside training sessions, advanced and specialized training courses for district personnel, and associated expenses such as travel and food.

Part-time employees and on-duty personnel perform the bulk of building and facilities maintenance. Contract vendors perform major work or repairs.

Grounds maintenance is ongoing and performed by a combination of on-duty crews, association members, and less frequently, jail inmates and California Department of Corrections prison inmates.

An employee association, rather than a union, represents district personnel. The association functions as a bargaining unit, but dues are not required. A representative is appointed and sub-representatives are appointed for different classifications, including volunteers. The association only provides representation to firefighters within DSP.

William Wright is the district's General Counsel and Peter Flanderka specializes in labor issues. The district has a three-year revocable contract with its legal counsel.

Administration, Management, and Operations

The DSP is composed of a five-member board. Members serve four-year staggered terms. Three new board members, all running uncontested, were appointed after the 2004 November election. A quorum is three board members; three affirmative votes are needed to carry any motion. Meetings are held the second Wednesday of every month at 7:00 pm at Station 49. Public notices are posted at Station 49 in conformance with the Brown Act. Special meeting notice is published in the Mountain Democrat and at Stations 46 and 48. Meeting attendance is typically low. A retired board member emeritus, who occasionally attends meetings, is the only citizen present on a regular basis. Board members each receive \$75 per month and educational incentives at the discretion of the district training officer.

Within the last two years, Board members have been given pamphlets/fliers, from which they can choose training workshops to attend. The district has also paid for tuition and classes on Board Management. Additional training is administered in the form of booklets and pamphlets. Firefighters also offer Board training sessions at Board meetings. Board members do not receive separate training on FPCC regulations; the district is producing a "conflict of interest" manual based on form 700 from the Secretary of State.

Board members are provided with Brown Act training and literature, and Robert's Rules of Order. The Board Member emeritus, considered a student of the Brown Act, advises the current Board on appropriate procedures. The district provides adequate parking and handicapped access. According to the chief, the district has not had any Grand Jury problems or recommendations. The Board has adopted a policy and by-laws. In addition, staff is preparing records retentions and storage standards. Bill Flynn, a district employee who has been working on labor negotiations, heads up an ad hoc negotiation committee.

The district was threatened with a civil lawsuit related to a car accident; however, that suit was dropped prior to filing without settlement.

Administration—General

The district's administrative office is located on 501 Main Street at Station 49. Operating hours are 8:00 am to 5:00 pm, Monday through Friday. The district's website is <http://www.diamondfire.org>.

The 2004 Audit noted that, "The District contracts for Public Liability and Property Damage insurance with Northern California Fire District Association." As a member of the Fire District Association of California (FDAC), the district provides workers compensation to all of its employees and volunteers through the Fire Association Self Insurance Program (FASIS), a self-insured pooling program. Bickmore Risk Services administers the program for the district. The Audit also noted that, "Association Participation in this program is exercised through a joint powers agreement. Premiums for both these programs are based on a combination of potential loss exposure (risk) and prior period loss experience."

Further coverage is achieved through other companies and organizations. Volunteer Insurance Fund Services (VIFS) provides Errors and Omissions and liability insurance to the district. Employees and volunteers are covered under the liability insurance. Some individual life insurance policies are provided through the California State Firefighters Association (CSFA).

The district also has contract employees for radio service and maintenance.

Administration—Financial

District financial and audit reports are conducted annually. The County Auditor provides accounting and banking services, including payroll and treasury services. The district is charged a 1% property tax administrative fee. The district has a \$500 petty cash account with El Dorado Savings Bank and an \$8,000 self-sustaining enterprise fund for training and class-related programs. Vaughn Johnson, CPA, provides independent annual audits to the district. For purposes of this report, LAFCO used a draft copy of the 2003-2004 audit.

Personnel are authorized to purchase the necessary items for continued operations and planned grant-related programs, so long as these expenditures are within the allocated budget amounts. Routine purchases are either delayed until 60% of the fiscal year has passed or unless it is authorized by the chief. Major capital purchases, exceeding \$1,500 must be authorized by the chief and should be planned for the last quarter of the fiscal year to ensure there are adequate funds for the purchase.

Credit cards are assigned to individual employees with different spending authority. Each credit card has a \$2,000 limit. The chief is the signature authority. The chief or the administrative assistant audits the cards every month.

The chief has authority to spend the amount budgeted for any item by the Board. Any item that costs more than the budget allows has to be approved by the Board.

Administration—Operations

Call logs are voluntarily filed with the State and Federal Government. The district keeps track of its call logs and uses the information as a planning tool.

According to Assistant Chief Marty Sanford, call logs are used to predict future activity, calculate statistics, discover correlations, report out, track information, view participation, determine training hours, and write criminal reports (for legal purposes).

Table 15: Diamond Springs/El Dorado Fire Protection District Call Log

	2001	%	2002	%	2003	%	2004	%
<i>Incident Type Summary</i>								
Fire	227	11.09	170	8.24	149	6.79	139	6.52
Rupture, Explosion, Overheat (no fire)	3	0.15	4	0.19	2	0.09	1	0.05
Rescue and Emergency Medical	1,155	56.42	1,236	59.94	1,350	61.50	1,387	65.03
Hazardous Condition	206	10.06	176	8.54	154	7.02	150	7.03
Service Call	169	8.26	126	6.11	177	8.06	134	6.28
Good Intent Call	206	10.06	274	13.29	299	13.62	253	11.86
False Alarm and False Call	72	3.52	73	3.54	60	2.73	61	2.86
Severe Weather/Natural Disaster			1	.05				
Special Incident Type	9	.04	2	0.10	4	0.18	8	0.38
Total	2,047	99.6	2,062	100	2,195	99.99	2,133	100.1

The district's total calls increased 3.6% from 2001-2003 and decreased 2.8% from 2003-2004. Medical calls comprise the greatest number of the district's calls. Medical calls accounted for 56% of calls in 2001 and averaged an annual increase of 77 calls (6.32 %) from 2001-2004. According to the district's Long Range Plan, the district's "population consists of a large number of retired individuals and senior citizens who reside in senior and retirement communities or the skilled nursing facility. These citizens are at risk for medical and injury-related problems". In context of the call volumes and keeping in mind the district's topography, population dispersal, road infrastructure and a lack of a large urban core, it can be seen that the wear and tear on the district's apparatuses is higher than normal.

The County General Plan establishes an "eight minute response time standard to 80% of the population within a community region" and a 15-45 minute response time standard to rural centers and regions. According to the 2003 Long Range Plan, "The District is having increasing challenges meeting this standard" due to increasing calls and development in the district.

Response time standards eventually will be set for the district based on the “Standards of Cover” study which will be designed to gauge the community’s response time needs. This study will allow the community to determine what level of service they want. Service standards determined by the community will also, indirectly, determine the staffing needs and standards. El Dorado County establishes the standards of service for medic units.

Minimum staffing standards are currently determined by the agency, according to need and available resources. At minimum, two people should be on an engine—an officer and an operator. Medic units should have at least one paramedic and one EMT-1.

A fire captain and a mechanic lead a staff committee to develop equipment standards and recommendations. The district has developed its own specifications for their equipment since 1990 because of technological considerations and changes. The district buys NFPA compliant equipment, and designs or modifies it to the district’s specifications. DSP has reconfigured its rescue squad vehicle to accommodate equipment that bolsters rescue services.

According to Assistant Chief Marty Sanford, the ISO rating process and general experience ensures that the district maintains a sufficient quantity of equipment to serve the district. Equipment quality standards for items such as adapters, nozzles, and hose coupling thread are set by the National Standard Thread (NST) to ensure that equipment is compatible. Fire hose is usually replaced on a rotational basis. The Long Range Plan calls for the district’s inventory of large diameter hose to be replaced within the next five years due to age and changes in regulatory standards.

OSHA sets Personal Protective Equipment (PPE) requirements and standards. DSP supplies all employees and volunteers with protective and safety equipment required by district Policies and Procedures and mandated safety laws. Structure and Wildland PPE are standard-issued safety clothing and gear. Structure PPE includes a structure helmet, lined coat and pants with suspenders, boots (or approved leather steel-toed boots) and gloves, flashlight safety strap, infectious disease pocket facemask, and latex gloves. Wildland PPE includes a wildland helmet with goggles and neck shield, pants, jacket, and gloves, shirt, heavy duty lace-type work boots with non-slip soles and heels that provide ankle support and leather tops not less than eight inches in height, and fire shelter.

The NFPA provides vehicle maintenance guidelines and the Highway Patrol sets standards for highway vehicles. The district conducts scheduled inspections and maintenance. A firefighter/mechanic, located at Station 46 in the town of El Dorado, performs maintenance in-house for the entire district. Part-time employees and on-duty personnel are also responsible for inspections and maintenance. The code-three (third-out) vehicle fleet requires the most maintenance because increasing call demands and service needs have put more wear and tear on the vehicles.

According to the chief, part-time employees and on-duty personnel perform the bulk of building and facilities maintenance. Contract vendors perform major work or repairs. Grounds maintenance is ongoing and performed by a combination of on-duty crews, association members, and less frequently, jail and California Department of Corrections prison inmates.

Funding and Budget

The district's primary revenue sources include property tax, development impact fees, miscellaneous revenues, and JPA funds (JPA revenues will be reviewed separately later in this report).

Table 16: Diamond Springs/El Dorado Fire Protection District Funding and Budget—Revenues

Revenues	2002-2003 Actual*	2003-2004 Actual**	2004-2005 Board Adopted
Fund Balance	\$423,289 (16%)	\$100,000 (4%)	\$100,000 (3%)
Reserves	\$225,000 (8%)	\$211,700 (8%)	\$344,952 (11%)
Property Taxes	\$1,797,542 (68%)	\$2,011,072 (76%)	\$2,171,957 (72%)
HOPTR	\$31,778 (1%)	\$31,808 (1%)	\$34,353 (1%)
Interest	\$9,261 (0.3%)	\$8,351 (0.3%)	\$8,000 (0.3%)
Development Fee Transfers	\$130,000 (5%)	\$66,000 (3%)	\$196,500 (6%)
Charges for Services	\$0	\$8,000 (0.3%)	\$31,750 (1%)
Miscellaneous Revenue	\$39,317 (1%)	\$198,611 (8%)	\$125,000 (4%)
Sale of Assets	\$0	\$10,000 (0.4%)	\$20,000 (0.7%)
Total Revenues	\$2,656,187	\$2,637,542	\$3,032,511

*2002-2003 actuals are derived from the County Auditor's "Special District Budget Detail" for FY 2003-2004

**2003-2004 actuals are derived from the draft Financial Audit Report for FY 2003-2004

The district is divided into two property tax rate areas. The primary tax rate area has a 13% (ad valorem) property tax. The other receives fire protection from the district at an 11% (ad valorem) property tax rate. During the formation of the current district, the district took some unprotected area in the formation process. At the time, a 11% incremental rate was negotiated.

Property tax revenue is significantly higher than miscellaneous revenue, the district's second highest revenue source for FY 2003-2004 (excluding the fund balance). Property taxes comprised 76% of the district's total revenue in FY 2003-2004 and miscellaneous revenue comprised 8% of the district's total revenue in FY 2003-2004, \$1,812,461 less than property taxes.

Development Fee Transfers do not represent the total amount of revenue collected from development impact fees in a particular year. This is because the district transfers funds from its Development Fee Account to spend on equipment and/or facilities that will help mitigate the effects of development on services. The District projects that it will spend \$196,500 of Development Impact Fees on facilities and equipment for FY 2004-2005.

Table 17: Diamond Springs/El Dorado Fire Protection District Funding and Budget—Expenditures

Expenditures	2002-2003 Actual*	2003-2004 Actual**	2004-2005 Board Adopted
Salaries and Employee Benefits	\$1,202,865 (61%)	\$1,315,666 (58%)	\$1,608,754 (53%)
Salaries and wages	\$816,313	\$824,653	\$922,607
Retirement Benefits	\$185,226	\$191,675	\$354,140
Health, Disability, Other Benefits	\$126,766	\$197,204	\$212,515
Workers Comp	\$70,250	\$102,134	\$119,191
Services and Supplies	\$415,906 (21%)	\$450,642 (20%)	\$945,621 (31%)
Fixed Assets	\$280,366 (14%)	\$417,089 (18%)	\$376,553 (12%)
Contingency	\$0	\$ 15,000 (0.7%)	\$100,000 (3%)
Reserve	\$70,148 (4%)	\$0	\$0
Total Appropriations	\$1,970,498	\$2,284,860	\$3,032,511

*2002-2003 actuals are derived from the County Auditor's "Special District Budget Detail" for FY 2003-2004

**2003-2004 actuals are derived from the draft Financial Audit Report for FY 2003-2004

DSP funds 12 full-time paid positions and the JPA funds 10 of the district's firefighter/paramedics who staff two ambulances stationed in the district. JPA revenues are not reflected in the district budget and will be discussed in the next section.

Increases in salaries and wages for district personnel were negligible from FY 2002-2003 — FY 2003-2004. Salaries and wages, which include permanent employees, temporary employees, and overtime, increased 1.02% from FY 2002-2003 to FY 2003-2004. DSP projects an 11.88% increase in salaries and wages from FY 2003-2004 to 2004-2005. In FY 2004-2005, the district focused on personnel issues and plans to add additional career personnel in the early part of FY 2005-2006. Additional operating revenue became available after a final lease payment on Station 49 in FY 2004-2005. This additional revenue will allow the district to prioritize personnel and hiring issues.

Development impact fees were approved under Resolution 2003-06 on October 29, 2003. Each residential dwelling unit is charged a development fee of \$1,779. Commercial, industrial, and institutional structures are charged a development fee of \$0.99 per square foot. DSP transferred \$66,000 in development impact fees for facilities and equipment in FY 2003-2004. The district projects a development impact fee transfer of \$196,500 in FY 2004-2005, more than twice the amount of the previous year.

DSP offers fee reduction incentives for structures that have extra fire protection, especially structures that are located in remote areas. Residential dwellings that are equipped with an approved residential sprinkler system are eligible for a 50% reduction in the development fee. Commercial, industrial, and institutional structures that install sprinkler systems beyond district requirements are also eligible for a 50% reduction in development fees.

The 2004-2005 projected budget provides for \$100,000 in contingencies. Carryover for the 2004-2005 Budget is \$937,337. The district plans to spend \$344,952 of its reserves for other expenditures.

The district has pending FEMA grants and its share of grants from the Department of Homeland Security for combined countywide applications. The district regularly receives Firefighters Association foundation grants. The district received a gift of structural turnouts for training from the Amador County Fire Department.

In addition, the Firefighter's Association provides many resources to the DSP including donations, fundraisers and gifts. The Firefighter's Association maximized donated volunteer services and materials to build and furnish Station 49. The cost was approximately \$40.00 per foot, a fraction of the cost of typical government construction project. After it was built, the Association leased Station 49 the district at a cost equal to the mortgage owed by the Firefighter's Association. DSP made a final payment of \$567,701 to the Association for Station 49 in February 2005. The early debt retirement resulted in a large savings to the district because it eliminated the loan interest liability. Since the mortgage is now paid off, the district retains the exclusive right of use of the facility. However, based upon an agreement with the Association and according to the 2004 Audit, the district will continue to pay the Association a reduced fee of \$24 per year for 99 years.

In order to augment its revenue streams, DSP attempted a benefit assessment four years ago and a special tax three years ago. Both attempts were unsuccessful. Currently, the district is considering options such as a Zone of Benefit tax or in lieu of development fee tax.

DSP receives additional fees from training, registration programs, and criminal restitution fees. The district also receives reimbursement from CDF, USFS, and OES for contract fire protection when it provides reimbursable response services.

John Warden, CPA, prepared the district's 2004 Audit. The audit affirms that the financial statements fairly present, in all material respects, the financial position of the Diamond Springs/El Dorado FPD. Operations ending June 30, 2004 are consistent with accounting principles applied on a basis consistent with that of the preceding year as well as accounting systems prescribed by the State Controller's Office and state regulations governing Special Districts. The district provided LAFCO a copy of the Audit for this report.

JPA Funding and Budget

The information provided to LAFCO in this section is derived from information from the JPA and other sources. DSP maintains its JPA and FPD budgets separately. The chief submits a JPA Budget to the JPA Board for approval every year. The JPA provides funding for personnel, equipment, operating expenses and administrative costs to administer the program.

Table 18: Diamond Springs/El Dorado Fire Protection District Funding and Budget—JPA

JPA Expenditures	2002-2003 Actual (JPA provided Audit)	2003-2004 Actual	2004-2005 Proposed Budget* (JPA provided Audit)
Salaries and Benefits	\$579,818	\$771,875	\$1,076,242
Salaries and wages	\$411,851	\$520,125	\$699,704
Retirement Benefits	\$84,753	\$116,435	\$170,367
Health, Disability, Other Benefits	\$43,120	\$66,900	\$138,671**
Workers Comp	\$34,057	\$51,000	66,000
Services and Supplies	\$87,576	\$155,905	\$119,490
Other Charges	\$17,000	\$20,000	\$30,000
Total Appropriations	\$684,394	\$947,780	\$1,313,563

*Approved: 7/6/04

**Includes retiree health

A complete Audit for fiscal year 2003-2004 is not available.

The JPA pays for medical-related services and supplies. DSP requests funding from the JPA's Executive Director for particular services and supplies that are subsequently charged against the JPA's subject object code (a division of the JPA budget). If the district needs more money for a particular item or service, the district must request more funding before it spends the allotted budget amount according to Dan Francis, the JPA Executive Director.

Services and Supplies increased by \$68,329 to \$155,905 from FY 2002-2003 to FY 2003-2004. Funding for services and supplies is projected to decrease by \$36,415 to \$119,490 from FY 2003-2004 to FY 2004-2005.

The JPA provides funds for ten district employees who provide staffing for two ambulances (one 24-hour and one 12-hour). Diamond Springs/El Dorado FPD spent \$579,818 for JPA employees' salaries and benefits in FY 2002-2003 and \$771,875 in FY 2003/2004, a 33% increase. The JPA budget projects a 39% increase to \$1,076,242 for salaries and benefits in FY 2004-2005. The greatest increase among salaries and benefits is reflected in salaries and wages. Salaries and wages increased 26% from FY 2002-2003 to FY 2003-2004 and salaries and wages are projected to increase another 35% from FY 2003-2004 to FY 2004-2005.

Executive Director Francis states that an annual flat sum of \$30,000 is transferred to Diamond Springs for JPA program administration services, which include personnel, administrative services, payroll, and other costs. DSP receives \$30,000 because it operates 1 and 1-1/2 ambulances (one 24-hour and one 12-hour). This amount does not include benefits. DSP only spent \$17,000 of the \$30,000 allocated in FY 2002-2003. The district's total expenditures increased by 39% to \$947,780 from FY 2002-2003 to FY 2003-2004 and they are projected to increase another 39% to \$1,313,563 in FY 2004-2005.

In addition, the 2004 Audit noted that, “The DSP receives \$3,000 per year from the Joint Power Authority to fund the future liability for the post retirement medical insurance benefits for individual who retire as employees of the JPA. This was to cover six employees. The district now has ten employees assigned to the JPA. This annual funding needs to be increased to include the additional employees.”

Cooperative Agreements

Table 19: Diamond Springs/EI Dorado Fire Protection District Cooperative Agreements

Agreements	Date	Parties	Area/Purpose
CA Fire Assistance Agreement (formerly Five-Party Cooperative Agreement)		<ol style="list-style-type: none"> 1. OES representing local government agencies 2. CDF 3. USFS 4. BLM 5. Fish and Wildlife 6. National Parks Service 	
Joint Powers Agreement	9/9/02	Diamond Springs/EI Dorado Fire Protection District is under contract with the JPA to provide services to CSA No. 7	Amendment I to the Contract for Advanced Life Support Ambulance Agreement between El Dorado County Regional Pre-hospital Emergency Services Operations Authority and Diamond Springs/EI Dorado Fire Protection District
Joint Powers Agreement	2/11/04	Diamond Springs/EI Dorado Fire Protection District and the JPA	Amendment to the Contract for Advanced Life Support Engine Agreement between El Dorado County Regional Pre-hospital Emergency Services Operations Authority and Diamond Springs/EI Dorado Fire Protection District

Under a cooperative agreement, the district will sometimes provide staff to other agencies or “buy” staff from other fire providers if they are short-handed.

According to the fire chief, several liabilities exist under cooperative agreements. The district does not receive reimbursements for vehicle damage or wear and tear. The district is ultimately responsible in the event of injury or death of one of its firefighters. The district sends a supervisor to oversee the safety of its personnel when they provide service under cooperative agreements.

Boundaries

According to the chief, the district will not initiate or solicit consolidation with other fire providers to prevent compromising the current levels of service and revenue. The district might be open to the possibility of consolidation with the Rescue Fire Protection District; however, voters in Rescue opposed reorganization in an advisory ballot measure on October 7, 2003. DSP Chief Cunningham stated that any consolidation with Rescue must be a deliberate process of assimilation and over a period of years. This approach would be consistent with the manner in which the El Dorado and Diamond Springs FPDs' consolidation occurred. According to the chief this approach facilitated the two district's transition and helped blend the two agencies' cultures.

DSP contains a number of islands of developed parcels. Most of these parcels contain structures. Fire service to these properties is underwritten by the citizens within the boundaries because no property tax share from these parcels accrues to the district, although service is provided at the same range and level.

DSP is consistently the first responder in areas outside its boundaries in the southwest area of the City of Placerville, near the Weber Creek Bridge. DSP is also the first responder to the Rancheria area.

Isolated areas, such as the southeast portion of the district make some parts of the district difficult to serve. Pioneer Fire Protection District has been the first responder in those areas.

Community Outreach and Involvement

The Firefighters Association provides many benefits to the district, primarily through providing the district with additional funding sources. The Association bought station 49 for \$750,000 and leased it to the district at a low cost. The Association funds most public education and specialized equipment and it helped fund the district's in-house training enterprise. Each firefighter also receives discretionary money to donate to someone in need in the district. On paper, the district has a lower than expected budget, but the association helps support most district activities. All programs, events, and activities are provided by the Association.

Table 20: Diamond Springs/El Dorado Fire Protection District Community Outreach and Involvement

Organization	Dues
El Dorado County Fire Chiefs' Association	\$ 100
El Dorado County Training Officer's Association	\$ 15
El Dorado County Fire Prevention Officer's Association	\$ 35
Training Library	\$ 100
California Firefighters' Association	\$2,750 (\$50/FF, 55 FF)
California Fire Chiefs' Association	\$ 150
California Fire Chiefs' Training Officers	\$ 35
California Fire Chiefs' Prevention Officers	\$ 35
California Fire Chiefs' (Mechanic Section)	\$ 70
California Fire Chiefs' (Admin Section)	\$ 25
National Fire Protection Association	\$ 70
California Conference of Arson Investigators	\$ 120
International Fire Code Institute	\$ 45

K. El Dorado County Fire Protection District**Background**

The El Dorado County Fire Protection District (ECF) was formed on March 1, 1991 under Government Code §61000, et seq. for the purpose of providing improved fire protection and related services. The El Dorado County Fire Protection District was formed through a reorganization of the Pleasant Valley, Shingle Springs, and Pollock Pines/Camino Fire Protection Districts and annexation of the City of Placerville. Subsequent to its formation, ECF annexed the Strawberry area and the Highway 50 corridor. The Coloma-Lotus and Northside Fire Protection Districts were reorganized into the ECF in 1993. District staff estimates its current population at 61,639.

The El Dorado County Fire Protection District is approximately 281 square miles and is the largest fire protection district in the county. It extends to the Middle Fork of the American River to the north and to Camp Sacramento on the east. ECF is mainly situated in the central and mid-western part of El Dorado County, reaching to the County's northwestern border. A small corridor of the district extends to the eastern portion of El Dorado County along highway 50 to the edge of Lake Valley Fire Protection District. ECF is not a single contiguous area. The southwesterly area of ECF is separated from the majority portion of the district by the Rescue, and Diamond Springs/El Dorado County Fire Protection Districts.

ECF estimates a total of 25,732 parcels in the district, including 21,159 improved (residential, commercial/industrial), 4,361 vacant residential parcels and 212 vacant commercial/industrial lots. "The reported number of parcels can only be used as a guide, since not only are parcels created by parcel map subdivision, but both 'created' and combined by tax code line

adjustments, at the convenience of the County Assessor” according to the district’s Ten-Year Plan. All major land uses are represented within the district.

Elevations within the district range from the lower foothills near Salmon Falls at an altitude of 500 feet up to the Sierras at Twin Bridges at an elevation of nearly 6,000 feet. Due to the district’s size, its major natural features vary dramatically. The district’s topography is characterized in various areas by grassy hills, brushy valleys, heavy timber, canyons, and from gently rolling to extremely steep terrain.

Water bodies in the district include the North, Middle, and South Forks of the American River, the Cosumnes River, Folsom Lake, Sly Park Lake, Weber Creek, Camp Creek, Forebay Reservoir and Jenkinson Reservoir. Major access corridors in the district are Highway 50, which runs east to west, and Highway 49, which runs north to south. These two transportation corridors intersect in the City of Placerville.

The district serves the City of Placerville and the communities of Cool, Pilot Hill, Lotus, Coloma, Gold Hill, Shingle Springs, Sierra Springs, Camino, Pleasant Valley, Oak Hill, Pollock Pines, Pacific House, Kyburz, and Strawberry. All of the communities in ECF are major risk areas for wildland/urban interface. The City of Placerville is designated by the state as local responsibility area (LRA); the rest of the district is state responsibility area (SRA). According to the district’s fire chief, CDF and USFS treat the City of Placerville as functionally SRA land because a fire in the city would directly threaten the SRA.

EID supplies water for fire suppression to many inhabited areas of the district and to the City of Placerville. According to the agreement between the EID and the district, the fire district is responsible for inspecting fire hydrants and of notifying EID of any needed maintenance. The Georgetown Divide Public Utility District (GDPUD) provides water to Cool and surrounding communities. Water storage tanks that belong to homeowner’s associations are scattered throughout the district.

ECF also owns private water storage tanks in areas without hydrants. In addition, the district employs a “water shuttle” system to provide an unlimited water supply for fire suppression in areas without hydrants. Water is transferred to the principal engine/fire tender at the scene from later arriving engines. Those engines then drive to the nearest hydrant and refill, ferrying water as needed to the principal engine/fire tender. All district apparatus carry Honda submersible portable pumps to draft water out of rivers, lakes, ponds, and pools.

The ISO rating is 6/9; rated at six within in areas that are within 1,000 feet of a water hydrant and nine in areas beyond that distance. The last ISO rating was in September 2000. According to the fire chief, a computer crash in 1989 negatively affected the district’s rating because previous records

needed to establish and build an ISO rating were lost. The chief stated that the district's ISO rating would be reevaluated in the near future.

History—Growth

The fire chief is concerned about increased service demand in the future due to growth.

The Ten-Year Plan notes that approximately 1,049 permits were issued in the combined City of Placerville and the unincorporated areas for the 2002-2003 reporting year.

The 2004 County General Plan designates community region boundaries as the established urban limit line. Community regions establish appropriate areas for high concentration, self-sustaining compact urban or suburban type development. Designated community regions in El Dorado County FPD are Camino/Pollock Pines, Shingle Springs, the City of Placerville and its immediate surroundings. Mixed-use development on a single parcel is encouraged within community regions provided that the commercial use is the primary and dominant use of the land. The maximum residential density is ten dwelling units per acre.

Most of the territory in Coloma, Cool, Kyburz, Lotus, Pilot Hill, Pleasant Valley, and Strawberry are designated as Rural Centers in the General Plan and are recognized as existing defined centers in rural regions which provide a focus of activity and provide goods and services to the surrounding areas. Rural center boundaries establish areas of higher intensity development throughout the rural areas of the County. The predominant land use in rural centers is commercial and higher density residential. Mixed commercial-residential uses are encouraged. The maximum residential density is 4 units per acre.

The district is experiencing residential growth in the Cambridge area, south of Cameron Park and in the Meder Road area, east of Cameron Park according to the Ten-Year Plan. Crazy Horse Road and Cambridge Road lands are currently being developed, with Crazy Horse Road eventually connecting to Marble Valley Road in the westernmost part of ECF. The Marble Valley Specific Plan is partially within the district and will develop following annexation for water and other services.

There are several areas in the district with the potential for new and continuing development. Rural subdivisions are possible in the Pilot Hill and Coloma areas. Smaller subdivisions have either been approved recently or are planned in the Camino and Camino Heights areas and within the City of Placerville according to the district's Ten-Year Plan. Currently developing areas include the commercial area in Cool and a golf course and hotel complex in the Camino area.

Services and Programs**Table 21: El Dorado County Fire Protection District Services and Programs**

Type of Service	Provided By/ Contact Person	Service Capacity and Other Notes
<i>Fire Services</i>		
Fire suppression	All Staff	
Arson/other investigation	Level 2 Staff	Fire Investigation Team; volunteers assist team.
Plan checking/permits	Fire Marshal, Mark Johnson	
Residential inspection	Fire Marshal, Mark Johnson	
Commercial inspection	Fire Marshal, Mark Johnson	Unless requested, District only inspects building exterior and usually for vegetation management purposes.
Burn permits	Fire Marshal, Mark Johnson	
Fire safe inspections	Fire Marshal, Mark Johnson	
Hydrant inspection	Fire fighters on engines and crew; Fire Marshal, Mark Johnson	Fire Marshal oversees inspections.
Gas inspection	All staff	Environmental Management will follow up if District can't detect.
Defensible space, chipper inspection/regulation	Fire Safe Council	Chipper Day.
Controlled burn programs	None	
Other Fire Prevention	District	Smoke detector program, etc.
Hazardous Materials		
HazMat 1 st Responder	All staff	
Other:		
<i>Rescue Services</i>		
Search and Rescue	USAR (urban search and rescue) SAR	8 teams in CA; 6-8 District FFs are USAR. SAR is called at the discretion of the District, usually for non-routine searches.
Swift Water Rescue	SAR; District will assist	District has equipment and floatation devices, but lets SAR take over when SAR arrives.
<i>Rescue Services</i>		
Vehicle Rescue	District; Diamond Springs responds with rescue unit for specialized needs	District is building its own rescue unit, which is located at station 23; the unit will be moved to Camino or Oak Hill Station when it is completed; the District recently received a specialized grant for more airbags.

Type of Service	Provided By/ Contact Person	Service Capacity and Other Notes
Other Safety Services and Programs		
Car seat inspection	No	
Life safety inspections	Daily	
Public education programs	Fire Clownz	Perform almost exclusively for school programs.
Children/school programs	Explorer Scouts, ROP, Ride-along programs, etc.	
Station tours	All staff	Provide tours for groups of adults and kids.
Disaster/evacuation plans	OES (joint command system)	
Animal rescue	All	Special duty/public assist calls (rattlesnakes, cats, skunks, etc.).
Other: Fire Plan	OES disaster/Fire Safe Council, Grizzly Flats, Auburn Lake Trails	
Medical Services		
Basic Life Support	All staff	
EMT 1	All staff	
EMT 1 (defibrillator)	All staff	
Advanced Life Support	All staff	
EMT-Paramedic	All staff	
Education Programs	All staff	CPR, 1 st responder courses for other agencies.
Other: "Every 15 Minutes" High School Safety Program	All staff	Host at El Dorado High School every four years so every student experiences it once in four years.

According to the fire chief, potential deficiencies in personnel, equipment, and adequate facilities are the most challenging impediments to providing services. The district revised its volunteer program to make it more efficient and cost effective by trimming staff and volunteers and keeping some volunteers as associate members. There is still a shortage of firefighters in the Kyburz and Silver Fork Canyon areas and in communities with seasonal residents; consequently, the district relies mostly on seasonal and retired firefighters in these areas.

Paid personnel are located to provide service to the majority of the district's residents. According to the fire chief, a variance of service levels exists in areas and communities that do not have full time paid personnel coverage. Full-time paid employees staff the stations in Pollock Pines, Camino, Oak Hill, Placerville, Shingle Springs, and Cool, scheduled on a 24-hour, seven days a week basis. The Coloma-Lotus station is staffed part time, nine hours per day Monday through Friday. Volunteer personnel are the primary responders to stations in Strawberry, Kyburz, Sierra Springs, Pleasant Valley, and Station #26 in the easterly portion of Placerville, Gold Hill and Pilot Hill.

The fire chief is concerned about the impact of development on future service demands. The County is experiencing increased residential building activity. Building permits increased 55% from FY 1999-2000 to FY 2000-2001 and will likely increase under the General Plan. ECF is evaluating a fee to applicants for district review of plan checks to offset the increasing work of doing checking building plans.

Infrastructure and Facilities

Table 22: El Dorado County Fire Protection District Infrastructure and Facilities

Existing Facility: Type/Size	Year Built or Remodeled	Address, Location in District	Characteristics
Station #14 Rancho Del Sol		4979 Loma Del Norte, Placerville	The station was closed and returned to the local homeowners association, with the stipulation that if needed in the future the district would re-open the facility.
Station #15 Strawberry	Phase 1: Downstairs apparatus parking and restroom facility improvements Phase 2: need to finish kitchen and living area improvements upstairs	16211 Strawberry Lane	1,296 sq. ft. Partial development fees were used in the station construction. Those fees were paid back with assessment fees established in the Strawberry area. Focal point of the community during natural disasters. Primarily staffed by volunteers.
Station #16 Kyburz		13275 Highway 50, Kyburz	3,090 sq. ft. USFS Facility Use Agreement: the USFS pays utilities and houses its vehicles and equipment at the station. No District staff work out of this station.
Station #17 Pollock Pines		6430 Pony Express Trail Pollock Pines area, off Pony Express Trail	4,910 sq. ft. Staffed 24-hours a day. with two personnel assigned to the engine (2/0) and two assigned to the ambulance.
Station #18	1985-expanded to accommodate an additional apparatus and small living area*	5785 Sly Park Road Sierra Springs area	2,460 sq. ft. USFS Facility Use Agreement: the USFS pays utilities and houses its vehicles and equipment at the station. No District staff work out of this station.

Existing Facility: Type/Size	Year Built or Remodeled	Address, Location in District	Characteristics
Station #19 Pleasant Valley area	Expanded	4429 Pleasant Valley Road, Placerville	5,450 sq. ft. Primarily staffed by volunteer personnel. 24-hour Medic unit. Ambulance staff is also cross- trained to respond on the engine.
Station #21 Fire station and admin. office	Upgraded and expanded to accommodate consolidated Fire District Administration	4040 Carson Road Camino, CA 95709 off Carson Road	6,077 sq. ft. The Chief wants to move the Administration to Station #25 and keep this station open for equipment, conferences, meetings training, and classes. Two 24-hr personnel assigned to engine. Two 12-hr personnel assigned to a medic unit.
Station #22 Fort Jim	The District has a 100 year lease with BLM	3700 Fort Jim Road, Placerville	1,756 sq. ft. This station has been transferred to the El Dorado Sheriff's Department for the "Search and Rescue" division.
Station #23 Oak Hill area off Pleasant Valley Road	Expanded to include additional personnel	1839 Pleasant Valley Road, Placerville	4,878 sq. ft. The facility is also used as the District's warehouse. Two 24-hour personnel assigned to an engine (2/0).
Station #24 Texas Hill		3370 Texas Hill, Placerville	900 sq. ft. The station is used for storage and houses one engine. The District is trying to give it back to Homeowner's Association (according to the County, it has to be an "official" Homeowner's Association).
Station #25 City of Placerville	Renovation needed	3034 Sacramento Street	4,851 sq. ft. Staffed 24-hrs a day with three personnel assigned to the engine and two personnel assigned to the medic unit. The District would like to move administrative services to this station to centralize operations.
Station #26		730 Main Street, Placerville	Engine bay is 1,296 sq ft. District uses bays for equipment storage. Leased from the City of Placerville. Staffed by volunteers. The City Sheriff also uses the building. The City of Placerville wants to utilize entire building for the Police Department expansion.
Station #27		6051 Gold Hill Road, Placerville	4,200 sq. ft. The El Dorado County Fire Safe Council has an agreement with the District to use the station for meetings and storage. The Sheriff's Star Volunteers are based out of this station. The Star Volunteers pay for utilities.

Existing Facility: Type/Size	Year Built or Remodeled	Address, Location in District	Characteristics
Station #28 Shingle Springs Area	Expanded in 1989; September 1994 earthquake damaged the structure	3869 Ponderosa Road, Shingle Springs	3,804 sq. ft. Staffed with two personnel 24-hrs a day. Chief considers the building beyond repair. Benefit assessment election is being held to replace station. Election ends July 31, 2006.
Station # 72 Cool, Pilot Hill Area	Built in 1984; Remodeled before Nov. '93 consolidation; 100 year lease from BLM	7200 Saint Florian Ct. Cool, CA	5,136 sq. ft. Apparatus Bays (two drive thru, 1 bay in back shop/loft), kitchen, public bath. Staffed with two personnel 24-hrs/day; volunteers supplement response.
Station # 73 Pilot Hill		4302 Hwy 49, Pilot Hill	1,728 sq. ft. Volunteer station, but will need to be upgraded when personnel are permanently assigned.
Station #74 Coloma/ Lotus			8,881 sq. ft. Resident station; 4/16/82 lease; two floors: 1 st floor: apparatus, shop and hose room, hose tower, association storage room, restrooms, meeting/training room, commercial kitchen, two storage closets, main office and two inner offices; 2 nd floor: kitchen, day room, 2 bathrooms, 4 bunk rooms (approx. 12'X21'). Volunteers and resident FF respond as necessary. Resident FF is reimbursed \$50/day (stipend). 2 personnel staff engine (2/0), M-F, 8-5, evenings and weekends.
Planned Facility: Type/Size	Date of Completion	Address, Location in District	Characteristics and Financing Plans
Station		1.5-acre site of the old Crazy Horse Campground south of Hwy 50 off Cambridge Rd. in Cameron Park	Crazy Horse Road will eventually connect to Marble Valley; according to the Chief, a station there may be useful and well placed.
Other Property			Current Uses
One-acre parcel of land		South Shingle Road and Barnett Ranch Road	Not immediately suitable for a station.

The chief is interested in moving administrative operations to a more centralized location, possibly from Station #21 in Camino to Station #25 in Placerville on Sacramento Street. According to the fire chief, Station #25 is the most convenient location for administration and services since it is the busiest station and is centrally located. The Sheriff's Department currently leases office space in the Placerville Station. District vehicles and equipment are also housed there. The chief has initiated discussions with the Sheriff's Department regarding the possibility of the move and the conversion of the

entire station for district use. The current administrative station (station #21) would be kept open for equipment storage, conferences, meetings training, and classes. Conference rooms will also be remodeled and retrofitted to provide additional office space.

The USFS staffs the Sierra Springs and Kyburz stations. USFS personnel respond to calls and assist in structure fires from outside. USFS personnel do not enter structures to fight fires; their primary responsibility is to reduce the threat of the spread of fire to wild land.

A majority of ECF's stations are available to the community and the public groups. Election polling sites are at a majority of the district's stations. A mobile rabies clinic uses the bay out of one of the stations for vaccinations. Station #21 in Camino is not available for public use because of a shortage of space.

District buildings, vehicles, and equipment are available to members if the request does not interfere with district functions. Members include paid personnel, volunteer firefighters, volunteer resident firefighters, seasonal firefighters, and ECF directors. All requests must be submitted to the Administrative Services Manager in advance and in writing. The district may loan equipment out to members for a maximum of 72 hours. A request form is required for use of district-owned vehicles. Requests for the use of snowplows must be received no later than October 1st. Vehicle use depends on the district's needs and vehicle availability. Members must have a vehicle insurance policy that covers district vehicle use. Per the Board of Directors' Use of District Facilities and Equipment Policies, "Use of District-owned vehicles is not the regular practice of the El Dorado County Fire Protection District."

Equipment and Vehicles**Table 23: El Dorado County Fire Protection District Equipment and Vehicles**

Vehicle/Year/Model	Type (Structure or Wildland)	Capacity, # Gallons & GPM	Location and Other Notes
<i>Engines</i>			
1981 GMC Fast Attack, Engine 15			4 wheel drive
1995 GVC Fast Attack, Engine 16			4 wheel drive, in storage
1994 Freightliner Fire Truck, Engine 17	1994 Freightliner	1250 GPM, 500 gallon water tank	Onboard foam FL80 All Wheel Drive
1985 GMC Pumper, Engine 217			
1983 Ford F800 Pumper, Engine 18			
1984 GMC, Engine 218			
1989 Ford Squad, Engine 218			
1981 Ford Fire Truck, Engine 19			
1976 Emergency Pumper, Engine 219			
1999 HME Engine, Engine 21	1999 HME 1871 SFO	1250 GPM pump, 500 gallons tank	All wheel drive and seats 4 firefighters
1998 Freightliner Engine, Engine 258 OES (station 21)		1000 GPM, 800 gallon water tank	Owned by State of CA, staffed by ECF personnel under OES agreement; Urban Search and Rescue Ready; FL70 rear wheel drive with 325hp
2002 HME Fire Engine, Engine 23			
1981 Ford Pumper, Engine 223			
1983 Ford Pumper Engine 223			
1976 American LaFrance, Engine 24			
1999 HME Engine, Engine 25			
1987 Ford Fire Truck, Engine 225			
1951 American Pumper Placerville			
1928 GMC LaFrance Placerville			
1941 Mack Engine			For parade use only

Vehicle/Year/Model	Type (Structure or Wildland)	Capacity, # Gallons & GPM	Location and Other Notes
<i>Engines</i>			
2002 HME Fire Engine, Engine 28			
1989 Ford/Beck Pumper Engine 228		1250 & 450 GPM pumps, 500 gallon tank	3208T Cat Motor
1961 International Pumper, Vol. Assn 72			
1994 Freightliner Fire Truck, Engine 72			
1984 GMC Fire Truck, Engine 272			
1983 Ford Pumper, Engine 74			
1984 GMC Fire Truck, Engine 274			
1989 Mack Fire Truck (Aerial)			
1957 International Pumper Reserve			
1976 Pumper Reserve			
1938 International Fire Truck, Pleasant Valley			
<i>Water Tenders</i>			
1984 GMC Tanker, Water Tender 17			
1976 Kenworth Tanker, Water Tender 19			
1984 GMC Tanker, Water Tender 28			
1995 Ford Water Tender, Water Tender 72			
1991 GMC Pumper, Water Tender 74			
<i>Rescue Vehicle</i>			
1970 Mule 72 Quad Runner, Rescue			
1980 Ford Rescue, Engine 73			
1981 Ford 3500 Rescue, Engine 374			
1965 Ford Ladder Truck			
1968 Jeep Fire Truck SP 17			Snow plow

Vehicle/Year/Model	Type (Structure or Wildland)	Capacity, # Gallons & GPM	Location and Other Notes
Utility/Other			
1969 Jeep Fire Truck SP 21			Snow Plow
1988 Ford P/U Utility 21			Investigation Unit
1989 Chevrolet Blazer, Utility 21			
1990 Chevrolet Blazer, Utility 221			
1994 Ford Bronco, Utility 321			
1980 Ford Van Rehab 23			
1986 Ford P/U Utility 28			
721988 Chevrolet Blazer, Utility 74			
1992 Ford Command 7702			
1992 Ford Command BC back-up			
1994 Ford Ranger Maint.			
1994 Ford Ranger Maint.			
1990 Chevrolet P/U, Utility			
1996 Jeep Cherokee 7728 Prevent			
1996 Ford Bronco			
1999 Ford Explorer 7701			
2000 Ford Expedition			
2002 Ford Explorer 7703			
2002 Ford Expedition CLT 7700			
2004 Ford Expedition			
1996 Ford Bronco PPT			
1995 Ford Bronco PPT			
2004 Ford F350			
1980 Ford Utility ANT			
1973 Daily Trailer AR Unit			
Medical Vehicles			
<i>All medic units consist of a patient/utility box on the back of an all wheel drive Chevrolet truck chassis</i>			
Medic 17			Pollock Pines
Medic 19			Pleasant Valley
Medic 25			Placerville
Medic 26			Placerville (12-hour unit)

The district is constructing a rescue vehicle base comparable to one at Diamond Springs in Station 23. According to the fire chief, the vehicle will eventually be moved to a station in the Oak Hill or Camino area.

The district started making payments on four new fire apparatus in FY 1998-1999 and FY 2001-2002 to replace vehicles that were over 25 years old. The district is currently drafting specifications for two additional fire engines and an aerial ladder apparatus identified in the Ten-Year Plan. The district's Apparatus Replacement Program includes the purchase of a new truck, command vehicle, utility vehicle, and two engines. The purchase of a command vehicle is also in the works.

New or upgraded equipment is not automatically placed in areas with the greatest development. Equipment is moved around the district from low development areas to areas where the greatest development is occurring and where the greatest need exists. The low development areas, therefore, need to replace or upgrade the equipment that has been removed to or used in other areas.

Personnel and Staffing – Paid Staff

Fifty-five full-time paid personnel, 22 of which are JPA funded employees, and 55 active volunteers staff the ECF. Employees of CDF and other fire protection districts volunteer with the ECF.

Table 24: El Dorado County Fire Protection District Personnel and Staffing– Paid Staff

Classification	Number: Full Time Part Time (Vacancies)	Pay Range	Retirement Type: PERS/other Rate: (i.e. 2%@55)	Bargaining Unit/Union And Other Types of Benefits
Chief	1 FT	\$95,737	3%@50	Management Employees Association
Assistant Fire Chief	1 FT	\$91,556	3%@50	Management Employees Association
Battalion Chiefs	5 FT	\$83,234	3%@50	Management Employees Association
Fiscal Analyst	1 FT	\$43,210	3%@50	Management Employees Association
Classification	Number: Full Time Part Time (Vacancies)	Pay Range	Retirement Type: PERS/other Rate: (i.e. 2%@55)	Bargaining Unit/Union And Other Types of Benefits
Administrative Assistant/ Support Services	1 FT	\$44,248	2%@55	Non-Safety Employees Association
Administrative Assistant/ (24- hours/week	0.5 PT	\$17,699- 26,545	2%@55	Non-Safety Employees Association
Administrative Assistant/ Administration	1 FT	\$39,443- \$44,248	2%@55	Non-Safety Employees Association
Maintenance	1 FT	\$35,360	2%@55	Non-Safety Employees Association
Maintenance Supervisor	0.5 PT	\$18,220	3%@50	Non-Safety Employees Association
Station Captain/ EMT	17 FT	\$59,570	3%@50	Management Group Administrative Firefighter (union)
Station Captain/ Paramedic	2 FT	\$63,136	3%@50	Management Group Administrative Firefighter (union)
Captain/ Fire Prevention	1 FT	\$62,550	3%@50	Management Group Administrative Firefighter (union)
<i>Captain/Training</i>				
Station Engineer/ EMT	17 FT	\$49,214	3%@50	Management Group Administrative Firefighter (union)
Apprenticeship Firefighters	6 FT	\$19,656		

Personnel and Staffing – Volunteers**Table 25: El Dorado County Fire Protection District Personnel and Staffing – Volunteers**

Classification	Number and (Vacancies)	Reimbursement, Stipend, Mileage, etc	Benefits Available	Notes
Resident Volunteer			\$500 per month, \$50 for add'l. shifts; reimbursement for volunteer related costs (food, gas, etc.) (Article 12: Resident Policies, Section 4: Reimbursement	PPE provided; stipend to corresponding VFF Association
Volunteer Firefighter	55	N/A	Enrollment in PERS Volunteer Firefighter Length of Service Award System—income protection program and life insurance policy.	PPE provided; stipend to corresponding VFF Association

The chief revised the district's volunteer program to make it more efficient and cost effective. He stated that the district was paying for Worker's Compensation and turnouts for volunteers who were not responding to calls or attending training courses. The district trimmed both paid personnel and volunteer staff and retained some volunteers as associate members. According to the fire chief, the district's volunteer force is approaching optimum levels. The district has 55 volunteers that respond regularly. Several CDF employees are volunteer firefighters for ECF.

The principal staffing problem for the agency is a high rate of turnover due to retiring personnel. According to the chief, vacant positions are filled as soon as possible. However, the hiring process is very selective, as the district only hires paramedic-certified personnel. Nevertheless, the chief notes that the pool of qualified applicants is small since the district is also in competition with other agencies, both inside and outside the County, that can afford to pay higher salaries.

The district follows NFPA, ISO, and International Fire Services Training Association (IFSTA) training requirements and standards. Volunteer firefighters are required to attend the Firefighter Academy for six months, take a performance test and then serve as trainees until they qualify as volunteer firefighters. Thereafter, volunteers are required to attend two

training drills per month. Paid staff is required to attend 24-hours of training drills per month.

The district offers volunteers two mutually beneficial programs that provide the district with increased coverage and volunteers with more hands-on experience. Qualified volunteer personnel who have been with the district for at least one year are eligible to participate in the district's Resident Firefighter Program. Volunteers live in one of the district's resident stations and supplement apparatus staffing. Resident firefighters are responsible for vehicle and station maintenance at volunteer stations. The Apprentice Firefighter Program uses volunteers to help staff three of the district's stations.

The district will pay for district-approved training classes for certification or re-certification of employees whenever possible and when funding and staffing are available. District employees receive reimbursement for costs associated with training such as meals, mileage, registration, books, and lodging. Out of area training entitles employees to coverage of lodging expenses and a per diem of \$25 a day, \$40 if receipts are provided.

The ECF attends shared training sessions with Rescue, El Dorado Hills, Cameron Park, and Pioneer Fire Protection Districts at Diamond Springs/El Dorado County FPD.

Three different bargaining units represent ECF employees under three-year MOU contracts. The Management Employee Association represents management employees. The El Dorado County Professional Firefighters Association, Local 3556, IAFF (AFL-CIO) represents the district's paid firefighters. The Non-Safety Employees Association represents all non-safety employees such as maintenance and administrative assistants who are not represented under the Management Employees Association.

Administration, Management, and Operations

The ECF is composed of a five-member Board of Directors, each elected by one of the five sub-districts. A quorum is three board members and three affirmative votes are needed to carry any motion. Members serve four-year staggered terms. The last contested election was 2002. Board members are offered dental and vision benefits and they receive a \$75 per meeting stipend for a maximum of two meetings per month. Meetings are held the second Wednesday of every month in Placerville at 2850 Fairlane Court, Building C. Meeting notice is posted at all district stations. Meeting attendance is typically low. Background information on agenda items is available to the public.

Meetings are conducted in accordance with district policies and under Robert's Rules of Order. Copies of the Brown Act and of the California Government Code are available to board members. Board members and the fire chief have attended local Brown Act training classes.

Board members are encouraged to attend training, educational courses, seminars and conferences; members receive reimbursement at the discretion of the Board of Directors. Board members who attend training are required to submit a report at a Board meeting for the edification of the district. The Board of Directors is required to maintain memberships in the California Special Districts Association and the California State Firefighters Association.

Bill Wright provides legal services. There is pending litigation against the district involving an employee.

Administration—General

Office hours are 8:00 am to 5:00 pm Monday through Friday at 4040 Carson Road in Camino. Records and archives are housed at the same station. The district does not have a website. The district's employee union website contains information about the district and is located at <http://eldoradofire.com>.

FASIS provides worker's compensation coverage to employees and volunteers through the Fire Districts Association of California (FDAC). Atwood Insurance Agency provides a \$5,000,000 Errors and Omissions insurance policy to ECF. Full-time time paid employees receive medical, dental, and vision coverage.

Services provided to the agency via contract include a wellness clinic, maintenance hiring, information technology assistance, and legal counsel.

Administration—Financial

Routine financial reports are prepared monthly and claim approvals are presented to the Board of Directors during its meetings. Financial reports are performed once a year. The County Auditor provides accounting, banking, and payroll services to the district at no direct charge, but collects the 1% property tax administration fee as provided by law. John Warden, CPA, provides independent, bi-annual audits under contract with the district. For purposes of this report, the chief provided a copy of audit for the fiscal year ending June 30, 2004. The board has adopted administrative procedures covering financial transactions, purchases and personnel.

The Board of Directors approves the district budget and the chief and battalion chiefs have line item spending authority. Purchase order control provides a system for matching items to be purchased against the district's budget. The district has a \$100 Petty Cash Fund regulated by policy.

Administration—Operations

ECF generates monthly and annual call log reports and provides this information to CFIRS. The breakdown follows:

Table 26: El Dorado County Fire Protection District Call Log

	2001	%	2002	%	2003	%	2004	%
<i>Incident Type Summary</i>								
Fire	383	6.75	361	5.52	348	5.10	360	5.41
Rupture, Explosion, Overheat (no fire)	16	0.28	16	0.24	22	0.32	11	0.16
Rescue and Emergency Medical	3,891	68.61	4,641	71.07	4,979	73.02	4,763	71.63
Hazardous Condition	319	5.62	312	4.77	330	4.84	318	4.78
Service Call	329	5.80	422	6.46	391	5.73	426	6.40
Good Intent Call	482	8.49	487	7.45	494	7.24	515	7.74
False Alarm and False Call	231	4.07	261	3.99	237	3.47	242	3.63
Severe Weather/Natural Disaster	7	0.12	10	0.15	2	0.02	6	0.09
Special Incident Type	13	0.22	20	0.30	15	0.22	8	0.12
TOTAL	5,671	99.96	6,530	99.95	6,818	99.96	6,649	99.96

The district's calls increased an average of 10% from 2001 to 2003 and decreased 2.5% from 2003 to 2004. Medical calls comprise the greatest number of district calls and averaged 71% of calls in ECF each year. Medical calls increased from 2001-2003 and decreased from 2003-2004. Fire related calls are the district's second most prevalent type of calls. Fire calls averaged 5.7% of calls in the district each year. The district received approximately 65 fewer fire calls than medical related calls.

Response time standards are guided by the ISO rating and General Plan standards. The district serves the community regions of the City of Placerville, Pollock Pines/Camino and the southern portion of Cameron Park within eight minutes. There is no property in the rural centers and regions that is not within a 15-45 minute response time according to the Ten-Year Plan. According to the chief, the district meets the General Plan standard 90% of the time with some exceptions.

Staffing levels and standards are also based upon the ISO rating and evaluation as well as a self-assessment review panel. District engines are staffed with a minimum of two firefighters. Two-thirds of the district's engines are staffed with paramedics. The district's goal is for all of its employees to be certified as paramedics. Consequently, its current practice calls for hiring only paramedics. The district has not initiated a staffing analysis or a staffing needs study.

The district also precisely follows NFPA standards and guidelines for the type and amount of necessary equipment. The district also complies with NFPA guidelines for testing viability of fire hoses and related equipment.

The district supplies all firefighters with PPE as required by Federal, State and local laws and standards, including those established by OSHA and NFPA. Structure PPE consists of a structure helmet, turnout coat and pants with suspenders, structure gloves, and turnout boots. Wildland PPE consists of a wildland helmet with neck drape and goggles, wildland shirt, pants, jacket, gloves, duty boots, and web gear, which includes a canteen, fire shelter, web harness and web pack. ECF may receive a grant that will be used to purchase new PPE equipment, SCBA cylinders – which have a shelf life of 15 years, but the district's are now in year 13 – thermal imaging cameras, and an air filling station for the North side of the district. SCBA cylinders have a useful life of 15 years.

Most of the district's vehicles are at least 20 years old. Two engines are on order. Major equipment repairs are performed by or under the direction of the Maintenance Division. The district contracts with the Placerville Union School District for general maintenance. The School District has two certified mechanics. The district prioritizes the necessary maintenance of the apparatuses.

District firefighters do general building and grounds maintenance such as painting and mowing. The district hired a contractor to do an assessment of building, facilities, and landscaping needs.

Funding and Budget

The district is primarily funded through property taxes, special assessments, and fees. The district's AB 8 property tax increments share varies from 7% to 25%, depending on the area of the district. The different percentages are the results of the various consolidations and mergers over time.

Table 27: El Dorado County Fire Protection District Funding and Budget – Revenues

Revenues	2002-2003 Actual*	2003-2004 Actual**	2004-2005 Board Adopted
Fund Balance	260,000 (4%)	499,635 (7 %)	474,223 (6%)
Reserves			
Contingency	50,000 (0.79%)	50,000 (0.69%)	50,000 (0.65%)
Property Tax	4,982,022 (79%)	5,424,322 (75%)	5,975,402 (78%)
HOPTR	90,736 (1%)	88,020 (1 %)	82,898 (1%)
Direct Assessment	515,595 (8%)	514,345 (7%)	521,988 (7%)
Special Assessments (Strawberry)	31,260 (0.49%)	31,350 (0.44%)	32,040 (0.42%)
Interest	15,610 (0.25%)	16,711 (0.23%)	7,500 (0.1%)
Development Fees	229,404 (4%)	462,423 (6%)	400,000 (5%)
Other Fees & Service Reimbursements	161,833* (3%)	104,517* (1%)	124,000* (2%)
Sale of Fixed Assets	--	5,085 (0.07%)	10,000 (0.13%)
TOTAL	6,336,460	7,196,407	7,678,052

* Includes flat ambulance service administrative reimbursement fee

The property tax base share of the district comprises 75-80% of the district's budget. According to the chief, property taxes cannot provide the necessary level of service. Special assessments provide additional service to areas.

The district has adopted development impact fees. Residential dwelling units are charged a fee of \$1,100. Commercial, industrial, or institutional development without an approved sprinkler system is charged \$0.59 per square foot. Residential, commercial, industrial, and institutional structures that are equipped with an approved residential sprinkler system receive a 50% credit. The district received \$405,950 in development impact fees and \$13,878 in interest on those fees for a total of \$419,829 in FY 2002-2003. Development impact fees collected in FY 2002-2003 will only fund 33% of the necessary \$1,258,000 in fees for projects outlined in the district's Ten-Year Plan.

The district recently received a \$50,000 FEMA Radio/Communication grant and a specialized grant for airbags, used in vehicle extrication. The district received an OTC grant in FY 2002-2003 and is slated to receive a portion of a countywide OTC grant in FY 2003-2004 for extrication equipment in the canyon. A pending \$670,000 Department of Homeland Security grant would

be used to purchase new PPE equipment, SCBA cylinders, thermal imaging cameras, and an air filling station for the north side of district.

Each former department/division hosts fundraisers in their community including rummage sales, pancake breakfasts, etc. Station 72 in Cool hosts an annual Monte Carlo Night fundraiser. The district also provides its volunteer associations with \$5,000 in credit that can be spent on something related to the Fire Protection District.

Table 28: El Dorado County Fire Protection District Funding and Budget – Expenditures

Expenditures	2002-2003 Actual*	2003-2004 Actual**	2004-2005 Board Adopted
Salaries and Benefits	\$4,269,046	\$5,272,455	\$6,006,111
Services and Supplies	\$720,458	\$829,642	\$1,078,441
Retirement of Long Term Debt	\$158,645	\$119,744	\$258,000
Fixed Assets	\$80,364	\$356,164	\$335,500
Total Appropriations	\$5,228,513	\$6,578,007	\$7,678,052

ECF plans to spend \$258,000 for lease payments on six engines. The district allotted \$54,000 for engines 21 and 25, \$94,000 for engines 23 and 28, and \$110,000 for engines 17 and 72 in FY 2004-2005.

The district started making lease payments on four new fire apparatus in FY 1998-1999 and FY 2001-2002. The district is currently drafting specifications for two additional fire engines and an aerial ladder apparatus that it expects to receive in FY 2003-2004.

A semi-annual payment of \$25,907 was made towards two 1999 HME Ferrara fire apparatus for a total of \$51,814 in FY 2002-2003 as replacements for the old Engines 21 and 25. A bi-annual payment of \$33,966 was made towards two 2001 HME Ferrara Fire Apparatus for a total of \$76,436 in FY 2002-2003. A payment of \$36,650 was made towards a command vehicle in FY 2002-2003. Facilities and upgrades cost the district \$30,100 in FY 02-03.

Payments of \$51,814 and \$76,436 were made towards two apparatus, and a payment of \$36,650 was made towards a command vehicle from the district's development fee account in FY 2002-2003. ECF also made a payment of \$30,100 towards facilities in FY 2002-2003.

According to the fire chief, the district is going to hire Muni Financial consultants to do a benefit assessment in 2005 to fund the replacement of station #28. The last special tax the district attempted failed by 40 votes. The sunset for a benefit assessment in Strawberry was in 2005. Coloma,

Northside, Pleasant Valley and Cameron Park approved parcel fees in 2002-2003.

Pleasant Valley residents are charged a \$42 parcel fee, Pollock and Camino residents pay a \$30 parcel fee, Cool residents pay a \$35 parcel fee, and Coloma-Lotus residents are charged \$60 per parcel.

ECF intends to recoup additional fees for staff time to check building and development.

JPA Funding and Budget

ECF separately maintains its JPA Budget and its Fire District Budget as two separate budget units. The chief submits a JPA Budget to the JPA Board of Directors for approval every year. The JPA provides funding for personnel, equipment, operating expenses, and administrative costs to administer the program.

The JPA funds 22 firefighter/paramedics that staff 3½-ambulance units in the district. Three ambulances operate 24-hours per day, seven days per week and the other operates 12-hours per day, seven days per week. The district is allocated six personnel to staff each 24-hour ambulance unit and 4 personnel to staff the 12-hour unit. The district received \$2,117,281 for JPA employee salaries and benefits. Permanent employee salaries totaled \$1,194,908 and represented the greatest expenditure under salaries and benefits for FY 2002-2003. Overtime compensation amounted to \$267,703, or 14%, of total salaries and benefits.

The JPA pays for medical-related services and supplies. The district submits a claim to the JPA for reimbursement or payment of services and supplies that are subsequently charged against the JPA's subject object code. Services and supplies amounted to \$279,413 in FY 2003-2004. An annual flat sum of \$59,500 is transferred to ECF for program administration services, which include personnel, administrative services and payroll in the same year. According to JPA Executive Director Dan Francis, the district's flat administrative provider fee increased to \$70,000 in FY 2004-2005.

Cooperative Agreements

The district is party to several cooperative agreements, including the California Mutual Aid Agreement, Five-Party Cooperative Agreement, El Dorado County Western Slope Cooperative Fire Services Mutual Aid Agreement, and El Dorado County Pre-hospital Joint Powers Authority.

The district also has an agreement with the USFS for aid assistance and staffing. USFS shares and staffs the Sierra Springs and Kyburz stations. USFS responds to calls and assists in structure fires by preventing them from

spreading to wildlands, but does not enter structures. The district also has written agreements with the El Dorado Fire Safe Council and the Sheriff's Department.

Boundaries

According to the chief, prior reorganizations and annexations improved services by achieving "economies of scale" that increased buying power and reduced costs. The chief states that he is open to additional reorganizations.

The El Dorado County Fire Protection District has discussed consolidation with Cameron Park, Pioneer, and Rescue at various times. A draft feasibility study for reorganization of the El Dorado County and Pioneer Fire Protection Districts was completed February 1992. A proposal for the reorganization of the districts (LAFCO Project No. 92-02) was filed with LAFCO in 1992; the application remained incomplete and no action on the proposal was taken. The El Dorado County Fire Protection District more recently approached Rescue FPD about reorganization; however, voters in Rescue FPD opposed a similar reorganization with El Dorado Hills County Water District in an advisory ballot measure on October 7, 2003.

The district is often the first responder to the Crystal Basin on USFS lands, the Mormon Immigrant Trail (near Jenkins Lake), and areas that are approximately one mile off the Highway 50 corridor. In addition, USFS, CDF and other volunteer staff provide resources to the district's seasonal staff.

In some parts of the district, first response is provided outside the boundaries under mutual aid and automatic aid agreements.

Community Outreach and Involvement

There are six volunteer firefighter associations within the district, all of them a legacy of the various reorganizations that the district has undergone over the years. Each association represents the various distinct communities within the district. These groups provide activities, programs, events, and donations for their respective communities. The district also designates \$5,000 for each volunteer association for improvements they select within their portion of the district.

Numerous community activities are included in the services provided by ECF and discussed above.

District affiliations include Boy Scouts of America, Explorer Post 100, Fire Prevention Officer's Organizations, Community Residential Care Association, Chamber of Commerce, Training Officer's Associations, El Dorado County Chief's Associations, FDAC, DataCom, and California State Fireman's Association.

L. Fallen Leaf Lake Community Services District

Background

The Fallen Leaf Lake Community Services District (FLL) was formed in December 1982 under Government Code §61000, et seq., for the purpose of providing improved fire protection and related services in the Fallen Leaf Lake Basin. While other services, such as security services, were initially considered for addition to the CSD's authorized powers, only park and recreation services have been added since 1987.

FLL contains approximately 90 registered voters and covers six square miles (4,000 acres) and is located in the mountainous Lake Tahoe Basin area of El Dorado County, generally southwest of the City of South Lake Tahoe and north of Echo Summit. The district abuts Desolation Wilderness and is bounded on all sides by Eldorado National Forest Service lands. The district is approximately one mile south of Highway 89. Lake Valley Fire Protection District adjoins FLL's boundary along Angora Ridge, and there are close cooperative ties between the two fire service providers.

The principal natural features of the FLL include Fallen Leaf Lake in the center of the district, and steep, densely wooded ridges, and mountains such as Angora Peak to the southeast and Cathedral Peak to the southwest. Mt. Tallac is located to the west of the district. The popular Glen Alpine trailhead into Desolation Wilderness is in the district. Several other trails also originate in the district.

The communities served include year-round and summer owner-residents, Forest Service leaseholders, and numerous recreational users (day hikers and overnight backpackers). In addition, Stanford Sierra Camp (Stanford Center) and Fallen Leaf Lodge are served. Numerous homes surround the lake, including Fallen Leaf Lake Associates (25 families), Fallen Leaf Lake Homeowners Association, Fallen Leaf Lodge Homeowners Association, Fallen Leaf Tract Association, and Lakeview Corporation (42 homeowners). The district estimates population at 25 residents during the winter season and 1,000 residents during the summer. Year-round residents include residents of some of the 35 newer "winterized" homes, the fire chief, security officer, and permanent Stanford Center employees. An estimated 400 persons use the Stanford Camp at any given time during the summer season. A total of 344 structures are contained in FLL's service area, including one three-story 20,000 conference center, one three-story store/grill/residence and two marinas.

All private lands are designated as SRA. Federally owned lands compose the majority of the district. Residential and visitor use in the district is an identified risk in the Lake Tahoe wildland area.

Roads and access within the district are limited by terrain and topography. Fallen Leaf Lake Road and Cathedral Road serve east and west sides of the lake. Angora Ridge is accessible via Lake Tahoe Boulevard to Upper Truckee Road to Tahoe Mountain Road. Fallen Leaf Lake Road is not open year-round, although winter use is increasing because of the ski season. Land uses include single family residential dwellings and agricultural designations for timber. There are commercial services in the lodge/resort/marina area. There are no industrial areas.

The potable water supply in the district is served primarily through two mutual water companies, Fallen Leaf Mutual Water Company and Fallen Leaf Lake Mutual Water. There are several other smaller organized water providers in the district. The fire department pumps lake water with its fire boat and is proud of its March 2004 ISO rating of 4/9.

Growth in the district is limited because of Tahoe Regional Planning Agency (TRPA) regulations; however, renovation and rebuilding of existing homes is increasing home size and complexity. This increases service need while not increasing the actual number of structures. The district checks access, water and sprinkler systems, but building and permitting is subject to County review for fire codes, etc. There are no major development projects pending.

Services and Programs

Table 29: Fallen Leaf Lake Community Service District Services and Programs

Type of Service	Provided By/ Contact Person	Service Capacity and other Notes
<i>Fire Services</i>		
Fire suppression	District staff and volunteers	Year-round.
Arson/Other investigation	District	With help from SLT and LAV.
Plan Checking/permits	District	Also EDC Building Department.
Residential Inspections	District	On request.
Commercial Inspections	District	All.
Burn Permits	District	When permitted.
Fire Safe Inspections	District	On request.
Hydrant Inspection/Maint.	District and Water Companies	
Gas Inspection	District	On request.
Defensible space/chipper program	District	And LAV.
Controlled burn programs	District	Seasonal.
<i>Hazardous Materials</i>		
HazMat 1 st Responder	District, County	

Type of Service	Provided By/ Contact Person	Service Capacity and other Notes
Rescue Services		
Search and Rescue	District, County Sheriff	LAV & SLT.
Swift Water Rescue	District, Lake Valley FPD, ED County Sheriff	Seasonal, approx. 1 month in Spring.
Vehicle Rescue	District is 1 st responder	SLT, Lake Valley FPD or Sheriff.
Other Safety Services		
Life safety Inspection/Education		On request.
Public Education	District	Fire extinguisher training, Fire Prevention & Preparation.
Children's Programs	District, personal & home safety	Summer only.
Station Tours	District	
Disaster/Evacuation Plans	District	Annual, distributed to owners.
Animal Rescue		If requested.
Fire Extinguisher Sales	District	Sold to residents at cost.
Public/Disabled Assistance	District	Assistance also at boat dock.
"Fire Brigade" training at Stanford Camp	District	
Community Activities	Chief and District	Weekly Movie Night, community use of meeting room in Station.
Medical Services		
Basic Life Support/EMT	All firefighters	Includes Defibrillator.
Advanced Life Support - Paramedic	South Lake Tahoe responds	Paramedics and MD residents at Lake, not part of the District staff at this time.
Education Programs	Not provided at this time	
"Fire Brigade" training at Stanford Camp	District	

The fire chief identifies the two greatest service challenges to the fire department as providing fast response time with the correct equipment and securing adequate training for personnel. Narrow, dead-end and seasonal roads are a significant impediment to fast response time by emergency vehicles. Day-use visitors further congest roadways with vehicles, especially if they park them illegally. The fireboat is unimpeded by traffic or parking problems, contributing to the low ISO rating for many homes because of its ability to pump water at a high volume of 500 GPM. Fire service levels do vary within the district, as evidenced by the split ISO rating. Structures closer to the lake with better access to water have lower ISO ratings and higher

service response from the fire department. Service is extremely difficult to provide, however, to some remote “walk-in” cabins with no road access at all.

There is dense wildland/interface exposure on all structures. Programs, such as the Community Wildfire Protection Plan for the California Portion of the Lake Tahoe Basin, are in place to identify the highest risk areas. With grant funding and community support, the district hopes implementation of the plan will reduce fuels and decrease fire danger.

Under the provisions of an annual contract with the district, the City of South Lake Tahoe (SLT) provides one Type 1 engine and battalion chief available on a 24-hour basis to respond automatically to fires, provided that the roads are passable. The contract also specifies the payment for these services. In addition, SLT provides mapping and radio dispatching services within the district.

Infrastructure and Facilities

The recent construction of 35 new homes at Fallen Leaf Lake contributed significantly to improving the facilities and infrastructure of FLL. The Fallen Leaf Homeowners provided 2.5 acres of land for public use, including a new fire station. Historically, the fire department shared space at the marina and old store, which now houses the offices of the CSD. The old store building has been renovated and is now also used for environmental research by UC Davis and University of Nevada.

Station 9, located at 241 Fallen Leaf Road, was completed in 2000. The structure contains 3 vehicle bays, full kitchen facilities, a large meeting room and sleeping quarters for one. In total, approximately \$3,000,000 was donated for the station and other needed facilities. The station and fire department costs were under \$400,000 with the balance applied to improvements in the community area and mixed-use new store building.

The property liability insurance lists CSD structures and facilities as follows: General Store (8,333 sq. ft.), one apartment, Beach, Road (600 ft), Marina (54 slips), Firehouse (2,500 sq. ft.), Community Hall (1,500 sq. ft.), and Marina Office (225 sq. ft.).

The Fallen Leaf Fire Department also uses a USFS storage building for seasonal winter storage. In addition, it uses Lake Valley FPD and South Lake Tahoe’s air filling station to refill air bottles for SCBA units.

Infrastructure needs noted by the fire chief include a one bay storage building for the west side area. This would allow staff to quickly respond to the west side, moving personnel by boat and accessing apparatus and equipment stored there. Secondly, road improvements would also tremendously

enhance service delivery. Because call volumes have been increasing significantly, even without an increase in housing starts, such improvements are needed for current workloads in the peak summer season and to ensure the capability to serve expected future increases.

Call volume trends show steadily increasing calls for service. The “shoulder season” months of May and September appear to grow increasingly busy.

Equipment and Vehicles

Table 30: Fallen Leaf Lake Community Service District Equipment and Vehicles

Vehicle/Year/Model	Type (Structure or Wildland)	Capacity, # Gallons & GPM	Location and Other Notes
Engine 9 - 1982 Mack Ward LaFrance	Type 1	500 gal tank, 1000 GPM pump	30,000lb. 25ft length Located at Station 9
Engine 209 - 1964 Ford Van Pelt	Type 2	500gal tank, 500 GPM pump	24,000lb. 20 ft length located on the west side in summer; at Station 9 winter
Engine 309 - 1991 International	Type 3	280 gal tank, 100 GPM pump	18,000 lb. 18 ft length Located at Station 9 Note: Leased via Federal Excess Vehicle Program
Squad 9 - 1991 4WD Jeep Cherokee		N/A	Medical equipment, SCBA, etc. Located at Station 9. Command and EMS Vehicle
Fireboat 9 - 1997 Gregor	Type 3 Fireboat	150HP engine, High Pressure PTO pump	Located at Marina or Stanford Camp Marina. Aluminum, 21ft long
Patrol 9 - 1971 Chevrolet Pickup	Type 4 engine	150 gal Tank, 175 GPM high pressure PTO pump	Leased, Federal Excess Vehicle
Snowmobile -		1999 Ski- DooE380	Winter use, located at 2110 Tahoe Mtn. Road
Fire Cache		Various supplies, pumps	Three locations
Medical Sled		Medical/winter emergency supplies	Part of the fire caches noted above

The approved budget for fiscal year 2004-2005 anticipates the sale of the 1992 Jeep Cherokee and purchase of a new Toyota 4x4 with tank, pump, rack, etc.

In the past, winter vehicle and equipment storage was a problem; however, use of the USFS storage building and the new fire station have resolved these difficulties.

Some of the homeowners have installed pumps and other improvements to enhance fire protection. One innovative program implemented by district to reduce fire risk is to train a select group of citizens to access a floto pump hose and nozzle located in a secure centralized location and connected to a dry standpipe from the lake. The intent is to respond to a fire with this equipment in order to slow its spread until the fire department arrives. These pumps are located in difficult areas to access or along the lakeshore. Funding for another standpipe system, to be located near Cathedral and Stanford Hill Roads, was approved in the 2004-2005 budget.

Various cache boxes and a medical sled with equipment and supplies further enhance service in the district. An approved grant from the Department of Homeland Security will allow the purchase of 15 sets of structural turnouts and self-contained breathing apparatus units (SCBA). These new turnouts and SCBAs will replace existing equipment, some of which is over 20 years old.

Personnel and Staffing

The CSD employs one full-time employee, the fire chief, who resides at the lake year-round. A relief chief covers the time off during summer season (between May 15th and Sept. 15th). It became apparent to LAFCO staff during a site visit that the chief makes himself available to serve the community substantially more than the one FTE for which his position is funded. In addition, traditional retirement and other benefits are not provided in this position. The annual salary is less than \$50,000, with \$41,000 budgeted in Fiscal Year 2004-2005. A part-time Secretary/Treasurer for the district works under contract and is based in Placerville. There is no general manager and there are no vacant paid positions.

Two volunteer captains and 23 volunteer firefighters also staff the district. There are no vacancies in the volunteer positions and an average of 10 volunteers are within the district at a given time. However, the chief notes that there is a fair amount of turnover among volunteers. With the number of residents swelling during the summer and on weekends, it is difficult to find stable volunteers who can provide the required minimum shift of 24-hours per week. Young volunteer firefighters typically go off to college or jobs and become unavailable to staff the district. Another challenge to retaining staff is that some firefighters also volunteer for park and recreation services.

Volunteers receive paid CSFA membership and a physical exam and vaccinations. Volunteers also attend weekly training sessions, which include Red Cross and American Heart Association standards, International Fire Service Training Association and County requirements, throughout the summer season and are provided a meal at the sessions. In addition, all staff has attended a number of other training sessions, such as state

certification classes, conferences, CFSTES (State Fire Marshal) training and accreditation. Fallen Leaf has also participated in shared training with South Lake Tahoe and Lake Valley FPD.

The average response time is 8 minutes, with a range of 4 to 14 minutes depending on location within the district. Five to ten personnel respond depending on type of call, including one on-duty officer and the remainder volunteer fire fighters.

An additional source of fire protection service is CALSTAR, a non-profit local helicopter emergency transport service. Residents can insure themselves for potential costs of any needed helicopter transport by buying a CALSTAR membership. The district pays half the cost of CALSTAR transport service insurance for all its volunteer firefighters, who could be injured while providing services.

Other District Staff

The district has not designated a General Manager, although Article IV, Section F of the adopted bylaws requires the appointment of a person to perform this function. The 2002-03 Grand Jury recommended appointment of a General Manager and State laws require all CSDs to do so. Legal advice to the Board is by Brent Collison on an as needed basis. Finally, a day laborer is also hired annually for clearing brush and stand pipe areas, building maintenance, etc. The chief reports it is becoming more difficult to find and hire workers for this position.

Administration, Management, and Operations

Board of Directors

The Fallen Leaf Lake CSD Board of Directors consists of 5 board members, elected at large to four-year staggered terms. Board members must be registered to vote at addresses within the district. Board members typically run unopposed, although contested elections have occurred. Board members receive no compensation, stipends or benefits. A quorum is three board members; three affirmative votes are needed to carry any motion. Meetings are conducted under Robert's Rules of Order.

The Board meets a minimum of three meetings per year in the fire station, typically on or near the three major summer holiday weekends (Memorial Day, 4th of July, Labor Day). One other "off season" meeting is usually convened. An annual meeting/public forum is typically held on the 4th of July weekend and or other holiday weekends. Notice is given to the CSD email list and posted in three locations. The bylaws of the district provide that individual mailed announcement of all meetings be given to all voters within the district no less than 7 days prior to the meeting. Typically 50-70 persons attend, depending on the issues appearing on the agenda.

The committees listed by the Secretary/Treasurer include Building Usage Committee, Area Advisory Committee and the Marina Advisory Committee. The bylaws allow for ad hoc committees as needed on other matters.

As indicated above, the district has not designated a General Manager, although Article IV, Section F of the adopted bylaws requires this appointment. Brent Collison from Truckee provides legal advice to the Board, although currently there is no recent or pending litigation. All directors are provided with a copy of the Brown Act. The Secretary/Treasurer, who has attended classes on Brown Act compliance, monitors and advises the Board. As a result of a Grand Jury investigation and recommendations in 2002-03, the Board did adopt a Code of Ethics on May 29, 2004. Additional Grand Jury recommendations are elsewhere in this report.

Administration—General

The CSD office is located at the marina/store building at 400 Fallen Leaf Road. Records and archives are housed in the office and also at the Fire Station located at 241 Fallen Leaf Road and at the Placerville residence of the Secretary/Treasurer. The fire chief hopes to consolidate all records in a single location. Office hours are approximately 9 am to 5 pm on most days, with extended hours many days depending on the availability of the chief.

The Secretary/Treasurer is an independent contractor with separate agreements for each of the two services.

The Grand Jury investigated a citizen complaint in its 2002-03 session. Included in its review were concerns about improprieties in the bidding and awarding of a contract for concession operations. The Grand Jury made a number of recommendations to the board, encouraging the board to review its procedures for award of contracts. It also recommended:

- A review and revision of its bylaws;
- Adoption of a code of ethics;
- The hiring of a General Manager;
- The district request assistance from the Institute for Local Self-Government on Community Service Districts; and
- It should participate in orientation and training sessions provided by the Association of Community Services Districts.

The Secretary/Treasurer states that among these recommendations, the board adopted a code of ethics on May 29, 2004.

Administration—Financial

Insurance

The district carries insurance through several of private insurance providers.

The SAFECO property policy covers the firehouse (\$452,700), store (\$1,331,100) and community center (\$200,000). There is no listing for the marina and marina office on the property policy. General liability coverage is provided by Western World Insurance on the amount of \$1,000,000. Excess liability of \$1,000,000 is covered by TOPA Insurance Company, and a Directors and Officers policy at \$2,000,000 has been purchased from Executive Risk Indemnity. A storage tank third-party liability policy is also in place.

The State Compensation Insurance Fund provides workers compensation for all fire personnel, volunteers and employees. The chief stated his belief that the Secretary/Treasurer was planning to look into group insurance, such as the California Special District Risk Management Association, or others.

Accounting/Banking

All accounting and banking is handled independently by the district. The fiscal year begins July 1. The County collects and holds tax and assessment revenues in a custodial account. FLL transfers funds and manages them through several checking and savings accounts, segregated by purpose. Financial policies, approved and updated on September 4, 2004, define the purpose of each account, including a general fund for administration activities and a fiduciary fund. Separate accounts are organized for fire service operations, firehouse accrual account, apparatus accrual and administration. The district also has Parks & Recreation accounts for general operations, a commercial lease security deposit account and for other purposes.

The CSD reviews preliminary budget no later than the 4th of July Annual Meeting. The final budget approval occurs no later than the Labor Day meeting in September.

An audit is conducted annually, with the most recent audit reviewed by LAFCO staff having been completed by Robert Johnson from Citrus Heights for the year ending June 30, 2003. The audit noted that detailed property records to support historical costs of general fixed assets were not available. The CSD policy adopted on September 2004 provides that the Treasurer shall include an evaluation of fixed capital assets for the information of the board and for insurance purposes. Another note to the financial statements identified the existence of various risks of loss and reported that during the 2003 fiscal year the district purchased insurance coverage to protect these risks. The annual audit is distributed to the board and made available to community members who request it. The audit found that the general purpose financial statements present fairly, in all material respects, the financial position of the CSD.

The CSD's 2004 policies specify that any loans between accounts shall have the prior approval of the board and shall have a repayment schedule

approved as a condition of the inter-fund loan. The Grand Jury investigated a citizen complaint related to this policy during its 2002-03 session. Among their findings, they found that “Ten years ago, money was ‘loaned’ from the Fire District to Parks and Recreation functions and has still not been repaid.” The related recommendation states “Money loaned from the Fire Department to Parks and Recreation should be repaid in a timely manner.” The district’s response, dated September 6, 2003, states that, “Many years ago FLLCD allocated tax funds among its accounts in good faith. When it was discovered that some funds were inappropriately allocated, money was budgeted for repayment to the Fire District. Eight thousand dollars has been repaid to date.” District staff explained that the initial amount of the loan from the Fire Department to Parks and Recreation (calculated in 2000 but going back a few years) was \$23,666.82. An initial payment of \$6,253.00 was made October 30, 2000. Payments of \$3,000 each were made in the fall of 2003, 2004, and 2005. The current balance is \$8,413.82 as of February 2, 2006.

Administration—Operations

All 911 calls and responses are recorded by the dispatch center at South Lake Tahoe. Activity reporting to National Fire Incident Reporting System (NFIRS) began in 2005. The chief has prepared a detailed 12 year summary incident evaluation and report for the period from 1990 to 2002. Fire activities, in order of volume, include small and medium wildland fires, campfires, smoke investigations, mutual aid, fire alarms, structure fires, large wildland fires, vehicle fires, dumpster fires, and boat fires. Medical aid calls, in order by volume, include illness, bike/moped accident, falls, skeletal injuries, search and rescue, soft tissue injury, boat rescue, “1144s”³ and traffic collision.

Totals for all calls for the period are listed below:

Table 31: Fallen Leaf Lake Community Service District Call Log

Type of Call	Number	Percentage
Fires	114	41%
Medical Aids	143	51%
Hazmats	9	3%
Public Assists	15	5%
Total	281	100%

Call frequency gradually increases beginning in March and peaks in July, tapering off gradually to December. Annual call volumes have more than tripled since 1990, with a high of 36 incidents in 2001, and 34 incidents in 2002. There were 50 incidents in 2003.

3 NFPA 1144 provides those responsible for fire protection, land-use planning, property development, property maintenance, and others responsible for, or interested in, improving fire and life safety in wildfire-prone areas with minimum requirements for planning, construction, maintenance, fire prevention, and management.

The fire department has a goal of 4-6 minute response time for medical calls, noting the critical window for cardiac events in this time frame. The fire response time goal is 5-7 minutes reflecting the “flashover” time for fires. No staffing analysis has been done yet by the district, and the chief notes this would be desirable.

The chief notes that the fire department is moving towards achieving the various required or suggested training, equipment, staffing, and operations requirements of OSHA, Cal OSHA, NFPA and other organizations; however, he indicates that the budget would have to be tripled to fully meet these standards and recommendations. Standards for quantity and capabilities of rolling stock equipment are set locally using the California Master Mutual Aid and Strike team specifications from the Office of Emergency Services (OES). The National Fire Protection Association also provides guidelines, and the Highway Patrol sets standards for highway vehicles and inspection sheets. Various lists and checklists are contained in each firefighter’s handbook for orientation and training as well as to ensure performance consistency among personnel.

Between 75% and 90% of the district’s equipment is more than 15 years old. FLL has received a grant for the purchase of 15 sets of “turnouts” and SCBA units which will alleviate all current shortages and deficiencies.

Safety is emphasized over cosmetic maintenance of the rolling stock. Based on call volumes, the chief estimates a useful vehicle life of 30 years. Vehicle maintenance is done in-house by the chief. Under a verbal agreement with Lake Valley Fire Protection District, their full-time staff mechanic provides any maintenance beyond the chief’s capabilities. To date there have not been direct charges for this work but there has not been any significant work done by Lake Valley FPD’s mechanic. The age of the vehicles is a potential liability. Recently, the two front line engines were replaced with newer used vehicles. The district replaced one 40-year-old vehicle with a 20-year-old vehicle (Engine 9) and acquired a 1991 International through federal excess property (E309). The district still has one 40-year-old vehicle (Engine 209).

The fire station is a new building and requires less maintenance than an older facility. The part-time seasonal laborer assists with maintenance.

Funding and Budget

The discussion in this section is descriptive and amounts cited are approximate, based on information received from the district and other sources. The principal revenues for fire protection are property tax and a direct assessment for fire services. Budgets and financial statements provided by the district for fiscal year 2003-2004 show actual revenues from Ad Valorem taxes at \$15,400 and revenue from the direct assessment at

\$57,874 from a \$180 per parcel assessment approved in 1993. Homeowners Property Tax Relief (HOPTR) revenue from the State is approximately \$200 according to the County Property Tax Manager. In addition, revenues from the El Dorado County Augmentation Fund equaled \$49,938 in fiscal year 2003-2004. The County Augmentation Fund provides approximately one-third of the revenue available for the district. The 2004-2005 approved budget projects slightly higher revenue amounts.

Interest earnings, debt repayment, donations, clothing sales and other sources of revenue contributed almost another \$20,000. Revenues for 2003-2004 totaled \$144,315. The 2004-2005 budget conservatively estimates lower amounts for donations, debt repayment, and miscellaneous income for a projected total of \$123,000.

Other revenue sources include the payments from the Parks and Recreation fund as it attempts to repay its inter-fund loan from fire revenues as discussed above. The initial amount of the loan from the Fire Department to Parks and Recreation (calculated in 2000 but going back a few years) was \$23,666.82. An initial payment of \$6,253.00 was made October 30, 2000. Payments of \$3,000 each were made in the fall of 2003, 2004, and 2005. The current balance is \$8,413.82. The approved fire department budget shows \$14,000 repayment from Parks and Recreation as "funds available." The Parks and Recreation approved budget and actual payment for fiscal year 04-05 is \$3,000 loan repayment.

El Dorado County Homeland Security grants provided for the purchase of 5 new mobile radios and 10 handheld radios. Another DHS grant is funding 15 structural turnouts and SCBA units. Both grants were obtained through multi-agency applications.

Fundraising is another significant source of income to the fire department. An annual wine tasting event provides funds to the Chandler Memorial Fund (the aforementioned fiduciary account) for capital improvements to the fire station. An annual barbecue provides funding for training and meals for volunteers and can be used for acquisition of clothing and gear; however, this fund is managed by the volunteers and is not district revenue. The chief notes the district is considering plans to print direct mail envelopes to solicit additional donations.

The fire department has no outstanding debt.

Major expense items include the paid personnel salary (\$41,000), benefits (\$1,000) and housing (\$850). The approved 2004-2005 budget includes an additional line item of \$9,400 for part-time chief relief. Annual contributions are made to an apparatus accrual fund (\$4,000). Other expenses listed include vehicle insurance (\$5,000), equipment purchases (\$3,500), and the South Lake Tahoe Automatic Aid (\$3,600).

The FLL Fire Department contributes revenues to the CSD's Administration Division. Parks and Recreation also contributes a proportionate share of revenues for overall CSD administration. Total administration expense was \$10,293 for fiscal year 2003-2004, with errors & omissions insurance, secretarial and accounting services as the highest line items.

Cooperative Agreements

Table 32: Fallen Leaf Lake Community Service District Cooperative Agreements

Agreement	Date	Parties	Area/Purpose
California Mutual Aid Agreement		FLL and CA disaster Agencies	Provide resources for large scale disasters.
California Master Mutual Aid (through OES)		See above	See above.
Regional Chiefs' Mutual Aid Agreement		FLL Fire Department and members of Lake Tahoe Regional Fire Chiefs' Association	Support/Aid at no charge for 24 hours to agencies within 2 hours.
Agreement for Mutual Fire Protection Aide		FLL and CDF	Support/Aid to State.
Cooperative Fire Protection Agreement		USFS LTBMU and FLL	Mutual resources.
Automatic Aid Agreement		City of South Lake Tahoe and FLL	Fire Inspection Assistance, Automatic Fire Response, Medical on request, Alpha indexing, Notification and Dispatching.
Joint Powers Agreement (CSA 3)	11/1/00	City of SLT, Lake Valley FPD & North Tahoe FPD	Establish, operate and maintain Emergency Medical Services Authority.

The nearby City of South Lake Tahoe provides important automatic aid and assistance to augment the services provided by the Fallen Leaf Fire Department. One engine/pumper and one officer respond to all fire events, and additional equipment is also provided on an as needed basis. The contract cost for this assistance is approximately \$3,600.

The fire chief notes that responding to mutual aid calls adds wear and tear on the districts vehicles and equipment, but also provides invaluable experience to the volunteers, assists the district's neighbors during their time of need and provides needed additional revenue to the district.

The *Community Wildfire Protection Plan for the California Portion of the Lake Tahoe Basin* identifies the following firefighting suppression resources as rapidly available to Fallen Leaf Lake:

- US Forest Service Lake Tahoe Basin Management (LTBMU)
- Lake Valley Fire Protection District

- South Lake Tahoe City Fire Department
- Meeks Bay FPD
- North Tahoe Fire Protection District
- Tahoe-Douglas Fire District Fire Department
- North Lake Tahoe Fire Protection District
- Participants in the Lake Tahoe Regional Fire Chiefs' Association Mutual Aid Agreement
- California Department of Forestry (CDF)

Boundaries

There have been no changes in the district's boundaries since the time of its formation. There have been no proposed or pending annexations. The boundary does not contain islands. Records suggest that no valid sphere of influence has ever been adopted by LAFCO for the agency; however, the sphere area has historically been accepted as coterminous to the boundary.

In previous years, the CSD discussed combining with Lake Valley Fire Protection District because of severe post-ERAF financial concerns. No studies or formal analysis was undertaken at the time of these discussions, however. Ultimately, FLL concluded it would cost too much to reorganize with Lake Valley FPD. Lake Valley provides higher levels of service and staffing and its negotiated employee salaries and benefits could be prohibitively expensive for FLL.

Road access and weather conditions make some parts of the district difficult to serve. Lack of roads makes the most remote structures in the district very difficult to reach; however, no other fire agency has easier access into these areas. The fire chief notes that some parts of Angora Ridge inside the Lake Valley FPD are more readily accessed by the Fallen Leaf Fire Department, but he does not perceive that a boundary change is needed.

Community Outreach and Involvement

The Fallen Leaf Lake community is small and seems close-knit. The district relies on trained volunteers for almost all its staffing. Community activities sponsored by the fire chief such as movie night and the fundraisers foster community support and volunteerism. Various outreach activities are described above and provide opportunities for participation and involvement in the fire service program.

There is an informal, but very active, volunteer firefighters association and the CSD is closely affiliated with the Fallen Leaf Lodge Homeowners Association. There is an active email group among the Fallen Leaf residents. Individual mailed notice is provided to registered voters in the district, in addition to notice required under the Brown Act. The CSD belongs to the

Lake Tahoe Regional Chief's Association, El Dorado County Chief's Association and the El Dorado County training officers group.

M. City of Placerville

Background

Placerville was first incorporated as a city in 1854. The City disbanded in 1873, due to a dispute with a railroad company, and reincorporated in 1900. The City of Placerville had an established Placerville Fire Department; however, the City contracted with the Placerville Fire Protection District in FY 1980-1981 to provide fire protection services to the City. From 1989 to 1990, the City of Placerville and the Placerville Fire Protection District discussed consolidation. These discussions expanded to include fire protection districts in Pollock Pines/Camino, Shingle Springs, and Pleasant Valley.

The annexation of the City of Placerville and the reorganization of the Placerville, Pleasant Valley, Shingle Springs, and Pollock Pines/Camino Fire Protection Districts on January 3, 1991 resulted in the formation of the El Dorado County Fire Protection District (ECF). The new district was formed by LAFCO resolution 90-19 for the provision of fire protection and emergency services. All fire protection and emergency services to the City are provided by the El Dorado County FPD.

The City of Placerville encompasses 5 square miles at the bottom of a ravine along Hangtown Creek in the Western Slope of the Central Sierra Nevada. The downtown elevation is 1,890 feet. Major access corridors include Highway 50 and Highway 49. The El Dorado County seat is Placerville. The area inside the City is classified as local responsibility area (LRA) by the state.

Land in the City of Placerville consists primarily of residential and commercial uses. Residential single-family land use is dispersed throughout the City and represents 56% of developed land. Commercial land use consists of 300 acres, 209 of which is retail. Commercial land is concentrated in the areas of Main Street, Broadway, Forni Road, and Placerville Drive.

EID supplies water for fire suppression inside the City of Placerville. According to the agreement between the City and the ECF, the latter is responsible for inspecting fire hydrants and informing EID of maintenance requirements. The City's ISO rating is 6/9, which was completed in September 2000. According to ECF Fire Chief Lacher, a computer crash in 1999 negatively affected the district's rating because the records needed to establish an ISO rating were lost. The chief stated that the district's ISO rating would be re-evaluated in the near future.

The City's population, according to 2000 US Census data is 9,610. Detailed service information is contained in descriptive sections relating to the El Dorado County FPD.

Initially, under the newly formed El Dorado County Fire Protection District, the City of Placerville chose to pay an annually adjusted fee for fire protection and related services. In Fiscal Year 1993-94 the State shifted property tax revenues from local entities to the Education Revenue Augmentation Fund (ERAF). ECF was exempt from this tax shift; however, the City of Placerville would lose upwards of \$100,000. The City adopted resolution No. 5776 on May 10, 1994, transferring property taxes to the ECF. The City negotiated a transfer of its property tax base and 80% of the property tax increment to ECF, with important long term consequences for the City. According to City Manager, John Driscoll, potential changes to the agreement between the City and the ECF could include a fee-based system for services rather than a property tax transfer.

The El Dorado County Fire Protection District provides fire protection and emergency services to the City of Placerville under an agreement dated November 13, 1990. The agreement automatically renews every year after ten years from the date of reorganization, unless notification of intent to withdraw is served by either party. The agreement went into automatic renewal in January of 2001. According to Placerville City Manager John Driscoll, the agreement has not been modified.

Key provisions of the contractual agreement are as follows:

- "The District shall provide minimum staffing of three Captains and three Firefighters to staff a two-person engine company 24 hours a day. The District shall strive to maintain at least 15 volunteer firefighters. The administrative staff is a shared cost between all of the reorganizing districts.
- The district shall provide services, such as those previously provided by the City, including fire prevention, fire training, inspections (including fire hydrants), plan checks, and weed abatement.
- As payment for the above services, the District shall receive the property tax and 80% of the property tax increment generated within the City of Placerville.
- 'The District shall file an annual report with the public and the city setting forth District activity, including...fire calls, medical calls, and levels of service. The District shall further provide a monthly report concerning activities within [the] City as currently provided by the City Fire Department.'
- To effectuate a withdrawal, an application shall be made with LAFCO, which shall evaluate the request with respect to service impact and financial feasibility. Withdrawal procedures require the return of property

and improvements and comparable equipment, vehicles, and stations. In addition specific compensation for sick leave and vacation benefits must be made to the District for employees returning to the City of Placerville.

- The City of Placerville's boundaries are included with the ECF boundaries (El Dorado County Board of Supervisors Resolution 40-91)."

Administration of fire and emergency services are provided through the district. Station 25 is located at 3034 Sacramento Street in Placerville. Station 25 has a full-time medic unit.

Station 25 is staffed with a captain and three firefighters on duty 24-hours a day, 7 days a week. Two firefighters are assigned to the ambulance. A captain and one firefighter are assigned to the fire engine. The JPA funds the two firefighters that are assigned to the ambulance. Staffing is augmented by volunteer personnel from the community.

N. Garden Valley Fire Protection District

Background

The Garden Valley Fire Protection District (GRV) was formed in November 1973 under Government Code §61000, et seq., for the purpose of providing improved fire protection and related services. The GRV is located in the northwestern portion of El Dorado County and bounded by Georgetown FPD to the north, the El Dorado County FPD to the west and south, and the Mosquito FPD to the southeast. The Eldorado National Forest is east of the district.

GRV encompasses 60 square miles and 2,615 parcels of mountainous terrain north of the South Fork of the American River near Chili Bar Reservoir, which make up the southernmost boundaries, and south of the community of Georgetown and the North Fork of the American River. Major communities in the area are Garden Valley, Greenwood, and Kelsey, with all of them being in major risk areas for wildland urban interface. Highway 193 and Marshall Road are major access roads through the district.

Eighty-seven percent of the district (or 52 square miles) consists of land designated as SRA and 13% (or 8 square miles) as federal responsibility area (FRA). Land use in the district primarily consists of residential, agriculture, grazing, and crops. There are no major commercial land uses in GRV; the few businesses in the district are primarily in residential areas.

The Georgetown Divide Public Utility District (GDPUD) is the main water supply source for fire suppression in the district. There are 150 fire hydrants along the main arterial roadways that are gravitationally fed. The GDPUD owns water tanks that are located through out the district. GRV identifies numerous water sources for fire suppression, including ponds and lakes.

Water tenders supply water for fire suppression to areas without fire hydrants. GRV uses a “water shuttle” system to provide an unlimited water supply. Water is transferred to the principal engine/fire tender at the scene from engines arriving later. Those engines then drive to the nearest available water source and refill, ferrying water as needed to the principal engine/fire tender at the scene of the fire.

The district has an ISO rating of 5/8 in the GDPUD area. The date of rating was July 2004.

There are 1,769 improved parcels and 846 unimproved parcels within the district. Development has been occurring on vacant single-family parcels. The district averages about 40 housing starts per year and, according to the district’s Administrative Assistant, recorded 55 housing construction starts last year.

GRV serves a population of approximately 7,500 to 8,000 according to data from El Dorado County Elections. The population is 6,962 according to district’s Five-Year Plan.

Services and Programs**Table 33: Garden Valley Fire Protection District Services and Programs**

Type of Service	Provided By/ Contact Person	Service Capacity and Other Notes
<i>Fire Services</i>		
Fire Suppression	District/Chief	Entire District; Year-round.
Arson/Other Investigation	District/Chief	Entire District; Year-round.
Plan Checking/Permits	District/Chief	Entire District; Year-round.
Residential Inspection	District/Chief	Entire District; Year-round.
Commercial Inspection	District/Chief	Entire District; Year-round.
Burn Permits	District/All Staff	Entire District; Year-round.
Fire Safe Inspections	Contract/Staff	Entire District; Year-round.
Hydrant Inspection	District/Chief	Entire District; Year-round.
Defensible Space, Chipper Inspection/Regulation	El Dorado Fire Safe Council	Entire District; Spring/Summer.
<i>Hazardous Materials</i>		
Hazmat 1st Responder	All Staff	Entire District
<i>Rescue Services</i>		
Search And Rescue	Limited basis / Informational / Areas / Locations from a medical aid standpoint	
Vehicle Extrication	All Staff	Entire District; Year-round.
<i>Other Safety Services and Programs</i>		
Children/School Programs	Prevention Officer	Entire District; Year-round.
Station Tours	Prevention Officer	Entire District; Year-round.
Disaster/Evacuation Plans	All Staff	Entire District; Year-round.
Animal Rescue	Red Cross	Entire District; Year-round.
Animal Control		Entire District; Year-round.
<i>Medical Services</i>		
EMT 1	All Staff	Entire District; Year-round.
EMT 1 (Defibrillator)	All Qualified Staff	Entire District; Year-round.
Advanced Life Support	All Qualified Staff	Entire District; Year-round.
EMT-Paramedic	All Qualified Staff	Entire District; Year-round.
Education Programs	All Qualified Staff	Entire District; Year-round.
	Training Officer	Entire District; Year-round.

According to the fire chief, the new assessment adopted in June of 2005 has had several benefits for his agency. The hiring of two additional fire personnel has made it easier for the department to complete new home, road and driveway inspections to ensure enough room for an engine to turn around. In addition, the district is able to complete more defensible space inspections per year. The district maintains five full-time firefighters, in addition to the chief. GRV started working with the Fire Safe Council to coordinate defensible space inspections in 2004. The district helps the

Council recruit community volunteers to perform defensible space inspections, along with staff.

Infrastructure and Facilities

Table 34: Garden Valley Fire Protection District Infrastructure and Facilities

Existing Facility: Type/Size	Year Built or Remodeled	Address, Location in District	Characteristics
Fire Station 51	1989	4860 Marshall Road	Owned; 4,400 square feet; 4 bays, dorm, meeting room.
Fire Station 52	1980	9751 Highway 193, Kelsey	1600 square feet; 2 bays, dorm room; all volunteer.
Fire Station 53	1982	3813 Highway 193, Greenwood	1600 square feet; 2 bays, dorm room; all volunteer.
<i>Other Property Uses</i>			
Potential land donation		Located behind post office	Size: half acre. This has been discussed for about a year and half. The land is a potential helicopter drop.

The district plans to upgrade Stations 51, 52, and 53 in future years, according to the district's Administrative Assistant, and as indicated in the 2006 Five-Year Plan.

The district allows community groups and agencies to use space at Station 51. These groups include the Red Cross, 55 Alive, Every 15 Minutes, El Dorado County Elections Department, the Garden Valley Community Association, and the 4th of July Committee. The El Dorado County Sheriff's deputies use a room at the station for official business. The Garden Valley Fire Department Support Group holds a monthly community breakfast at the station to raise money for the Garden Valley FPD. The district participates in and provides space to the Golden Sierra High School ROP Fire Program. In the event of a disaster, the Garden Valley station is automatically designated an incident command post.

Equipment and Vehicles**Table 35: Garden Valley Fire Protection District Equipment and Vehicles**

Vehicle/Year/Model	Type (Structure or Wildland)	Capacity, # Gallons & GPM	Location and Other Notes
<i>Engines</i>			
1987 Pierce (Engine 51)	Structure	500/1500	Foam.
2003 Freightliner (Engine 251)	Wildland	750/1000	Foam/pump and roll/Floata pump; the District will continue to equip engine (Cap. Imp. Plan).
1973 Seagrave (Engine 52)	Structure	500/1250	Foam.
1985 Chevy Engine (Engine 53)	Structure	700/1000	Foam; the District plans to upgrade engine in the next few years (Cap. Imp. Plan).
1982 International (Engine 252)	Wildland	1250/500	
1978 International (Engine 351)	Wildland	600/500	4x4
1979 International (Engine 252)	Wildland	600/500	4x4
<i>Water Tenders</i>			
1981 Peterbilt (WT 51)		3000/500	Floata pump.
<i>Utility/Other</i>			
2006 ½ Ton P/U	Duty		Duty officer vehicle.
2006 ¾ Ton P/U	Utility		Staff.
2001 Dodge Durango	Command		Chief's Vehicle.
<i>Medical Vehicles</i>			
1998 Chevy	Medical squad		BLS and ALS service capability; ALS service is available when a volunteer paramedic responds.

Personnel and Staffing – Paid Staff**Table 36: Garden Valley Fire Protection District Personnel and Staffing – Paid Staff**

Classification	Number: Full-Time Part-Time (Vacancies)	Pay Range	Retirement Type: PERS/Other Rate: (i.e. 2%@55)	Bargaining Unit/Union and Other Types of Benefits
Chief	1 FT	\$70,000	3% @ 50	No
Engineer	2 FT 24-hours Staff	\$42,000- \$46,000	3% @ 50	No
Captain	2 FT	\$46,000- \$52,000	3% @ 50	No
Firefighter	1 FT	\$28,000	3% @ 50	No
Administrative	1 FT	\$45,000	2.7% @ 55	No
Assistant Chief	1 FT	\$21.77/hour	None	No

Personnel and Staffing – Volunteers**Table 37: Garden Valley Fire Protection District Personnel and Staffing – Volunteers**

Classification	Number and (Vacancies)	Reimbursement, Stipend, Mileage, etc.	Benefits Available	Notes
Battalion Chief	1	Fuel Reimbursement	Workman's Comp	Volunteer (and family) may receive life insurance.
Logistics Officer	1	Fuel Reimbursement	Workman's Comp	Volunteer (and family) may receive life insurance.
Captain	3	Fuel Reimbursement	Workman's Comp	Volunteer (and family) may receive life insurance.
Engineer	5	Fuel Reimbursement	Workman's Comp	Volunteer (and family) may receive life insurance.
Firefighter	10 (1)	Fuel Reimbursement	Workman's Comp	Volunteer (and family) may receive life insurance.

The district is staffed by seven full-time employees, including the chief and administrative assistant, one part-time assistant chief, and there are 20 volunteer positions. Staffing is two or three personnel on duty during all daytime hours (7:30 am to 5:30 pm), plus the chief. A volunteer duty officer covers the hours of 5:30 pm to 7:30 am, is scheduled one week at a time, and is provided with the duty vehicle for prompt response. This allows the initial incident response to include two personnel, plus the chief, between

5:30 pm to 7:30 am, plus volunteer response. Allowing four firefighters on the scene for the sufficient staffing to meet NFPA standards for “2 in 2 out” response. Volunteers staff two out of the three stations in the district and make up a significant part of the district’s personnel.

Required district training is consistent with Federal, NFPA, and OSHA mandates and requirements. Fire department personnel are required to attend evening monthly training sessions. Personnel must attend at least two trainings per quarter according to GRV’s Personnel Policy Manual. GRV occasionally trains with Georgetown and Mosquito FPDs at the training academy in Georgetown. Sessions and classes are held in each of the different districts.

GRV sponsors training for all personnel not subject to an MOU. According to the Personnel Policy Manual, GRV will pay for fire or medical related training including classes, tuition, fees, books, etc. of all paid and volunteer fire personnel within budget limits and with the approval of the chief.

The district does not have any bargaining units or labor unions. Firefighters confer and choose an individual to speak on their behalf.

Administration, Management, and Operations

Board of Directors

The Garden Valley Board of Directors consists of five members, elected at large to four-year staggered terms. A quorum is three board members; three affirmative votes are needed to carry any motion. Two members were reappointed to the Board on November 2, 2004. Three seats are up for re-election November 2006. Board members receive no compensation, stipends or benefits.

Meetings are held at Station 51 in Garden Valley on the 2nd Tuesday of every month at 6:30 pm. Notice is posted outside of the Garden Valley Station, at the Kelsey community board, and at post offices in Greenwood and Garden Valley. Attendance and participation by the public is low. GRV provides adequate parking and handicapped access for meetings.

Meetings are conducted under Robert’s Rules of Order. All Board members are provided a copy of the Brown Act and attend California Special District’s Association (CSDA) Brown Act training program. Conferences and workshops are also available to Board members. Legal counsel is contacted as needed for legal questions. William Wright provides legal advice to the Board at \$185 per hour. There is no recent or pending litigation.

A Benefit Assessment for the entire district passed June 15, 2006. A contracted engineer produced a report to determine appropriate fees.

According to the chief, the additional funds combined with the County's current augmentation fees increased service to 24-hour shifts.

Administration—General

Office hours are 8:00 am – 5:00 pm, Monday through Friday at Station 51 on Marshall Road. Records and archives are housed at the same station. The district has a website under construction. The email address is: gvfpd@gardenvalleyfire.org.

Worker's Compensation coverage is provided to district employees and volunteers through the State Compensation Insurance Fund. According to the 2003-2004 Audit, GRV contracts for Public Liability and Property Damage insurance through VFIS as a member of the Northern California Fire District Association (NCFDA). Providence provides personal liability coverage and death benefits to all employees, volunteers, and Board members. According to the district Administrative Assistant, the district does carry Errors and Omissions insurance. All permanent full-time employees receive medical, dental, and vision coverage.

Administration—Financial

The County Auditor provides accounting, banking, and payroll services to the district included with the 1% property tax administration fee. Routine financial reports are done once a year. John Warden provides independent, bi-annual audits under contract to the district. For purposes of this report, LAFCO reviewed the audit conducted for the fiscal years ending June 30, 2003 and 2002.

According to the district's Policies and Procedures, Article IV, the chief has line item budget spending authority. The board approves expenditures above the specified line item budget amount. The district keeps a \$300 maximum petty cash account with El Dorado Savings Bank. The district does use a credit card for certain purchases.

Administration—Operations

The district provides call log information to NFIRS and uses call logs to generate statistics and information for internal use to provide more efficient service to the community. Calls have consistently increased for the previous six years.

Of the total 656 calls reported for 2003, medical aid calls account for 50%, vehicle accident calls account for 25%, fire-related calls account for 17%, special duty calls account for 4% and false alarms account for 3.8% of calls. Calls by year are as follows:

Table 38: Garden Valley Fire Protection District Call Log

Year	1999	2000	2001	2002	2003	2004	2005
Total Calls	492	502	582	627	656	682	620

Response times are based on NFPA standards and the El Dorado County General Plan (2004). The General Plan provides that a minimum level of service for fire district response is “eight to 80% of the population within a community region” and a “15-45 minute response within a rural center or rural region.” Garden Valley FPD meets or exceeds County minimums. All rural areas of GRV can be reached within the 15-45 minute standard.

The chief sets staffing standards and minimum staffing levels for the district based on need and funding available.

The chief also sets standards for the type and amount of necessary equipment using NFPA standards. According to the fire chief, ISO ratings encourage standards for a sufficient quantity of equipment. Each piece of equipment is also maintained to the vehicles specifications. The chief sets equipment quality standards for all fire equipment using the appropriate standards from NFPA. District personnel perform general and preventative maintenance on vehicles. More complex vehicle services are contracted out to a local heavy equipment vendor. Utility trucks that are under warranty are taken to the dealership.

OSHA and the NFPA set PPE standards for safety clothing and gear. The district supplies each firefighter with a set of protective and safety equipment required by District Policy and mandated safety laws. Structure PPE consists of a nomex (fire resistant material) structure helmet, a lined coat and pants with suspenders, boots, gloves, flashlight safety strap, infectious disease pocket facemask, and latex gloves. Wildland PPE consists of a wildland helmet, pants, jacket, gloves, boots, helmet flashlight, belt with canteen, and fire shelter.

On-duty personnel perform building and facilities maintenance according to a weekly work schedule and as needed. The district also contracts out building and facilities maintenance for major projects.

Funding and Budget

The discussion in this section is descriptive and amounts cited are approximate, based on information provided to LAFCO or available at the time of this report from other reliable sources. GRV receives 7.05% of property tax revenue. The County provides a supplemental fund of 5.95% to increase the district’s revenue and fund the property tax difference to

approximately 13%. The fire chief notes that one of the district's greatest financial concerns is the instability of its revenue sources, especially the County's augmentation funding.

Table 39: Garden Valley Fire Protection District Funding and Budget - Revenues

Revenues	2002-2003 Actual *	2003-2004 Actual	2004-2005 Board Adopted
Total Property Taxes	\$223,612** (30%)	\$240,728 (35%)	\$395,890 (58%)
Direct Assessment	\$89, 827 (12%)	\$90,287 (13%)	\$90,650 (13%)
Other Govt. Agencies (augmentation)	\$123,951 (17%)	\$132,961 (19%)	\$145,621 (21%)
Development Fee	\$50,000 (7%)	\$15,000 (2%)	\$20,000 (3%)
Total Revenues	\$745,827	\$687,072	\$681,338

*2002-2003 County's Special District Budget Detail

** Includes penalties/cost delinquent taxes amounting to \$1,548 according to County figures.

District property owners approved a \$35 special assessment on each parcel on June 2, 1984. The assessment was extended on July 14, 1992 (Auditor's report as of June 30, 2003, and 2002). GRV projects approximately \$90,000 (13%) in assessment fees in FY 2004-2005. The district received approximately \$90,000 in assessment fees for both FY 2002-2003 and 2003-2004. Voters rejected a benefit assessment in 2000. A benefit assessment fee of \$67.07 for developed parcels and \$47.14 undeveloped parcels was passed on June 15, 2005 with voter approval based on proposition 218 with more than 51% of the vote (472 yes votes to 373 no votes).

Development impact fees are used to provide additional facilities and equipment to accommodate new development and maintain existing levels of service in the district. Board of Supervisor's Resolution 2004-05, approved on January 25, 2005, established a development impact fee of \$1219 per residential unit. With no sprinklers, commercial and industrial buildings are \$0.68 per square foot. With sprinklers, commercial and industrial buildings are charged \$0.34 per square foot. The chief states that commercial buildings are few and some businesses are in-home.

The Garden Valley FPD makes a yearly fire truck payment towards a new 2003 Freightliner Engine. According to the district's 2002-2003 Annual Report of Revenues and Expenditures, a \$50,000 transfer was made to the district's operating fund that was used as part of the down payment on the engine lease. The established payment schedule is \$22,241.52 (including interest) each year until November 1, 2007. According to the chief, the Freightliner will be purchased within two years.

The JPA provides the district with revenue for medical-related services and training. According to the Administrative Assistant, the district receives \$7,500; approximately \$5,000 is allocated for medical equipment and supplies and \$2,500 is allocated for training and certification.

The Bureau of Land Management approved a \$7,000, 10% matching grant for fire shelters in 2003. The district received the funds in 2004. In 2004 the district also received funding from a BLM grant for the purchase of new wildland gear of \$5,000. GRV regularly receives matching grants for equipment, such as hoses and SCBA tanks, from CDF. GRV will receive a grant from CDF in 2004 for the purchase of a hose. The district also received a \$97,000 grant from FEMA for the purchase of new structure gear which includes boots, jackets, pants, gloves, hoods, helmets, shields, goggles, SCBAs and masks in 2005.

According to the Administrative Assistant, the district maintains a reserve balance to reimburse departing employees for accrued vacation pay and sick leave. The amount set aside in reserve is \$42,504.

Table 40: Garden Valley Fire Protection District Funding and Budget – Expenditures

Expenditures	2002-2003 Actual*	2003-2004 Actual	2004-2005 Board Adopted
Salaries and Benefits	\$357,415 (58%)	\$430,119 (76%)	\$460,696 (75%)
Salaries/wages	\$224,064	\$253,418	\$256,500
Retirement Benefits	\$30,555	\$49,467	\$63,800
Health, Disability, Other Benefits	\$45,176	\$70,201	\$50,256
Workers Comp	\$57,620	\$59,852	\$69,000
Services and Supplies	\$87,639 (14%)	\$129,446 (20%)	\$117,330 (19%)
Debt and Debt Interest		\$22,242 (4%)	\$22,242 (4%)
Fixed Assets	\$75,000 (14%)	\$1,711 (0.3%)	\$14,000 (2%)
Total Expenditures	\$520,054	\$562,395	\$614,268

*2002-2003 Audit

Retirement benefits represent the greatest increase to Salaries and Benefits overall. Retirement Benefits increased \$36,803 to \$67,358 from FY 2002-2003 to FY 2003-2004 due to a change in plans (from 2% @ 55 to 3% @ 50) for safety members. With the addition of 2.7% @ 55 for the Administrative Assistant and change in rate the amount for retirement went down to \$63,800 for 2004-2005. Increase is anticipated for 2005-2006 with the change in service to 24-hours and extra personnel to an estimated amount of \$90,860.

Insurance premiums and vehicle maintenance were consistently among the district's greatest expenses for services and supplies in FY 2002-2003, 2003-2004, and 2004-2005. Insurance premiums represented the highest cost for all three fiscal years and the greatest cost increase: increasing \$6,150 from FY 2002-2003 to FY 2003-2004. Vehicle maintenance is rising steadily from \$9,547 in FY 2002-2003 to \$11,100 in FY 2003-2004 and is projected to increase to approximately \$12,000 in FY 2004-2005.

The greatest challenge to the district's funding goals, according to the fire chief, is reconciling service needs with funding. Funding for services is

limited. GRV is trying to save money by exploring a change in health plans, and phone and copier service. The district saved over \$200 per month with just the change in phone service. GRV, however, needs to raise sufficient revenue to replace large expense items, such as apparatus. Four of the district's eight engines are at least 20 years old and three of the engines are at least 15 years old. This is being accomplished with planning through the five-year plan.

Cooperative Agreements

Table 41: Garden Valley Fire Protection District Cooperative Agreements

Agreements	Date	Parties	Area/Purpose
Five-Party Cooperative Agreement		1. Local FPDs 2. CDF 3. USFS 4. BLM 5. Dept. of the Interior 6. BLM 7. Dept. of the Interior	
El Dorado County Western Slope Cooperative Fire Services Mutual Aid Agreement	2/97	1. Diamond Springs—El Dorado FPD 2. El Dorado Hills CWD 3. Garden Valley FPD 4. Latrobe FPD 5. Rescue FPD 6. Georgetown 7. Mosquito	Western Slope.
JPA			

The Garden Valley Fire Protection District participates in the countywide mutual aid agreement. Georgetown FPD can use Garden Valley personnel to staff the Office of Emergency Services engine that is stationed at Georgetown Station 61 for state mutual aid calls. Garden Valley and Georgetown FPD share a cascade air system to fill SCBAs in each district. The new air system was purchased through a grant for Georgetown and Garden Valley. The air system housed at the Garden Valley Station was replaced and the older system was sold to Mosquito FPD for one dollar in 2005.

Automatic aid arrangements and cooperative assistance among agencies significantly enhances fire services. According to the fire chief, cooperative agreements provide greater resources and services in the community. The chief acknowledges that cooperative agreements also reduce available resources within the district. The district tries to maintain a reasonable level of coverage in its own district as it provides assistance and service to others.

Boundaries

Several public meetings have been held between Garden Valley, Georgetown, and Mosquito Fire Protection Districts over the last 15 to 25 years to discuss possible reorganization or consolidation. According to the fire chiefs and the elected board officials, the motivation for these meetings was to develop efficiencies in training and to make existing funds go further. Consolidation did not result from these discussions. The district found that reorganization would not be cost effective. Funds are not available to improve existing services.

Garden Valley FPD's boundaries describe a single contiguous area and do not contain islands within the district.

The district responds to areas inside adjacent fire protection districts. In 2004, the GRV responded to 211 calls outside its jurisdiction: 123 in El Dorado County FPD (62 in Northside Area and 61 in Coloma Area), 83 in Georgetown, and five in Mosquito.

Community Outreach and Involvement

The district's Firefighters Association and Support Group are non-profit organizations affiliated with the GRV. The Firefighters Association helps organize parades, fairs, and other events in the community. The Support Group consists of members from the community who support the district through a breakfast on the second Sunday of every month. The proceeds from the breakfast are used to purchase equipment, which is donated to the district.

The Garden Valley and Georgetown FPDs held an innovative joint fundraiser in 2004 and split the proceeds. A 10-acre piece of land in Georgetown was raffled for \$50,000; five hundred tickets were each sold at \$100. Georgetown received \$28,000. Garden Valley received \$22,000. GRV also participates in a Halloween dance in Georgetown. Georgetown FPD maintains and keeps the proceeds from the bar. Garden Valley FPD organizes and keeps the proceeds from the dinner. In addition to the Firefighters Association and the Support Group, the GRV is also affiliated with the California Fire Chiefs' Association, the California Special District's Association, the California State Fire Association, and the El Dorado Fire Chiefs' Association.

O. Georgetown Fire Protection District

Background

A loosely organized group of Georgetown community residents developed the Mountain Hook and Ladder Company in 1854. The Georgetown Fire

Protection District (GEO) was formed eighty-three years later in August 12, 1937.

The Georgetown FPD consists of 96 square miles (2330 parcels) in the far northwestern portion of El Dorado County, south of the Middle Fork of the American River. The district is bounded on the north by Placer County, on the west by El Dorado County and Garden Valley Fire Protection Districts, and on the south by the Garden Valley Fire Protection District. GEO's topography is characterized by dense forest and mountainous, steep terrain.

A population of approximately 6,500 residents is dispersed throughout the district on large parcels. Communities include Georgetown, Greenwood, Quintette, and Volcanoville. Highway 193 and Wentworth Road are the district's major access corridors. Half of the district is composed of SRAs and the other half is FRA for the purposes of wildland fire cost apportionment; specifically, the SRA/FRA determination is important because it determines which entity is responsible to pay the cost of equipment and personnel used to suppress a fire in those areas.

Land in the district consists primarily of residential uses. Residential single-family homes are dispersed throughout a wide range of parcel size, from a minimum of one half to quarter-acre on up to 20-40 acre parcels. Commercial and industrial land use is located within a mile of each other. The Downtown Main Street and Buffalo Hill areas consist of commercial uses, mainly restaurants, small boutiques, and grocery stores. Bulk propane storage facilities are located on Eaton Road and Spanish Dry Diggins Road. The district also has a general aviation airport west of Main Street, one elementary school, an alternate education primary grade school facility, and a small K-4 schoolhouse within its boundaries.

The GDPUD supplies water to the GEO and the latter maintains the 156 hydrants in the district; all are "dry barrel" hydrants to protect them from freezing. There are 18 water tanks in the Volcanoville area, along Volcanoville Road. The district also has numerous lakes and ponds that can be utilized for fire suppression, including Walton Lake, Stumpy Meadows, and Greenwood Lake. According to the fire chief, 10% of the private properties in the Georgetown FPD have good size ponds, suitable for fire suppression.

The district's ISO rating is five in areas with hydrants and nine in areas without hydrants. GEO's last ISO rating was last completed in September 2002.

Growth and Population

Most of the territories in Georgetown, Greenwood and Quintette are

designated as Rural Centers in the 2004 El Dorado County General Plan and are recognized as existing defined centers in rural regions which provide a focus of activity and provide goods and services to the surrounding areas. Rural center boundaries establish areas of higher intensity development throughout the rural areas of the County. The predominant land use in rural centers is commercial and higher density residential, with mixed commercial-residential uses encouraged. The maximum residential density is 4 units per acre.

The district has shown a modest increase in growth since 1997. In fiscal year 1997-1998, GEO's growth rate was 2.25%; 1998-1999 it increased to 3.1%; in the year 1999-2000, growth reached 4.5%. Between the years 2000 and 2004, the district is estimated to have had a growth rate of 4%. El Dorado County is projecting a countywide growth rate of 4%.

Services and Programs

Table 42: Georgetown Fire Protection District Services and Programs

Type of Service	Provided By/ Contact Person	Service Capacity and Other Notes
<i>Fire Services</i>		
Fire suppression	Coordinated by Fire Chief	District-wide; Year-round.
Arson/other investigation	Coordinated by Fire Chief	District-wide; Year-round.
Plan checking/permits	Coordinated by Fire Chief	District-wide; Year-round.
Residential inspection	Coordinated by Fire Chief	District-wide; Year-round.
Commercial inspection	Coordinated by Fire Chief	District-wide; Year-round.
Burn permits	Coordinated by Fire Chief	District-wide; Year-round.
Fire safety inspections	Coordinated by Fire Chief	District-wide; Year-round.
Hydrant inspection	Coordinated by Fire Chief	District-wide; Year-round.
Gas inspection (for commercial properties only)	Coordinated by Fire Chief	
Defensible space, chipper inspection/regulation	Coordinated by Fire Chief	Every residential dwelling is inspected. District received a grant from the ED Fire Safe Council (2003) to conduct inspections. Annually.
Controlled burn programs	No	
Other: Residential plan checking	Coordinated by Fire Chief	District-wide; Year-round.

Type of Service	Provided By/ Contact Person	Service Capacity and Other Notes
Hazardous Materials		
HazMat 1 st Responder	Coordinated with EDC HazMat unit	District-wide; Year-round.
Other:		
Rescue Services		
Search and Rescue	Coordinates with EDC Sheriff's Office	Year-round.
Swift Water Rescue	Coordinates with EDC Sheriff's Office	Some personnel trained in rescue operations; Year-round.
Vehicle Extrication	District	District has extrication equipment and tools; Year-round.
Other Safety Services and Programs		
Car seat inspection	No	
Life safety inspections	Coordinated by Fire Chief	
Public education programs	Coordinated by Fire Chief	County poster contest for elementary schools.
Children/school programs	Coordinated by Fire Chief	District participates in ROP program; Every 15 Minutes Program every other year.
Station tours	Coordinated by Fire Chief	Usually provide tours to grade school aged children.
Disaster/evacuation plans	Coordinated by Fire Chief	Operational area coordinator for State mutual aid and region IV Coordinator for 1 st alternate C.E.R.T (Community Emergency Response Team) programs.
Animal rescue	Coordinated by Fire Chief	General calls; Divide Animal Rescue is mostly focused on horses; Divide Equestrian Association.
Other: "Every 15 Minutes" Program	Coordinated by Fire Chief and local high school	Every other year.
Type of Service		
Medical Services		
Basic Life Support	Yes	
EMT 1	Yes	
EMT 1 (defibrillator)	Yes	
Advanced Life Support	Yes	
EMT-Paramedic	Yes	

According to the fire chief, district stations are strategically located throughout the district, but firefighters are not always in the station to respond to calls. Volunteers drive to the station to get equipment and vehicles then respond to calls. Four of the district's five stations are entirely staffed by volunteers. Half of GEO's 11 paid personnel assigned to the medic unit and are funded by the JPA and primarily respond to medical calls on the ambulance according to the Long Range Plan. Because of the topography and distance, the district built its fire stations in order to make equipment

available to volunteers to respond to calls, shorten response times and to ensure that most of the populated areas were within five miles of a fire station.

The NFPA nationally recognized average fire district staffing level is 1.5 firefighters per 1,000 population in a rural area and three firefighters per 1,000 in an urban area. Urban is defined as a minimum density of 100 persons per square mile. The ISO rates three volunteer firefighters as equal to one paid firefighter. The district's 35 volunteer firefighters are, therefore, equal to approximately 11-12 paid firefighters. The district then has a total of 20-21 paid firefighters (excluding the chief), a ratio of one firefighter to 289 people, meeting the NFPA standards for rural areas.

The firefighter to population ratio includes the JPA-funded staff. For purposes of discussion, it is important to note that JPA-funded staff may be required to respond to calls outside of the district from time to time and may or may not be available for specific calls. However, the chief indicates that JPA staff is committed to providing assistance if called to respond to a fire and should the regular unit be out of the district, another is reassigned into the district to provide coverage. Consequently, the district gets a benefit of a JPA firefighter anyway even if the JPA-funded responders are not the district's own. For purposes of comparison, if the JPA-funded staff were to be removed from the firefighter numbers, the adjusted ratio of district funded staff to population (one to 382) would continue to meet the NFPA standards.

Infrastructure and Facilities**Table 43: Georgetown Fire Protection District Infrastructure and Facilities**

Existing Facility: Type/Size	Year Built or Remodeled	Address, Location in District	Characteristics
Fire Station 61	1960's	6281 Main St.	Main station, day room, kitchen, 2 bays, bathroom, crew sleeping area Staffing: - 1 Fulltime FF/EMT - 1 Fulltime Fire Training Officer/Paramedic - 2 medics per day (6 total assigned to station).
Adjoining building to Station 61	Purchased in 1993; Remodeled in 2000		Administration office, training, Day room, 2 bays, administration office, bathroom Staffing: - Chief - Administrative assistant - Mechanic
Fire Station 62 Buckeye Station	1977	7331 Wentworth Springs Rd.	Day room, kitchen, 2 bays, administration office, bathroom. Staffed with volunteer personnel.
Fire Station 63 Volcanoville Station	1980's	4900 Volcanoville Rd.	Day room, kitchen, 2 bays, administration office, bathroom. Staffed with volunteer personnel.
Fire Station 64	1980's	2065 Sliger Mine	Day room, kitchen, 2 bays, administration office, bathroom Staffed with volunteer personnel.
Fire Station 65 Quintette Station	1996	10561 Sand Mountain Blvd. Quintette area	Day room, kitchen, 2 bays, administration office, bathroom. Cooperative effort between the District, USFS, and the Georgetown Ranger District; land for the station was donated.
Planned Facility: Type/Size	Date of Completion	Address, Location in District	Characteristics
Fire Station 66	Originally planned in the 1986 Long Term Spending Plan	Balderston Area	Potential land donation; low priority.
Other Property			Uses
BLM donated land		Training facility is composed of live fire drill tower with other props including aircraft, bus, propane tank, combustible liquid fire and vehicle fires	Training facility on 4 acres that will include live fire training and an off road driving course; primarily funded through grants and the sale of timber from a timber harvest on the donated land in the Buckeye area adjacent to Station 62; primarily constructed with staff and volunteer labor; projected completion date is the end of 2006.
Off Highway 193		To be built in the near future.	Four acre parcel to house the new headquarters facility.

The Main Street Station is no longer adequate for the district's needs. The bays are too small for district apparatus. Two vehicle bays house three engines and two utility vehicles. There is a substantial lack of available office space, shower/bath facilities and parking space. The only available parking is on Main Street. The roof is flat and chronically leaks. The chief also notes that areas for dealing with biohazards need greater attention.

District staff, volunteers, and community members have contributed to the construction of the district's new training facility, which will be completed in 2006. The training facility consists of a two and one-half story block building (burn tower) with a prop that simulates live fire conditions. In addition to the "burn tower," the training facility will include a large propane tank live fire prop and live vehicle fire prop and a live combustible liquid fire prop. Other training props include confined space simulations, extrication, high angle rescue and apparatus pump test facilities. Two 5,000-gallon water tanks were installed underground for fire engine pump testing and firefighter pump training.

After completion of the training facility, construction of a new fire station will be the district's next priority. The district recently purchased a four-acre parcel of land on Highway 193, less than a mile from Main Street, to replace Station 61 on Main Street. Current discussions center on building the new headquarters that will serve the district for the next 50 years. The chief plans to sell station 61.

Equipment and Vehicles**Table 44: Georgetown Fire Protection District Equipment and Vehicles**

Vehicle/Year/Model	Type (Structure or Wildland)	Capacity, # Gallons & GPM	Location and Other Notes
<i>Engines</i>			
Engine 61, 2004 BME International	Structure/ Wildland	500 gals/1000	New: type 2/type 3; responds to automatic mutual aid requests for vehicle accident with possible extrication problems.
Engine 261, 1987 Pierce	Structure/ Wildland	700 gals/1250	Good; type 1; Rescue systems 1 equipped.
Engine 361, 1982 GMC E-one	Structure/ Wildland	500 gals/1000	Fair; type 2/type 3.
Engine 62, 1986 GMC 4WD E-one	Structure/ Wildland	500 gals/750	Good; type 2/type 3.
Engine 63, 1995 Ford Goodhope	Structure/ Wildland	1800/500	Excellent: type 2.
Engine 64, 1986 Ford Van Pelt	Structure/ Wildland	700/1250	Fair; type 1.
Engine 65, 1983 GMC OES 212		500/1000	Fair.
			Type 1 Engine, operated under OES agreement; responds to any type of automatic mutual aid request statewide. Engine is scheduled to be replaced in June of 2006.
<i>Water Tenders</i>			
Water Tender 62, 1979 Ford Diamond		3200/500	Fair; needs to be rechassised and new cabinets.
Water Tender 65, 1967 Kenworth 49er		3600/500	Fair; jointly operated with UC Berkeley Bloggett Forrest.
<i>Rescue Vehicle</i>			
<i>Utility/Other</i>			
Ch 7100, 2002 Ford Expedition		Command car	New.
U-64, 1995 Chevy Manzer		Flat bed	Good condition.
U-61, 1994 Ford Bronco			Fair; due for replacement in the next couple of years (03 LRP).
R-61, 1999 Chevy Scelzi		Service Truck	Good; needs to be upgraded.
1937 Studebaker			Bought by the district in 1938 and restored in 2000; is used for parades and is a nationally recognized antique piece of equipment.
<i>Medical Vehicles</i>			
Medic 61			
Medic 261			

NFPA guidelines suggest a normal life expectancy for first-line apparatus of approximately 10 years with a five-year reserve life. Apparatus is moved to a secondary response capacity after 10 years, if it is still serviceable. Secondary response apparatus should be no more than 20 years old. Seven of the district's major response apparatus are at least 15 years old.

The district purchased its first new engine in more than 20 years with a grant from the Office of Homeland Security in FY 03-04. The district also purchased the used 1987 Pierce engine directly from the Burlingame Fire Department rather than on the open market at about a \$40,000 cost savings.

The district plans to continue to upgrade its fleet of apparatus in the next five years. In addition to maintenance and renovation of its current vehicles, GEO plans to purchase two Type II/III interface engines and a replaced utility command vehicle (Utility 64). With a low interest rate, the cost of new apparatus can be spread over many years. The district is also considering borrowing funds on a short-term basis.

The district has two engines that are capable of delivering foam. One of the engines is more than 18 years old. The Georgetown Municipal Airport, located west of the main street station and northwest of Highway 193, is within the district's jurisdiction. Foam, which has a greater penetration effect than water, is a significant tool in aircraft firefighting.

Personnel and Staffing — Paid Staff

Table 45: Georgetown Fire Protection District Personnel and Staffing – Paid Staff

Classification	Number: Full-Time Part-Time (Vacancies)	Pay Range	Retirement Type: PERS/Other Rate: (i.e. 2%@55)	Bargaining Unit/Union and Other Types of Benefits
Chief	1 FT	\$90,000	3% at 50	
Fire Training Officer/ Paramedic	1 FT	\$58,289	3% at 50	
Firefighter/EMT	1 FT	\$45,638	3% at 50	
Fire Equipment Mechanic	1 FT	\$54,085	2% at 55	
Administrative Assistant	1 FT	\$58,771	2% at 55	
Firefighter/ Paramedic (ambulance).	5	\$62,516	3% at 50	
Firefighter/EMT (ambulance)	1	\$57,910	3% at 50	

Personnel and Staffing — Volunteers**Table 46: Georgetown Fire Protection District Personnel and Staffing – Volunteers**

Classification	Number and (Vacancies)	Reimbursement, Stipend, Mileage, etc	Benefits Available	Notes
Firefighter	21		CSFA Lifetime Disability Insurance, though some are still in PERS Length of Service Award Program (LOSAP)	
Firefighter/ EMT	6 (1 is also engineer)		CSFA Lifetime Disability Insurance, though some are still in PERS LOSAP	
Firefighter/ Paramedic	2		CSFA Lifetime Disability Insurance, though some are still in PERS LOSAP	
Firefighter/ Engineer	3		CSFA Lifetime Disability Insurance, though some are still in PERS LOSAP	
Firefighter/ Operator	2		CSFA Lifetime Disability Insurance, though some are still in PERS LOSAP	
Firefighter/ Def. Space Inspector	1		CSFA Lifetime Disability Insurance, though some are still in PERS LOSAP	
Photographer	1		CSFA Lifetime Disability Insurance, though some are still in PERS LOSAP	

Georgetown FPD is staffed by ten fulltime paid personnel and 35 volunteer firefighters. Paid personnel include the fire chief, administrative assistant, mechanic, and six firefighters assigned to the ambulance. Engine staffing includes at least one paid firefighter a day, seven days a week. As anywhere else in the County, a lack of available, adequately trained firefighters is a barrier to the district's timely provision of services. The chief states that the district does not have enough staff for full-time paid engine coverage; however, the district's highest priority is to secure sufficient funding for 24/7 paid fire fighter coverage. During fire season, the district utilizes seasonal firefighters to ensure a minimum of two firefighters per engine on each wildland response.

According to the fire chief, recruitment and retention of volunteers is a priority for GEO. The district is largely made up of volunteers. Volunteers staff four of the district's five stations. The chief noted that volunteers leave because of jobs, personal obligations, and/or changing priorities. Nine volunteers were trained and graduated from academy in April 2006. Two district board members serve as volunteer firefighters for the district.

The 2004-2008 Capital Improvement Plan states, "Ambulance medics are utilized as firefighters, but their availability is limited since the ambulance responds to emergencies throughout the divide and the County's west slope. More than 300 emergency medical service calls originated in the district in 2003. Medic 61 responded to an additional 1165 EMS calls, primarily throughout the Divide, in the same year. In contrast, the district responded to 50 fire related calls in 2003." However, through a "move up and cover" system, another JPA medical unit responds to any fire or medical emergency in the GEO service area.

The district is subject to State and Federal training requirements. Paid staff are required to attend ten training sessions per year; training sessions are offered the second Monday of every month. The district compensates each employee for two-and-one-half hours of each training session. Volunteer firefighters are required to attend at least 54 hours (75%) of department training sessions per year. The district offers volunteers two-hour training sessions on the second Monday of each month, four-hour training sessions on the second Wednesday of each month, and one Saturday training session each quarter. The chief states that the district trains to those services that are most likely to be provided.

The district supports staff and volunteer training. The district pays for employee and volunteer tuition for all California State Fire Marshal classes required for State certification as a level one apparatus operator or level one fire officer. If the budget allows, the district will pay for or reimburse volunteers and employees for the cost of tuition, books, certification or fees for select classes. Employees must take classes in CPR, EMT Recertification, EMT-P Recertification, Entry Level Fire Fighter, ACLS, and PALS. Volunteers may take classes in CPR, Standard or Advanced First Aid, First Responder, Early Defibrillation Techniques, EMT 1A (or Recertification), and Entry Level Fire Fighter. At the discretion of the chief, paid personnel may also take a pre-approved Fire or EMS related class.

The district subscribes to CSFA Lifetime Disability insurance program; however, some firefighters are under the previous PERS Volunteer Firefighter Length of Service Award System Retirement Benefits. The latter program financially rewards volunteers who retire at 60 and contribute at least ten years of service. Volunteers receive a minimum of \$600 per year for life after ten years of service and \$1,200 after 20 years. The district pays into the PERS system for volunteers. According to the fire chief, the district has suspended payments to the program because costs have tripled in the last three years, but volunteer benefits have decreased. The chief is working with PERS and the California State Firefighters' Association to move the program under the administration of the CSFA Benefits Program. That move requires enabling legislation, currently being sponsored by CSFA.

Paid personnel elect two representatives to function as a non-union bargaining group. According to the fire chief, this process provides the access and benefits of a union without dues.

Administration, Management, and Operations

Board of Directors

The district has a 5-member Board of Directors elected at large to four-year staggered terms. The last election was in 2003. A quorum consists of three members; three votes are required for any action to be approved. Board meetings are held at the station on the second Wednesday of every month at 6:30pm. Meeting notice is posted at the Main Street station and published in the Georgetown Gazette. According to the chief, although encouraged, public meeting attendance is nonexistent, unless someone has a complaint. Parking at the station is limited because only street parking is available. Business owners complain about the lack of available parking on the street during district meetings and training sessions. Handicapped parking spaces are available on the street; meetings are handicapped accessible.

According to the fire chief, board members comply with the Brown Act. Board training and conferences are made available to district board members. The district's Administrative Code describes roles and responsibilities, and staff instructs new members. The district does not provide FPFC training; the board is asked to fill out a disclosure form.

An ad hoc committee formed in 2003 to do research and make recommendations to the board about a new headquarters facility comprised of two board members and the chief. The current composition of this committee is subject to change because of new Board member assignments. General legal counsel is available to the district at a cost of \$120 for every 20 minutes.

The chief reported that the Grand Jury received a complaint against the District Board of Directors in 2003 for a possible violation of the Brown Act. A citizen alleged that a meeting was held with no public comment allowed prior to the vote. The Grand Jury recommended that the Georgetown FPD Board of Directors continue to obtain input from citizens, continue to do everything possible to adhere to the Brown Act (including seeking legal counsel), and maintain consistent agendas and meeting formats. The district has subsequently implemented the grand jury recommendations.

Administration—General

Office hours are 8:00 am – 5:00 pm, Monday through Friday, at Station 61 on Main Street in Georgetown. The district maintains a website at www.georgetownfiredepartment.com. The district's more recent records and archives are located at station 61 on Main Street. Older records and archives are at station 64.

FDIC-FASIS provides workers compensation insurance coverage for employees and volunteers. Atwood Insurance Agency provides a policy for Errors and Omissions and liability insurance for all personnel. Additional life and long-term disability insurance for employees and volunteers is purchased through the California State Fire Association (CFSA).

Administration—Financial

The County Auditor provides accounting, banking, payroll, and treasury services at no direct charge to the district, but the County Auditor does recover a 1% property tax administrative fee from all agencies. For Georgetown FPD, this cost is approximately \$6,800 per year. District financial and audit reports are conducted annually. John Warden, a private auditor, conducted the last annual audit. The chief provided to LAFCO staff a copy of the audit for the fiscal year ending June 30, 2002, prepared by John Warden, CPA.

According to the chief, routine financial reports are prepared monthly and a detailed expenditure sheet every two weeks for the board. The district has a \$5,000 credit card limit and the chief is the signature authority. The chief also has line item budget authority for expenditures. The board must approve purchases that exceed any line item budget amount. The district has a petty cash account of \$500 with El Dorado County Savings Bank.

Administration—Operations

GEO is required to report call logs to the California Fire Incident Reporting System (CFIRS). According to the chief, the district keeps call logs on file to determine trends and for use in insurance claims by individuals. The fire chief noted that calls are increasing every year.

Table 47: Georgetown Fire Protection District Call Log

	2003		2004	
	Number	Percent	Number	Percent
Fire	59	10.83%	93	15.35%
Rescue/Emergency Medical Services	350	64.22%	359	59.24%
Hazardous Conditions (no fire)	29	5.32%	33	5.45%
Service Call	33	6.06%	34	5.61%
Good Intent Call	62	11.38%	66	10.89%
False Alarm/False Call	11	2.02%	16	2.64%
Special Incident Type	1	0.18%	5	0.83%
Total	545		606	

The 2004 calls were compiled on December 14, 2004, three weeks before the end of the year. Calls have increased in every category from 2003 to 2004. Fire-related calls show the greatest increase with 34 more calls in 2004 than 2003. Approximately 60% of calls in the district in 2003 and 2004 are medically related.

The State response standard is 20 minutes to suburban and to rural areas. Remote areas in the district do not have set response times. The County EMS authority sets response times for ambulances. According to the fire chief, funds dictate staffing standards. The district tries to have a minimum of one paid firefighter on every day of the week.

OSHA sets personal protective equipment (PPE) standards. The district supplies all employees and volunteers with safety gear required by district policy and mandated safety laws. Structural PPE consists of a structural helmet with eye, ear, and neck protection, a lined coat and a lined pair of pants with suspenders, rubberized steel-toed safety boots, and leather gloves. Wildland PPE consists of a wildland helmet with goggles and a neck shield; a wildland Nomex fire retardant coat, pants and gloves; OSHA-approved leather safety boots, fire shelter, waist belt, and canteen. In 2005, GEO received a grant from the Department of Homeland Security and purchased 45 sets of structural PPE at \$1800 each, and 60 sets of wildland PPE at \$300 each, totaling \$99,000. Also as part of the Homeland Security Grant, the district received eight Self-Contained Breathing Apparatuses and 38 spare bottles.

The district board, fire chief, and senior level staff set equipment quality and quantity standards. According to the fire chief, the district makes the purchase of hardware such as nozzles and valves a priority. Improved equipment equals improved fire flows. The district, according to the 2004-2008 Capital Improvement Plan, will purchase 2.5 and 1.5 inch nozzles, master stream nozzles, wildland nozzles, and miscellaneous brass/adapters.

The board, chief, and senior staff set vehicle maintenance standards and specifications. The district mechanic manages the maintenance department and works out of the Main Street station. All vehicle maintenance is performed in-house. According to the fire chief, vehicle maintenance and safety is a priority because most of the district's vehicles are more than 15 years old.

District personnel perform most building and facilities maintenance. Some maintenance, such as paint and roof work, is contracted out to the lowest bidder.

Funding and Budget

Primary revenue sources available to the district include property taxes, development impact fees, grants, and JPA funds (which will be addressed after general district revenues). GEO currently receives approximately 11.67% of the property tax revenue within district boundaries. The County provides a supplemental fund of 1.33% to increase the district's revenue and fund the property tax difference to approximately 13%. The augmentation amounted to approximately 3% of GEO's total revenues in FY 2003-2004.

Table 48: Georgetown Fire Protection District Funding and Budget - Revenues

Revenues	2002-2003 Actual	2003-2004 Actual
Taxes	345,323 (47%)	365,135* (40%)
Property Taxes	245,989 (34%)	265,978 (29%)
Supplemental	1,3781	14,467
Direct Assessment	82,984 (11%)	82,846 (9%)
Interest	1,302	1,226
HOPTR	4,534	4,378
Other Govt. Agencies	26,286 (3.6%)	30,031 (3.3%)
Special Assessments	102,684 (14%)	105,938 (12%)
Development Fee	68,000 (9.3%)	55,000 (6%)
Charges for Services	74,038 (10%)	59,289 (6.5%)
Misc. Revenue	18,273 (2.5%)	291,356 (32%)
Total Revenues	730,418	912,382

*Includes 1,843.65 in delinquent taxes

Voters approved a \$35 parcel fee in 1986, which generated approximately \$83,000 in FY 2003-2004, 9% of the district's budget for that year. In 2000, the voters failed to approve a measure that would increase the parcel fee to \$95. The measure needed a two-thirds majority to pass. Sixty-seven percent of voters approved a benefit assessment the following year; 51% voter approval was needed. Assessment fees amounted to 12% of the district's budget in FY 2003-2004 or \$105,938. The assessment fees primarily fund a full-time Fire Training Officer/Paramedic at approximately \$50,000 per year. Parcel and benefit assessment fees represented 21% of the district's budget in FY 2003-2004.

The County Board of Supervisors adopted resolution 2004-243 on August 17, 2004, establishing a development impact fee of \$1,392 per residential dwelling unit. With sprinklers, units are \$0.44 per square foot. Without sprinklers, units are \$.87 per square foot. There is virtually no new commercial construction within the district. The fire chief notes that one commercial permit has been approved in more than ten years.

According to the fire chief, development impact fees do not cover the cost of new capital expenditures. From the inception of the district's development

impact fee in 1986 to FY 2003-04, the district collected \$328,547. In the same period, the district spent \$697,524 in capital improvements, almost twice the total amount of development fees. Capital improvements cost \$108,208 for FY 2003-04 and GEO received \$45,819 in development fees, less than half of necessary capital improvement costs for the same year.

The district has borrowed funds on a short-term basis to purchase vehicles and equipment. The district borrowed funds from the Kansas State Bank of Manhattan and made an initial payment of \$10,000 towards the used Pierce engine. GEO budgeted another \$11,000 towards the engine in FY 2004-2005. The district made a down payment of \$6,000 towards the 2002 Expedition in FY 2003-2004. According to the fire chief, four more payments of \$5,000 are required to pay for the 2002 Expedition. The district budgeted \$5,114 for the Expedition in FY 2004-2005.

Table 49: Georgetown Fire Protection District Funding and Budget – Expenditures

Expenditures	2002-2003 Actual	2003-2004 Actual	2004-2005 Actual
Salaries and Benefits	\$434,654 (66%)	\$504,540 (54%)	\$532,865 (73%)
Salaries/wages	\$289,086	\$331,584	\$329,364
Retirement Benefits	\$42,246	\$53,936	\$84,980
Health, Disability, Other Benefits	\$73,343	\$88,677	\$84,440
Workers' Compensation	\$29,979	\$30,343.90	\$34,080
Services and Supplies	\$138,678 (21%)	\$165,979 (18%)	\$147,557 (20%)
Debt Payment			\$16,114
Fixed Assets	\$82,403 (13%)	\$248,329 (27%)	\$37,500 (5.1%)
Total Expenditures	\$655,735	\$935,274	\$734,036

Contingency	0		21,198
Reserve	25,000		20,000
Unfunded Liability Reserve	22,500		35,000

Total salaries and benefits increased by \$69,886 to a total of \$504,540 in FY 2003-2004. A new training officer was hired in FY 2003-2004 at approximately \$50,000. The district projects salaries and benefits to increase to \$532,865 (73%) in FY 2004-2005, due to a \$31,000 increase in retirement benefits and other minor adjustments.

The district's fixed assets increased \$165,926 to \$248,329 in FY 2003-2004, or by 27%, of the district's budget. GEO's fixed assets amounted to \$82,403 in FY 2002-2003 and are expected to be \$37,500 in FY 2004-2005. The district purchased its new 2004 BME International engine in FY 2003-2004.

In 1995, the district enacted an ordinance for the collection of fees, primarily aimed at non-resident, non-property owners. The district charges fees for

personnel, equipment, officers, and any consumables such as bandaging, splints, or O2. The district sends an invoice to the person that uses the district's services. Insurance carriers pay for most of the user's fees. The district has collected \$7,721.17 since the implementation of the cost recovery fee.

According to the fire chief, the USFS and CDF are legally responsible to pay for fires in SRA areas. Local FPDs help fight fires in SRAs, but don't get reimbursed until after the first six hours.

Grants

The district received a FEMA Firefighter Assistance grant of \$175,500 in 2003, using it to buy its first new engine in 20 years. Another grant in 2004-2005, this time from the Department of Homeland Security, totaled \$186,000 and was used to purchase safety equipment and training. A second Department of Homeland Security grant was received in 2005-2006 for \$68,000 to purchase vehicle exhaust extraction and PPE maintenance equipment.

The district received a \$32,550 grant from the California State Rural Health Council that helped pay for high band radios and portable radios. Additional units are being purchased with grant money from the Department of Homeland Security.

Since 2003, the district has also received a \$6,500 per year grant from the El Dorado Fire Safe Council (2003) to conduct defensible space inspections.

The district's training facility was primarily funded through grants and the sale of timber from a timber harvest on the BLM donated where the training facility is being built.

GEO received a 10-acre land donation. District administration chose to jointly conduct a raffle with Garden Valley FPD and split the proceeds. Five hundred tickets were sold for \$100. The raffled property is located in the Georgetown Fire Protection District. Georgetown received \$28,000. Garden Valley received \$22,000. The districts also jointly sponsor a Halloween dance at the IOOF Hall in Georgetown. Georgetown FPD maintains and keeps the proceeds from the bar. Garden Valley FPD maintains and keeps proceeds from the dinner.

Needle Nellies Quilters on the Divide donated \$4,000 from their Opportunity Quilt fundraiser to the Georgetown FPD in November 2004. Chief Rick Todd will use the money to purchase a smoke machine for the district's new training center. The Quilters have donated more than \$20,000 to the district, most of which has been spent on the district's training facility.

Cooperative Agreements**Table 50: Georgetown Fire Protection District Cooperative Agreements**

Agreements	Date	Parties	Area/Purpose
California Master Mutual Aid Agreement			
California Fire Assistance Act (CFAA)	5/7/02-12/31/06	<ol style="list-style-type: none"> 1. State of California, Office of Emergency Services 2. State of California, Department of Forestry and Fire Protection 3. USDA Forest Service, Pacific Southwest Region 4. USDI Bureau of Land Management, California State Office 5. USDI National Park Service Pacific West Region 6. USDI Fish and Wildlife Service, California-Nevada Operations 	
El Dorado County Western Slope Cooperative Fire Services Mutual Aid Agreement	2/97	Diamond Springs—El Dorado FPD El Dorado Hills CWD Garden Valley FPD Latrobe FPD Rescue FPD Mosquito FPD Pioneer FPD ED County Cameron Park CSD	Western Slope.
Joint Powers Agreement		County of El Dorado Cameron Park Community Services District Diamond Springs/El Dorado Fire Protection District El Dorado County Fire Protection District El Dorado Hills County Water District Georgetown Fire Protection District	County-wide ambulatory and emergency medical services.

The Georgetown Fire Protection District participates in the countywide mutual aid agreement. The district also trains with Mosquito and Garden Valley Fire Protection Districts. Georgetown can use Garden Valley firefighters to staff the Office of Emergency Services engine that is stationed at Georgetown FPD Station 61 for state mutual aid calls. Garden Valley, Georgetown, and

Mosquito FPDs share a cascade air system to fill SCBAs in each FPD. It should be noted that Georgetown FPD received a \$34,000 grant from Department of Homeland Security to install a new system, built and located in Garden Valley FPD and jointly shared by both FPDs.

The district does not have cooperative agreements with Placer County, which borders GEO to the north. The chief states that Georgetown FPD only responds there through the California Fire Assistance Act (CFAA).

Fire Chief Rick Todd coordinates strike teams and mutual aid for the Governor's Office of Emergency Services. The district also initiated Community Emergency Response Teams (CERT). The Divide Community Services Network, associated with the Red Cross, prepares for disasters by implementing local preparedness plans, setting up cots and shelters and by occasionally working with the local animal group.

Automatic aid arrangements and cooperative assistance among agencies significantly enhances fire services. According to the fire chief, benefits include quicker response times, improved communication on fire ground, standard operating procedures among agencies, and a clearer command structure. The chief acknowledges that cooperative agreements also reduce available resources within the district. The Georgetown FPD tries to maintain a reasonable level of coverage in its own district as it provides assistance and service to other FPDs.

The fire chief states that State laws, mandated programs, and reporting programs that do not provide reimbursement are arbitrary, time consuming and may affect district services.

Boundaries

Previous Reorganization Efforts

The last successful consolidation discussion occurred in 1991, when the Georgetown, Northside (at Cool and Pilot Hill), Coloma-Lotus, Garden Valley, and Mosquito Fire Protection Districts conducted a preliminary consolidation discussion on the potential benefits of reorganization. These discussions ultimately led to the consolidation of Northside, Coloma-Lotus and the El Dorado County Fire Protection Districts.

In addition, Georgetown FPD briefly considered a "Schedule A" contract and reorganization with the California Department of Forestry in or around 2001. The chief states that the Georgetown FPD Board Members rejected both plans because of the districts' organizational incompatibility.

Consolidation

Over the last 15 to 25 years several public meetings have been held between Garden Valley, Georgetown, and Mosquito Fire Protection Districts to discuss reorganization. According to the Mosquito FPD fire chief, the motivation for these meetings was to develop efficiencies in training and to make existing funds go further. So far, these discussions have not resulted in a reorganization drive. Some of the obstacles pertain to the incompatibility of fee structures because the parcel fees and service levels vary from district to district. In addition, funds are not available to improve existing services. Chief Todd believes that a reorganization of two or more Divide FPDs is possible if organized correctly. A combined district could realize economies of scale, a more efficient deployment of resources and a reduction of duplication of services.

Boundary Realignments

Other past attempts at service realignment include the adjustment of service area boundaries. Because of resource location and because time is a critical factor in emergency calls, oftentimes the deployment of firefighters means that Georgetown and Garden Valley FPDs respond into each other's districts on a regular basis. Consequently, this means that the FPDs' boundaries do not necessarily approximate the first response area. However, the prospect of any property tax base revenue loss is the biggest obstacle to redrawing district boundaries.

Another realignment possibility involves the "island properties" within the district's service area. These properties contain structures that the district is responsible to provide service to in cases of emergency; but because these properties are outside of the service area, they are not required to pay the normal assessment or the district's share of property taxes. This situation arose because, according to the fire chief, the Federal Bureau of Land Management and USFS officials tend to change land from public to private status without district knowledge. Once in private property hands, homes are built on property that is not legally in the GEO service area. The most recent instances happened in 2003, when homes were built on two newly-privatized parcels. The chief approached LAFCO in 1996 about conducting a mass annexation to all of the parcels in its sphere of influence, totaling approximately 7,000 acres. The application process was never initiated because issues arose regarding the costs and funding of the application process.

Community Outreach and Involvement

The district enjoys a significant amount of support from the community. As noted earlier, several organizations have contributed financially to the district. Another example is of Station 63; Volcanoville residents primarily funded the construction of this station.

The Georgetown FPD is affiliated with the Georgetown Volunteer Firefighters Association and the Firefighter Assistance Support Team. The Support Team enables community members to contribute to the district, support firefighters, and assist in community activities. The Support Team and the Firefighters' Association provide activities, events, and fundraisers that include barbecues, breakfasts, and raffles. The Association restored the district's Studebaker engine and is in the process of restoring the Seagraves engine.

Table 51: Georgetown Fire Protection District Community Outreach and Involvement

Memberships	Dues
Fire Chiefs' Association	\$50
Training Officers' Association	\$15
Fire Prevention Officers' Association	\$25
Fire Prevention Library	\$100
California Fire Chiefs' Association	\$150
Administrative Fire Section California Chief's Association	\$50
International Fire Code Institute	\$50
National Fire Protection Association	\$75
California Conference of Arson Investigators	\$50
California Special Districts Association	\$160
International Conference of Building	\$85
International Association of Fire Chiefs	\$125
PERS Length of Service Award Program (LOSAP) or equivalent	\$5,500
Meyers/Stevens LTD	\$1,500
CSFA for Volunteer Firefighters	\$1,800

Lake Valley Fire Protection District

Background

The Lake Valley Fire Protection District (LAV) was formed in 1947. Records of the original formation actions are unavailable. Under Health and Safety Code §13800, et seq., the district is empowered to provide fire protection and suppression, emergency medical and rescue services along the south shore of Lake Tahoe. Located in the far eastern portion of El Dorado County, the district includes approximately 80 square miles from Emerald Bay south to Alpine County. It wraps around the City of South Lake Tahoe and Fallen Leaf Lake CSD. The southwestern edge of its boundary borders the eastern edge of El Dorado County Fire FPD. The district serves an area characterized by dramatic mountains and topographic variety. Elevations within the district range from 6,225 ft. at Lake Tahoe to 9,735 ft. at Mt. Tallac. The area is cut by several steep drainages, including the Upper Truckee River.

Highways 50 and 89 are the major access corridors into the South Lake Tahoe Basin; however, once inside the Basin Lake Tahoe Boulevard, Sawmill Road and Pioneer Trail serve as important transportation corridors. Hazardous road conditions are not uncommon in the mountainous terrain, especially during the winter months. The district is entirely within the state responsibility area for wildland fire protection.

The district serves multiple distinct communities including the Emerald Bay/Cascade Lake area, Echo Summit, Christmas Valley, Meyers, Phillips, Sawmill and Pioneer, North Upper Truckee, Heavenly Valley, Phillips, Twin Bridges, Spring Creek (near Cascade Lake) and has a total permanent population of approximately 11,000, with about 5,000 registered voters. The population increases seasonally to approximately 40,000 persons.

Based on TRPA databases, the district contains 53,120 acres. Of these, the USFS owns and administers 12,800 acres. The State of California owns a total of 1,280 acres and 39,040 acres are in private/local ownership. Major land uses include recreation and tourism activities associated with Lake Tahoe because the economy in the Tahoe Basin is principally based on tourism. The district serves Heavenly Valley Ski Resort and Sierra at Tahoe. Skiing, snowboarding, camping, hiking, mountain biking, fishing and summer water sports bring thousands of tourists to the area year-round. Commercial areas, particularly those with gas stations in Myers and elsewhere are an important responsibility to LAV.

There are no industrial areas within the boundaries although the district responds to various emergencies, including industrial emergencies, within the City of South Lake Tahoe through its automatic and mutual aid agreements with SLT. The district also responds to emergencies, if needed, to other El Dorado FPDs and into Alpine County.

Water is provided in the LAV by South Tahoe Public Utilities District (STPUD). There are numerous water storage tanks situated throughout the district. Fire hydrants are spaced within 500 feet of structures. Water sources are either gravity-fed or powered by pumps with emergency back up generators. District documents state that available fire flows within the service area of STPUD are more than adequate to provide fire flows for structural protections and wildland fire suppression.

The ISO rating completed in July, 2004 is 5/8.

Growth/ Population

The Tahoe Regional Planning Authority (TRPA), a federally created bi-state agency, regulates growth near Lake Tahoe. Building within the district is severely restricted and approximately 65 residential permits are issued within

LAV each year. Subdivisions are prohibited according to the LAV Annual Report on Fire District Development Improvement Fees (March 2004). The district contains 1,700 buildable lots. These lots are expected to gradually develop over time. According to the chief, the Tahoe Conservancy and federal or state agencies have purchased approximately 3,700 parcels. These parcels no longer have development potential and will be permanent open space.

El Dorado County provides building permit reports to all fire districts, which track construction. The fire district adopted the 2001 California Fire Code, including Article 9, Table III A and III B. The district reviews plans and enforces the code with regards to required fire flows and hydrant spacing for residential permits. Commercial permits require an inspection. The chief does not expect major changes in land use or in, growth rates associated with the implementation of the 2004 County General Plan because planning and land use entitlements are regulated by TRPA.

Services and Programs**Table 52: Lake Valley Fire Protection District Services and Programs**

Type of Service	Provided By/ Contact Person	Service Capacity and Other Notes
<i>Fire Services</i>		
Fire suppression	District	
Arson/other investigation	Chief, Arson Certification	
Plan checking/permits	Battalion Chief/Fire Marshal	
Residential inspection	District	
Commercial inspection	District	
Burn permits	District	
Fire safe inspections	District	
Hydrant inspection	Engineer, Scott Swift	
Gas inspection	All Staff, District	Propane and Natural Gas Systems.
Defensible space, chipper inspection/regulation	District, Federal Grant	Also provides guidelines for citizens.
Controlled burn programs	USFS only	
<i>Hazardous Materials</i>		
HazMat 1 st Responder	District	County follow-up.
<i>Rescue Services</i>		
Search and Rescue	High Angle Rescue	Coordinates with SAR.
Swift Water Rescue	Truckee River	Also Ice Rescue.
Vehicle Rescue	Frequent	
<i>Other Safety Services and Programs</i>		
Car seat inspection	District	
Public education programs	CPR, First Aid	
Children/school programs	Regional "Fire Fest," School Programs	Scheduled annual school programs.
Station tours	District	
Disaster/evacuation plans	District Disaster Plan Tahoe Fire Plan Defensible Space Program	Coordinate with FSC.
Other: Disabled assistance, Hazard abatement on lots		
<i>Medical Services</i>		
EMT 1	All Staff	
EMT 1 (defibrillator)	All Engines	
Advanced Life Support / Paramedic	Eight Staff	

The district's 2001 Annual Report states that "mountainous terrain, adverse weather, critical wildland interface problems, outdoor recreation activities and many other factors combine to create significant difficulties in providing the

necessary emergency services,” but that the district has expanded and improved its service capabilities to meet the challenge. The fire chief notes that service levels are high throughout the district; however, weather, snow and mudslides can have a detrimental effect on response times as well as being the most likely impediments to the provision of services by the LAV. The Emerald Bay area is inaccessible in winter due to closure of Highway 89; consequently emergency response into the area is often provided by Meeks Bay FPD. Areas without roads are also difficult to serve, such as the 150 homes near Echo Lakes. Lake Valley FPD partners with the private Echo Lakes Lodge/Chalet and homeowners to enhance service there. The Echo Chalet staff is trained in some fire suppression and basic medical techniques by Lake Valley FPD and has a defibrillator available on site.

Cooperative arrangements, such as agreements among the City of South Lake Tahoe, Fallen Leaf Lake CSD and with Meeks Bay FPD ensure prompt first response within the service areas of the agencies, regardless of the weather or road conditions.

The district is prepared to provide several specialized services. LAV staff is first responder for swift water rescue on the Upper Truckee River and they are trained and equipped for ice rescues. Lake Valley staff is also trained and experienced in high angle rescues and technical rope rescues. There are a high frequency of climbing accidents at popular climbing sites in the district such as Lover’s Leap, Horsetail Falls, and Ninety Foot Wall. “Over-the-side” vehicle accidents have also become more frequent. District staff notes that they do not typically respond to animal rescue, but these services are provided through the Humane Society or County Animal Control. The district also works very closely with the El Dorado County Search and Rescue Team. Rescues, on the average, are 10 to 20 calls for injured hikers in the backcountry every year. District personnel also developed a “backcountry ALS bag” to assist them with tending to injured hikers.

Lot abatement for the removal of dead or dying trees and other fuels is another important service of the district. A chipper program was put in place in 2001. The district assists with fuels management services. For example, inspections performed by volunteers as part of the Tahoe Re-Green program helped with treating and removing hazardous fuels in the North Upper Truckee area (annual report 2001). The district annually checks flows on hydrants and reports problems to STPUD. Following winter storms, target hydrants are cleared to ensure access.

Duty staff monitors fire drills at area schools and the elementary school fire safety program detailed in the 2001 annual report is extensive. The annual multi-agency “Fire Fest” offers a full day of demonstrations and events for families in and around the Tahoe Basin to learn about fire prevention and life safety.

Infrastructure and Facilities**Table 53: Lake Valley Fire Protection District Infrastructure and Facilities**

Existing Facility: Type/Size	Year Built or Remodeled	Address, Location in District	Characteristics
Station #7 Meyers Station (Headquarters)	1974, Remodel 1998- 1999	2211 Ketak Street Meyers, CA 95708	District owns two parcels and station, adjacent to USFS.
Station #6	1976	1286 Golden Bear Trail	
Station #5	1997	1009 Boulder Mountain Ct.	Volunteer/Resident staffing.
Planned Facility: Type/Size	Date of Completion	Address, Location in District	Characteristics and Financing Plans
Remodel Mechanic's Bay			Development Fees.

Equipment and Vehicles

The district maintains four Type I fire engines, two Type III fire engines, two ambulances, a rescue squad, a 3500 gallon water tender and various other staff and utility vehicles, including a backhoe. The vehicles described in the district's list of assets range in age from 20 years old to one year old. The oldest engine is a 1991 Hi Tech engine. The district houses an OES engine that responds to mutual aid calls for the state.

Table 54: Lake Valley Fire Protection District Equipment and Vehicles

Vehicle/Year/Model	Type (Structure or Wildland)	Capacity, # Gallons & GPM	Location and Other Notes
<i>Engines</i>			
Engine 6 1998 Ferrara	Type 1	750/1500 GPM	Station 6
Engine 7 2005 Ferrara	Type 1	750/1500 GPM	Station 7
Engine 5 1991 High Tech	Type 1	750/1500 GPM	Station 5
Bruch 6 1998 West Mark	Type 3	500/500 GPM	Station 6
Bruch 7 2003 West Mark	Type 3	500/500 GPM	Station 7
Tender 7 1983 Ford	Tender	3500/450 GPM	Station 7
OES 226 1986 Ford	Type 1	500/1200 GPM	Station 5

Vehicle/Year/Model	Type (Structure or Wildland)	Capacity, # Gallons & GPM	Location and Other Notes
<i>Rescue Vehicle</i>			
Squad 7 1998 Chevy	Rescue		Station 7
<i>Medical Vehicles</i>			
Medic 7 Braun	Ambulance		Station 7
Medic 2 Braun	Ambulance		Station 7

Personnel and Staffing

LAV has 23 full-time and 10 volunteer safety employees, and two non-safety employees (mechanic and clerical). Ten of the full-time firefighters are trained and certified paramedics. Staffing levels are set by the LAV Board of Directors based on budget considerations. Two personnel are staffed on each engine and ambulance. Three duty officers working a 24-hour shift cover day shift hours. Staffing analysis and review of standards of cover has been done. The annual report notes that 2/0 staffing is available for the initial response with medics, officers and volunteers arriving immediately. These additional staff allow for “2 in 2 out” response to meet NFPD standards.

The 2001 Annual Report states “Revenues from the new ambulance service allowed the district to increase daily staffing and a substantial improvement in the initial response capabilities.”

Table 55: Lake Valley Fire Protection District Personnel and Staffing

Classification	Number: Full-Time Part-Time (Vacancies)	Pay Range	Retirement Type: PERS/Other Rate: (i.e. 2%@55)	Bargaining Unit/Union and Other Types of Benefits
Chief	1 FT	\$6857- \$8935	3% @ 55	Unrepresented
Battalion chief	3 FT	\$5935- \$7773	3% @ 55	Unrepresented
Captain	6 FT	\$4150- \$5425	3% @ 55	LV Professional FF Assoc
Engineer	6 FT	\$3650- \$4701	3% @ 55	LV Professional FF Assoc
Firefighter/ Paramedic	7 FT	\$3638- \$4421	3% @ 55	LV Professional FF Assoc
Administrative Assistance	1 FT	\$2530- \$3220	2% @ 55	Unrepresented
Mechanic	1 FT	\$2950 to \$3985	2% @ 55	Unrepresented
Volunteers	15			

Administration, Management, and Operations**Board of Directors**

Five members are elected at large to 4-year staggered terms. Board seats are typically uncontested. The board meets on the second Thursday of each month at 7:00 pm at the district's headquarters in Station 7. Three members are required for a quorum and for any affirmative action. Meetings generally have a low attendance. There is easily accessible parking at the station and while meetings are typically held upstairs, they can easily be moved to a downstairs location if an ADA accommodation is requested. Notice of meetings is posted at both stations and provided to anyone who requests notice.

LAV directors receive a \$100 per meeting stipend, not to exceed \$100 per month. Board members may self-pay medical benefits. Adopted Board of Director Policies include by-law provisions for certain matters and sections governing financial and personnel matters. An annual audit is required and these Policies are made available to the public at all fire stations. The district has adopted a mission statement and a values statement. Each division (Administration, Operations, Prevention and Training) also has a mission statement and goals of its own.

Legal Counsel is provided by William Wright on an "as-needed" basis. The policies refer to and incorporate the Brown Act provisions and Brown Act training is offered to Board members. According to the chief, there have been no recent litigations, pending court cases or Grand Jury investigations or recommendations.

Administration—General

The fire chief serves as Chief Executive Officer and Chief Financial Officer. The district does have a web site at www.lvfpd.org; it publishes informative printed material for the public. The main station at 2211 Keetak is the agency headquarters, which is open during regular business hours and frequently open to the public at other times. Good internal communication is maintained with voice mail and email systems for all employees.

General property and liability insurance is provided through FAIRA (Fire Agencies Insurance Risk Authority) and Workers Compensation insurance is through NCS DIA (Northern California Special District's Insurance). All employees and volunteers are covered. Errors and Omissions coverage is provided to Directors through FAIRA. District records are kept at headquarters and some archives are stored at another station.

A full-time Administrative Assistant, Gail Fullerton, maintains the district's financial records and acts as secretary to the Board of Directors. Burn permits, purchase orders and a host of other record keeping requirements are computerized. An independent financial audit is prepared annually. For purposes of this report, LAFCO reviewed the audit for the fiscal year ending June 30, 2003.

Administration—Financial

The 2001 Annual Report states that the philosophy exercised to manage the district's finances is to be fiscally conservative in managing expenses and to utilize an entrepreneurial approach to maximize revenues. District funds are maintained in the El Dorado County Treasury. El Dorado County provides accounting and banking services, including payables and payroll services. The annual report states that improvements to the County system resulted in reduced check processing time, from about two weeks to a few days. Policies adopted by the Board of Directors govern the management of the district's accounts and funds. Monthly income and expense reports are provided to the board. The chief has signature authority for purchases and contracts up to \$10,000 for budgeted items. The Board reviews all expenditures and authorizes higher amounts. An equipment inventory and capital assets listing is maintained for any item greater than \$500.

Administration—Operations

Battalion Chief Bob Rossi is the district's chief operation officer. The Annual report articulates the operations mission as follows: "To protect the community's people, property and environment by conduction aggressive emergency operations to mitigate threats caused by fire, medical emergencies, hazardous materials incidents, and disasters."

Statistical summaries of operations are published in the district's Annual Report. Data contained in the 2001 report notes that district personnel

responded to a total of 858 alarms, with an increase of 32% over the prior year. The ten-year period summarized in the 2001 Annual report reveals a steady moderate increase in total call volumes. In 2001 medical transport services were taken over, which contributed to the larger increase for that year. There were 114 fire calls in 2001. This excludes out-of-district strike team responses. The most common fire type was structure fires with a total of 33. Wildland fires were the second most common type with a total of 31. Of the 33 structure fires the majority resulted in little or no significant damage or loss. Other fires included 28 illegal burns, 24 structure-residential, one structure-commercial, eight structure-other and one airplane fire.

Medical aid emergencies and vehicle accidents accounted for 64.3% of all emergency calls. Call data lists 58 false alarms, 27 hazardous materials calls and 95 calls listed as "other."

The recently published *Community Wildfire Protection Plan for the California Portion of the Lake Tahoe Basin* states "in 2003 LAV responded to 1,400 calls, of which 114 were fires."

The 2004 El Dorado County General Plan provides that the minimum level of service for fire district response is an "eight minute response to 80% of the population within a community region" and a "15-45 minute response within a Rural Center or Rural Region." The district meets or exceeds the response time standards set by the general plan.

The district is fully equipped and meets all requirements for personal equipment including SCBAs. The agency sets vehicle maintenance standards and has a full-time mechanic on staff and a vehicle maintenance and replacement schedule. Buildings and facilities are maintained by firefighters and there is a building maintenance schedule as well. The chief states there are currently no deferred maintenance needs and no potential trouble spots in facilities, equipment or maintenance.

Funding and Budget

The district has several sources of revenue, including property tax, emergency medical service fees, assessments and grants. During Fiscal Year 2002-2003, revenues totaled \$2,815,010, including property taxes (\$2,112,479, approximately 75% of all revenue); ambulance revenue (for non-emergency transport) and reimbursement for California Tahoe Emergency Services Operations Authority or CALTahoe, a joint powers agency for emergency services (\$351,547 or 12%); benefit assessments (\$150,169), development fees (\$76,199 or 3%); grant funding (approximately \$94,000 or 3%); and interest-generated revenue (\$35,043 or 1%). Because LAV includes a portion of Alpine County, its property tax share remains higher than those agencies whose share was reduced due to ERAF.

According to the 2001 Annual Report, district revenues have increased steadily at an average rate of 5.6%, growing from \$1.73 million in 1998 to \$2.4 million in 2001. Revenues for 2003 continued this trend. Since 2001, revenues from ambulance services have allowed the district to increase daily staffing. STPUD utilizes an accessory building at Station #5 (a station staffed by volunteers), which provides \$4,750 in rental revenue.

The 2002-2003 audit shows actual expenditures totaling \$2,666,625. Salaries and benefits, including retirement and workers compensation, total \$2,178,848 (or 82%) of expenditures for that year. Property additions (building improvements) of \$249,256 are another major expense item listed. A designated account for development fees totaled \$101,403. LAV's end of year balance as of June 30, 2003 was \$1,604,644.

Grant funding has allowed Lake Valley FPD to operate a chipper program. An OES grant for strike team is listed in the budget. A grant from the Department of Homeland Security allowed the purchase of extrication equipment. Additional grants have been acquired to allow the addition of a fuels management staff member and a 10-member fuels reduction crew.

The Lake Valley Volunteer Firefighters Association (LVVFA) consists of paid and volunteer firefighters. Its goal is to raise money and donate time to various local programs, charities and district functions. Traditionally the association supports the regional "Firefest", Pacific Burn Institute Camp for Kids, local CPR programs and other. The annual "Firefighters Ball" gala, one of South Lake Tahoe's premier social events, is LVVFA's only fundraiser. The association purchased on behalf of the district PowerPoint equipment, fitness equipment and rescue and climbing gear and has provided matching funds for grant eligibility.

The district has not issued bonds, does not charge on a fee for service basis for non-resident or out of district services.

The chief notes that the district has improved its success rate in securing grants. Continued revenues from non-emergency medical transportation will help the district.

Cooperative Agreements

Lake Valley FPD has cooperative agreements with the following agencies or groups:

- § Lake Tahoe Regional Chiefs' Mutual Aid Agreement which includes Nevada agencies
- § City of South Lake Tahoe Mutual Aid and contract services
- El Dorado County Mutual Aid Agreement
- Alpine County Mutual Aid and contract services
- CALTahoe (JPA for EMS services including City of SLT, LAV and North Tahoe FPD)
- California Mutual Aid Agreement

Neighboring fire departments use Station 7 facilities for training, including that station's live fire facility for gaining experience in structural firefighting. Fallen Leaf Lake Fire Department uses Lake Valley FPD facilities to refill SCBA equipment.

Other informal cooperative conventions and practices are in place among all the Tahoe Basin fire agencies, resulting in improved cooperation, coordination and better service. The chief notes that while there are significant benefits to cooperative agreements, such efforts increase the potential risk of workers compensation injuries, vehicle accidents, and other unfortunate events. Tahoe regional programs and regulations, especially TRPA and Lahontan Water Quality Regional Control Board will affect fire service and the risk of wildfire. Various layers of regulation to protect the environment such as stream environment zone (SEZ) requirements make it more difficult for fuels management programs.

The *Community Wildfire Protection Plan for the California Portion of the Lake Tahoe Basin* identifies the following firefighting suppression resources in close proximity to Lake Valley FPD:

- El Dorado County FPD
- South Lake Tahoe City Fire Department
- Meeks Bay FPD
- Fallen Leaf Lake CSD Fire Department
- North Lake Tahoe Fire Protection District
- Tahoe-Douglas Fire District Fire Department
- Carson City Fire Department
- North Lake Tahoe Fire Protection District
- East Fork Fire and Paramedics District
- North Tahoe Fire Protection District

- Participants in the Lake Tahoe Regional Fire Chiefs' Association Mutual Aid Agreement
- Nevada Division of Forestry
- California State Parks
- USFS Lake Tahoe Basin Management Unit

Boundaries

The City of South Lake Tahoe is surrounded by Lake Valley FPD. The City recently completed a preliminary study of possible consolidation or reorganization with LAV. The study identifies several challenging issues which may make reorganization infeasible. Approximately six years ago, the City and district discussed the possibility of combining services. To date no action has been taken by either agency to initiate a change of organization. There may also be interest on the part of Fallen Leaf Lake CSD to combine its fire services with Lake Valley FPD.

Lake Valley FPD's chief did not identify any boundary problems or concerns. He did note that the district's first response area does not match its boundary. City fire crews are the first responder to the Heavenly Valley territory. El Dorado County FPD is first responder to Strawberry. Meeks Bay responds to calls in some areas within Lake Valley FPD's boundaries during winter road closure conditions.

Community Outreach and Involvement

The district participates in numerous community events. The 2001 Annual Report describes the Lake Tahoe "Firefest," a family event dedicated to fire and life safety. Over 4,000 people attended in 2001. In conjunction with USFS, they have an active school program. They co-sponsor Pacific Firefighter Burn Camp and are the key contact for the camp activities in South Lake Tahoe. LAV provides a drug education program to 7th and 8th graders. In conjunction with Rotary Club, the district helped donate equipment to Baja California. CPR for Family and Friends and Heart Saver classes are offered to the public. Two of the district's employees are instructors at Lake Tahoe Community College and assist in the instruction and testing of EMT students. Station 7 also doubles as a satellite campus for the community college where fire Science and related classes are held. The district participates in the Meyers Round Table and is a member of the Fire District Association of California.

The County Office of Education awarded its "School to Career" award to Lake Valley FPD and the district has received the US Senate Defensible Space Award. Numerous certificates have also been received for assisting other jurisdictions with major fires.

Q. Latrobe Fire Protection District**Background**

Latrobe Fire Protection District (LTB) was formed pursuant to the Health and Safety Code on April 1, 1982 by LAFCO Resolution L-82-10. LTB is located in the southwestern corner of El Dorado County. The district is bounded on the west by Sacramento Metropolitan FPD, on the northwest by El Dorado Hills CWD, on the north by El Dorado County FPD, on the northeast/east by Diamond Springs/El Dorado FPD, and on the south by Amador County FPD. The district boundary includes the greater community of Latrobe. Major access roads/inhabited corridors include Latrobe Road and South Shingle Road.

LTB's boundary encompasses approximately 36 square miles, or 23,000 acres, of primarily rural lands. Major natural features include the Cosumnes River along the southern boundary and Ben Bolt Ridge, which runs north-south through the district. Approximately 70% of the district's territory is agricultural and 30% is residential. Approximately 12,048 acres are in Williamson Act contracts, 2,203 acres of which are under notice of non-renewal. Residential lands are clustered into eight main areas. There are no commercial or industrial lands and there is one small winery. The entire territory is designated as SRA with no LRA lands. The entire district is a risk area for wildland urban interface.

The water supply sources for fire suppression include water tenders, some gravity-fed ponds, and 5,000 to 400,000 gallon tanks, each connected to a hydrant. There is no public water supply source. The nearest EID water lines stop on Latrobe Road at the southern end of El Dorado Hills and on South Shingle Road at the intersection with Center Oak Road. The June 2003 ISO rating ranges from 5 to 9 throughout the district (5 if the area is within 1,000 feet of a rated hydrant).

Growth and Population

LTB estimates its population to be 900 people based on the number of housing units and estimates of the 2000 Census, although Census tracts do not correspond exactly to district boundaries. The district does not keep a running total of building starts but tallies past housing starts by year. The area experiences slow, steady growth and there are typically 10-30 housing starts per year. Although there has been discussion of new development within the district, and vacant lands have been purchased by developers, there are no formal plans yet to subdivide lands to higher densities. The County General Plan does not provide for significantly increased growth within the district, according to the chief.

Services and Programs**Table 56: Latrobe Fire Protection District Services and Programs**

Type of Service	Provided By/ Contact Person	Service Capacity and Other Notes
<i>Fire Services</i>		
Fire Suppression	Coordinated by Chief	Year-Round.
Arson/Other Investigation	Coordinated by Chief	Year-Round.
Plan Checking/Permits	Coordinated by Chief	Year-Round.
Residential Inspection	Coordinated by Chief	By request.
Burn Permits	Coordinated by Chief	Year-Round.
Fire Safe Inspections	Coordinated by Chief	Year-Round.
Hydrant Inspection	Coordinated by Chief	Year-Round.
Defensible Space, Chipper Inspection/Regulation	Coordinated by Chief	Seasonal.
<i>Hazardous Materials</i>		
HazMat 1 st Responder	Coordinated by Chief	Year-Round.
Other: I.C./Specialist	Coordinated by Chief	Year-Round.
<i>Rescue Services</i>		
Search and Rescue	Coordinated by Chief	By request.
Swift Water Rescue	Coordinated by Chief	Year-Round.
Vehicle Rescue	Coordinated by Chief	Year-Round.
<i>Other Safety Services and Programs</i>		
Car seat Inspection	Coordinated by Chief	By request.
Life safety Inspections	Coordinated by Chief	By request.
Public Education Programs	Coordinated by Chief	Periodic presentations.
Children/School Programs	Coordinated by Chief	Year-Round.
Station Tours	Coordinated by Chief	Year-Round.
Disaster/Evacuation Plans	Coordinated by Chief	No formal plans; Year-Round.
Animal Rescue	Coordinated by Chief	Year-Round.
<i>Medical Services</i>		
Basic Life Support	Coordinated by Chief	Year-Round.
EMT 1	Coordinated by Chief	Year-Round.
EMT 1 (defibrillator)	Coordinated by Chief	Year-Round.

The greatest barrier to providing services is keeping sufficient numbers of trained volunteers. The district depends on volunteer staffing to provide service within its boundaries, which can make staffing difficult in some areas. However, like all rural districts, LTB should be commended for its efforts to provide sufficient attention to the entire service area.

LTB does not provide ALS service. The district has contemplated staffing an ALS engine to enhance service but no plans are currently in place.

Areas that are difficult to serve include the southeast corner of the district which is characterized by rugged terrain with narrow, windy roads. The BLM owns lands in this area. LTB is not within the boundary of a public water provider and must conserve pond water and use or develop new wells to fill its water tenders.

Infrastructure and Facilities

Table 57: Latrobe Fire Protection District Infrastructure and Facilities

Existing Facility: Type/Size	Year Built or Remodeled	Address, Location in District	Characteristics
Station 91	1982	South Shingle Road	Owned by LTB*, 3 bays, 2 offices.
Station 92	1985	Ryan Ranch Road	Owned by LTB*, 3 bays, 1 meeting room/office/kitchen.
Planned Facility: Type/Size	Date of Completion	Address, Location in District	Characteristics and Financing Plans
Station 93	Not known	Sunridge Meadows	5 acres of undeveloped land.

*Privately-owned property leased to LTB for \$1/year; buildings owned by LTB.

A future Station 93 may be needed in 5-10 years depending on future growth within response area 93. The district has no other plans to expand its facilities.

Community groups, homeowners' associations, and road zones of benefit frequently use Station 92 for meetings. There are no fees charged to community groups for use of the fire facilities.

Equipment and Vehicles**Table 58: Latrobe Fire Protection District Equipment and Vehicles**

Vehicle/Year/Model	Type (Structure or Wildland)	Capacity # Gallons & GPM	Location and Other Notes
<i>Engines</i>			
E-91	Type 1	750 gal, 1250 GPM	Class A Foam.
E-291	Type 3	500 gal, 300 GPM	Class A Foam.
E-92	Type 1	750 gal, 1000 GPM	Out of service.
E-292	Type 3	300 gal, 250 GPM	Class A Foam.
<i>Water Tenders</i>			
WT-91		3000 gal, 350 GPM	
WT-92		3000 gal, 750 GPM	
<i>Rescue Vehicle</i>			
U-91	Patrol	200 gal, 120 GPM	
<i>Utility/Other</i>			
9100	Chief 9100		Command.
9101	Chief 9101		Command.
9102	Chief 9102		Command.
<i>Medical Vehicles</i>			
None			

LTB owns all equipment and vehicles listed above.

Personnel and Staffing — Paid Staff

LTB is staffed by 9 part-time employees and 17 volunteers. The job titles and descriptions are listed in the tables below.

Table 59: Latrobe Fire Protection District Personnel and Staffing – Paid Staff

Classification	Number Full-Time Part-Time (Vacancies)	Pay Range	Retirement Type: PERS/Other Rate: (i.e. 2%@55)	Bargaining Unit/Union and Other Types of Benefits
Chief	1 PT		Volunteer LOSA	No Bargaining Unit.
Asst. Chief	1 PT		Volunteer LOSA	No Bargaining Unit.
Captain	2 PT		Volunteer LOSA	No Bargaining Unit.
Firefighter	5 PT		Volunteer LOSA	No Bargaining Unit.

Personnel and Staffing – Volunteers**Table 60: Latrobe Fire Protection District Personnel and Staffing – Volunteers**

Classification	Number and (Vacancies)	Reimbursement, Stipend, Mileage, etc	Benefits Available	Notes
Asst. Chiefs	1	Mileage		
Captain	1	Mileage		
Firefighters	15	Mileage		

All staff and volunteers receive the Volunteer Length of Service Award (LOSA). The LOSA is administered by PERS; however, staff and volunteers do not receive PERS benefits. The district has an informal agreement that volunteers must become inactive as firefighters in order to serve on the Board of Directors.

The chief indicates that the principal staffing problem for LTB is retention of quality volunteers. The district relies on volunteers because of its limited funding situation. The downside is that volunteers often drop out after one or two years because of the time commitment. To combat this problem, the district encourages other members of the community to get involved, along with family members of existing volunteers. The district provides all volunteers initial training through the annual Volunteer Fire Academy.

The County Training Officers Association sets the Volunteer Academy training requirements. LTB staff and volunteers attend the Volunteer Fire Academy, the National Fire Academy (training is for 6 to 8 weeks), various fire conferences and one or two training sessions per year sponsored by the Training Officers Association. The district has shared training arrangements and many joint operations with EDH, ECF and DSP.

Administration, Management, and Operations**Board of Directors**

LTB is governed by a five member Board of Directors. Directors are elected district-wide and serve four-year staggered terms. Elections are rarely contested, but the chief notes there is good interest in Board openings when they occur. There is little turnover on the board, however, and the current Chair has been on the board for 15-18 years. Directors receive a \$50 stipend per meeting. Training for board members is “on-the-job.”

The board meets the second Monday of every month at 7:30 pm at Station 92. Three directors are required for a quorum as mandated by the Health and Safety Code. Members of the public generally attend meetings infrequently and the media is invited but coverage is very infrequent.

Meeting facilities and parking are all handicapped accessible. Notice is posted at both stations. The district implements the Brown Act by policy.

Board members sit on ad hoc committees as appointed. There are currently no active committees. Legal counsel is provided by William Wright. There is no pending or recent litigation and there have been no Grand Jury recommendations within the last 15-20 years.

Administration—General

LTB Headquarters is located at Station 91. Office hours are Monday through Friday from 9:00 am to 5:00 pm. Records and archives were formerly split between the two stations, but the district is moving them all to the district office at Station 92 per audit recommendations. The district does not currently have a website. In the past a volunteer maintained a website for LTB but that person no longer volunteers for the district.

Workers' compensation insurance for staff and volunteers is provided by FDAC FACIS. Atwood Insurance Agency provides general and professional liability insurance for staff and volunteers.

Administration—Financial

All district funds are kept in the County Treasury and the County Auditor provides all accounting and banking services, including payroll services. All County services are provided through informal arrangements, and included in the 1% property tax administration fee. The board secretary keeps track of financial transactions and sends the information to the County. The district contracts with an independent auditor for a biennial audit. The most recent audit was conducted for the year ending June 30, 2001-2002.

The chief can approve expenditures of any amount within a budget line item and other expenditures up to \$500. All items are approved by the board before payment. Staff presents an annual County-produced financial report to the board.

Administration—Operations

Activity levels and call logs are managed through a proprietary computer program modeled after CFIRS. A volunteer developed the program for LTB. The logs are reviewed individually prior to filing and are reviewed annually for statistical purposes. They are not published. The chief notes continued growth in call volume from the 1980s (averaging 20 to 30 calls per year), the 1990s (30-80 calls per year), and 2000-present (80-120+ calls per year). Approximately 20% of all calls are mutual aid. Last year mutual aid was given by neighboring districts approximately 10 times, and LTB assisted other districts on 20 calls.

The County General Plan sets fire response time standards. National fire standards for responding personnel for interior fire attack are a total of four staff, i.e. 2+2 (two in, two out). All interior fire attack operations are performed to these standards.

Informal staffing analysis is done annually by day of the week and time of day. Most calls are received between 5:00-9:00 pm. Few or no calls are received between 1:00-7:00 am. The district itself does not have any staffing standards or minimum staffing levels.

Officers make recommendations to the board for the type and amount of necessary equipment. The district's internal standard requires one water tender, one Type I engine, and one Type III engine per station. LTB's goal is to achieve NFPA standards for equipment quality. The district has never purchased brand new equipment. The district currently has some shortages of PPE but this item is a high priority in the budget. LTB has purchased 16 new SCBA's in 2001 and received 13 handheld radios from a Homeland Security Grant.

Vehicle maintenance is performed both in-house and by hourly contract for larger needs. A mechanic is hired annually to inspect the district's vehicles according to state standards. Building and facilities maintenance is performed by volunteer or paid LTB staff. The most important needs for maintenance are moderate roof repairs and new paint for the stations.

Plans to replace equipment and vehicles are included in the Capital Improvement Plan. A replacement Type 2/3 engine is the first priority and the district has been aggressively pursuing grant funds over the last two years. No grant funds have been received yet, however. The district continues to set aside designated reserve funds each year. It is anticipated that a new engine may be completely or partially funded through these reserves in the next 2 or 3 years. Financing has been used for major purchases several times in past years and may be used to cover some of the next apparatus purchase. Payments for these past capital equipment purchases have ranged from \$4,000 to \$12,000 annual payments funded primarily with development impact fees.

Funding and Budget

The discussion in this section is descriptive and the amounts cited are approximate based on information received from the district and other sources. The 2005-2006 budget projects total revenues of \$296,365. The 2003-2004 total budget is \$260,104, a 19% increase from the prior year's budget actuals. Revenue amounts are as follows:

Property taxes	\$ 81,923 (32%)
Development impact fees	\$ 21,217 (8%)
Assessments	\$ 34,705 (13%)
Intergovernmental revenue	\$110,040 (42%)
General Reserve	\$ 6,548 (3%)
Other	\$ 5,674 (2%)

Total assessed value within the district increased by 20% between 2003-2004 and 2005-2006. LTB receives an average of 5.22% of the property tax base in 6 different tax rate areas. The County augments property tax up to a 13% equivalency and the chief acknowledges that the district could not maintain its current level of service without these funds. The risk of losing these funds is one of the biggest challenges to the district's funding goals.

The 2003-2004 operating expenditures of \$272,891 were as follows:

Salaries and employee benefits	\$104,820 (38%)
Services and supplies	\$106,854 (39%)
Fixed Assets and Contingencies	\$ 61,217 (22%)

LTB receives development impact fees of \$1,500 for residential units, an extra \$750 for outbuildings larger than 500 square feet, \$0.21 per square foot for commercial units with sprinkler systems, and \$0.42 per square foot for commercial units without sprinklers. The residential fees include a \$550 increase over the previous year. The chief notes that the commercial fees have never been used. The district does not currently charge any other fees although building plan review fees have been discussed from time to time as a means of cost recovery.

The district receives revenues from a special assessment of \$60 per parcel. Very small or un-buildable parcels are excluded as determined by LTB staff. The assessment was adopted by voters in June 1991 and has never been increased.

LTB has limited debt, scheduled to be retired this year. The district financed the purchase of SCBAs through Municipal Leasing (2001) and repays the debt at \$12,000 annually for five years.

Although LTB does not have a policy for the amount of reserves, by standard the district maintains 5% of the supplies and services budget as operating contingency. The district also maintains a designated reserve for equipment.

The district has had mixed success with grant funding. The chief writes grant requests with the assistance of his volunteer staff. The district was denied a \$170,000 grant in 2003 and a \$175,000 grant in 2004 by FEMA for a new Type III engine. The district applied to FEMA in April 2005 for \$89,000 for

firefighter safety equipment and training and again was unsuccessful in receiving this grant. Major equipment grants are a critical need for LTB. In the last three years the district has received several small grants including \$5,000 for turnouts and \$2,000 for radios from the state.

LTB has received group grants organized by the County Chief's Association through the Department of Homeland Security and the State OES, including a grant for radios and additional SCBAs. The district also participated in group purchasing for pagers several years ago through the El Dorado Fire Chiefs' Association.

Fundraisers are infrequent and the proceeds vary in amount. Fundraising and donations contribute approximately \$500-\$1,000 per year to the LTB budget. The Latrobe Hills Homeowners' Association makes an annual donation to the district.

The chief notes that the district had a \$25,000 deficit in 2000 due to errors made by previous staff. With a new chief in place, the deficit was eliminated by 2002.

Cooperative Agreements

LTB has an informal agreement with Amador FPD whereby the district responds to any assistance request to Old Sacramento Road in Amador County. The chief notes that LTB has excellent cooperation with EDH and ECF for mutual aid and that current cooperative agreements are beneficial.

LTB's services could be benefited by the Fire Safe Council's fuel reduction programs. Requests have been made by the district officers in local property owners and zone of benefit meetings to encourage volunteer involvement with the Fire Safe Council. Several areas in the local property owners associations have been identified as targets for fuel reduction efforts that would help increase community fire safety.

The LTB chief is employed as a HazMat specialist for El Dorado County. His knowledge and experience is an asset to the district.

Boundaries

Past interest to consolidate or reorganize with neighboring EDH and ECF included discussions at a LTB Board of Directors meeting. According to the chief, LTB held two formal discussions with the former Shingle Springs FPD and later ECF gave a presentation to the LTB Board. Last year EDH also made a presentation. Neither district has undertaken a formal reorganization study.

LTB concluded that a reorganization with a neighboring district would not increase the level of service in Latrobe and that it would potentially alienate volunteers. Although EDH could offer paramedic service to Latrobe FPD, according to LTB personnel, it would actually offer fewer total staff. The district was also concerned about Board representation. Latrobe FPD would constitute approximately half of the geographic area of a potentially reorganized EDH-LTB but the territory contains a much smaller population of registered voters than the Community of El Dorado Hills.

There are no plans or requests for annexations at this time. There are three major islands within the district, one of which contains some structures. There is also a grouping of five noncontiguous LTB parcels on the edge of the district's sphere of influence that are contiguous to ECF. The chief confirms that the district boundary approximates to its first response area.

Community Outreach and Involvement

LTB is affiliated with the Latrobe Firefighters' Association, whose membership is fairly small and mostly consists of volunteers. The Latrobe Hills Homeowners' Association makes an annual donation to the district. The district holds periodic events for the public at its stations depending on the availability of volunteers. At least five community groups including zones of benefit boards, homeowners' associations, and road groups use the district's stations for meetings.

LTB is a member of the County Chiefs' Association, the California Fire Chiefs' Association, and the National Fire Protection Association and membership to California State Firefighters' Association is provided for all volunteers.

R. Meeks Bay Fire Protection District

Background

The Meeks Bay Fire Protection District (MEK) was formed November 27, 1973 and is located in the extreme northeastern portion of El Dorado County, 3 miles north of Emerald Bay. It lies between the Placer County line and DL Bliss State Park. Adjacent fire service providers include the North Tahoe Fire Protection District in Placer County, the City of South Lake Tahoe, and Lake Valley FPD to the south. The district covers about 14 square miles including 2,100 parcels and encompasses subdivisions adjacent to Highway 89.

Elevations range from 6,230 feet at lake level to 7,200 feet at upper Rubicon Peak with numerous drainages, gullies and steep cliffs forming the crest of the Sierra Nevada Mountains to the west. Meeks Bay FPD has a large

interface with Desolation Wilderness, state park lands and federal lands. Of the 2,139 total acres in the district, 841 are owned by the State of California and 1,244 are owned by USFS. Natural fuels in the area are a significant fire danger. The recently released *Community Wildfire Protection Plan for the California Portion of the Lake Tahoe Basin* states that because of the orientation and steep topography, homes in the Rubicon and Tahoe Hills area are especially susceptible to a fire that could easily accelerate beyond the threshold of control.

For wildland fires, the entire district is in a State Responsibility Area (SRA). The jurisdiction having responsibility for fires is normally the California Department of Forestry (CDF). CDF has a “balance of efforts” agreement with the US Forest Service (USFS) for fire protection in the vicinity of the Meeks Bay FPD. The USFS has assumed the CDF responsibility on the California side of the Lake Tahoe Basin in return for CDF covering federal lands located elsewhere in the state. Unlike CDF, the USFS does not provide around the clock staffing and is more limited in its capacity to provide comparable service to CDF. USFS staff is usually on duty only until 5 pm, their station is closed in winter and they are not equipped to assist with calls that CDF or other fire agencies normally manage, such as interior structural fire protection, medical aid, hazardous materials incidents and rescues. The USFS is also not adequately staffed to enforce defensible space regulations or cite violators. In contrast, CDF would typically be fully staffed during fire season and provide coverage 24 hours a day, seven days a week. Consequently, when the USFS staff is not available, Meeks Bay firefighters become the primary responders for all wildfires in the general area. In addition, MEK provides structural fire protection services to all USFS structures and all structures in the state park – another function normally performed by CDF.

Local communities served by MEK are Tahoma, Meeks Bay, Rubicon, Glenridge, Gold Coast and Tahoe Hills. In addition, the district serves Meeks Bay Resort and Meeks Bay Campgrounds, Sugar Pine/General Creek Campgrounds, and the Campgrounds in Bliss State Park, and Vikingsholm State Park. The Meeks Bay Trailhead is just north of Station 61 and sees a high volume of hikers and recreational traffic. Highway 89 is the major access corridor and most developed areas are along the highway. Recreational and residential uses are the principal land uses in the district. There are no industrial areas in the district; however, El Dorado County Department of Transportation and the State Parks Service have maintenance yards in the area. There are about 20 commercial operations in the district, and a community park. There are no formal schools, churches or other public assembly places.

The water supply source for fire suppression is Lake Tahoe and approximately 180 fire hydrants provided by three small water companies

and Tahoe City PUD. With the exception some of lakefront properties in the Tahoma community and a small portion of the area east of the Glenridge community, 99% of the structures in the district are within 500 feet of a hydrant. A number of private tanks (e.g. Emerald Bay Tracts) and water company tanks assist the district with its water supply. Unfortunately, whether it is due to too much demand, mechanical failure or electrical outages, MEK can experience situations where a community “runs out” of water at least once a year. The district has responded to potential water shortages by acquiring equipment to carry and/or pump more water from the lake or other sources.

In July 2004, ISO has rated the level of protection offered by MEK as a five. This is an improvement over the previous rating of 6/9. The district notes that this is considered a good rating for a small district with limited funding.

Population/Growth

The current full-time population of the district is approximately 1,000 people, based on census estimates, with 655 of them being registered voters. The population swells to 10,000 in the summer tourist season with use of close to 800 campsites inside and adjacent to the district. Day use visitors also increase the number of persons who may need services. Growth in the Tahoe Basin is slow due to land use regulation by TRPA; however, infill within existing communities does occur. An average of 20-30 permits are reviewed annually for remodeling projects and new homes; however, there are no pending land use development plans or proposed new subdivisions. The district tracks all building starts and permits and has adopted fees for plan checks and inspections.

The chief notes that limited growth in the district and the continued buyout of vacant property by the Tahoe Conservancy and USFS reduces the tax revenues that could be available to the district. The chief also added that the district’s responsibilities are growing with increases in recreational uses and costs for staffing and equipment are also rising. The 2003 Annual Report states “most of our property owners do not reside in their homes year round. The majority of those that do are located in the northern half of the district. During the winter, it is estimated that only about 10% of the properties south of Station 61 are occupied full-time. In the future, we will see a greater number of full-time residents as property owners retire and decide to get out of the “city” for a more relaxed life in the mountains.” These trends challenge the district’s ability to maintain service levels. The chief states that as more people relocate into the area full-time, the population will increase as will the demands on the fire safety system.

In addition, the 2004-2005 Financial Plan states that the “District doesn’t really have much in terms of commercial growth for income sources. The

main economic growth comes from the real estate and construction industries. While there aren't many new houses being built each year, due to regional regulations, remodels and renovations are certainly contributing to the increase in property values."

Services and Programs

Table 61: Meeks Bay Fire Protection District Services and Programs

Type of Service	Provided By/ Contact Person	Service Capacity and Other Notes
<i>Fire Services</i>		
Fire suppression	District	District and Surrounding Areas; 24/7.
Arson/other investigation	MEK, State Fire Marshal, Insurance Co.	As needed.
Plan checking/permits	District Staff	Entire District; as needed.
Residential inspection	District Staff	Entire District; with EDC.
Commercial inspection	District Staff	Entire District.
Burn permits	USFS & District Staff	"Dooryard Trash Burning Permit;" when allowed.
Fire safe inspections	District Staff	Entire District; as needed.
Hydrant inspection	District Staff	Entire District; annually.
Gas inspection	EDC Building Dept & District Staff	Entire District; as needed.
Defensible space, chipper inspection/regulation	MEK	Entire District; Summer/Fall.
Controlled burn programs	State Parks, District, USFS	District and surrounding areas; when possible.
<i>Hazardous Materials</i>		
HazMat 1 st Responder	MEK	Entire District; 24/7.
<i>Rescue Services</i>		
Search and Rescue	MEK & EDC Sheriff	Eastern El Dorado and Placer Counties; 24/7 partnership.
Vehicle Rescue	MEK	District and surrounding areas; 24/7.
<i>Other Safety Services and Programs</i>		
Car Seat inspection	District Staff	District-wide; on request.
Life safety inspections	District Staff	District-wide; as needed, installs smoke alarms.
Public education programs	District Staff	District-wide; as needed.
Children/school programs	District Staff	District-wide; as needed.
Station tours	District Staff	District-wide; as needed.
Disaster/evacuation plans	District Staff	District-wide.
Animal rescue	District Staff and partners	District-wide; as needed.
Newsletter	Staff	Twice per year.
Safe Kids Program	Coalition	Placer County Safe Kids Coalition, Sierra Division.

Type of Service	Provided By/ Contact Person	Service Capacity and Other Notes
<i>Medical Services</i>		
Basic Life Support	District Staff	Entire District plus mutual aid; 24/7.
EMT 1	District Staff	Entire District plus mutual aid; 24/7.
EMT 1 (defibrillator)	District Staff	Entire District plus mutual aid; 24/7.
Advanced Life Support		
EMT-Paramedic		
Education Programs	District staff	Entire District plus mutual aid; as needed.

According to the chief, extreme winter conditions can slow response times. Financial issues confronting the district prevent them from having adequate year-round staffing. One of the greatest service challenges is the lack of CDF presence and lower levels of coverage by the USFS. With USFS' lower levels of service and their reduced hours and staffing, MEK finds it must cover large, unserved "gray areas" that are adjacent to (but outside of) the district's boundaries. Fire suppression services are most difficult to provide on hot, windy summer days and when there are simultaneous calls. The chief states that additional staffing, better ordinances and enforcement, more fire resistant buildings and better defensible space would greatly enhance fire prevention and suppression.

To encourage private fire protection efforts, the district has been lobbying insurance companies to provide a discount for property owners who maintain defensible space. The district's Board of Directors has increased spending for fire prevention efforts including public education and defensible space inspections. Another significant enhancement for service is derived from improvements to the mutual aid relationships.

Infrastructure and Facilities

Table 62: Meeks Bay Fire Protection District Infrastructure and Facilities

Existing Facility: Type/Size	Year Built or Remodeled	Address, Location in District	Characteristics
Station 61	Early 1960's +/- 3,000 sq. ft.	8041 Emerald Bay Rd. Meeks Bay, California	Owned by District. 2 Bays, 1 BR, 1 Meeting Room, Offices.
Station 62	Mid-1970's +/- 832 sq. ft.	7164 Seventh Avenue Tahoma, California	Owned by District. 2 Bays.
Planned Facilities	Date of Completion	Address, Location in District	Characteristics
Addition to Station 61	Estimated Completion: 2010		Add 2 Double Bays. Living Quarters.

The chief indicates that additional garage space and staff living quarters are the most needed facility improvements. In addition, he expressed desire for hydrant improvements in the older sections of the water system in Tahoma to enhance fire flow capacity, installation of hydrants at Drum Road, and at lakefront homes.

Agency facilities at Sugar Pine are available for use by others, including El Dorado County Sheriff's Department, Fire Safe Council, CDF, State Parks staff and community groups. The Fire Auxiliary also meets at the station.

MEK uses County facilities, including the fueling station, at the DOT maintenance yard.

Equipment and Vehicles

Table 63: Meeks Bay Fire Protection District Equipment and Vehicles

Vehicle/Year/Model	Type (Structure or Wildland)	Capacity, # Gallons & GPM	Location and Other Notes
<i>Engines</i>			
Engine 61	Type I Structure 1999HME	1000 / 1250	Lease to own. Extrication. Foam. 4-WD.
Engine 62	1989FMC Type I Structure and Type III Wildland	750 / 1250	Own. Foam. Full Wildland compliment. Dual purpose engine. 4-WD.
<i>Water Tenders</i>			
62	2003 Ferrara Type I structure engine and Water-tender	2000 gal 1250 GPM	Foam. Dual purpose engine. Portable tank.
Brush – 61	1991 International Type III	300 gal 125 GPM	Foam. Surplus from USFS.
<i>Rescue Vehicle</i>			
Dodge Ram (EDSO vehicle)	1990		Provided by Sheriff, Loan 4-WD.
<i>Utility/Other</i>			
Command 61	2000 Ford Expedition		BLS equipped, Med Bag.
Utility 61	2002 Dodge 4X4 (pick up)		BLS, Med Bag, back board. Available: floating pump and portable pump.
Utility 2-61	Ford 350 4X4		Med Bag. Plow rig in winter and chipper hauler in summer.
Air Trailer (enclosed)			Cascade air system, 20 extra SCBA bottles, portable lighting systems.

Finally, three private wildland fire caches are contained at Gold Coast.

Personnel and Staffing – Paid Staff

Table 64: Meeks Bay Fire Protection District Personnel and Staffing – Paid Staff

Classification	Number: Full-Time Part-Time (Vacancies)	Pay Range	Retirement Type: PERS/Other Rate: (i.e. 2%@55)	Bargaining Unit/Union and Other Types of Benefits
Chief	1 FT	\$7,769 per month	3% @ 55	Deferred Compensation, Health and Life Insurance.
Captain	1 FT	\$5,306 per month	3% @ 55	Bargaining Unit (B.U.) Longevity.
Lieutenant	2 FT	\$5,711 per month	3% @ 55	B.U. Longevity, Health Ins., Performance Awards, Def. Comp.
Office Manager	1 FT	\$3,346 per month	2% @ 55	B.U. Longevity, Health Ins., Performance Awards, Def. Comp.
Firefighter	4 PT	\$7-10/hr	3% @ 55	
Engineer	1 FT	\$4,422 per month	3% @ 55	B.U. Longevity, Health Ins., Performance Awards, Def. Comp.

Personnel and Staffing – Volunteers

Table 65: Meeks Bay Fire Protection District Personnel and Staffing – Volunteers

Classification	Number and (Vacancies)	Reimbursement, Stipend, Mileage, etc	Benefits Available	Notes
Volunteer Firefighter	13	\$20/\$25, mileage for fires and drills	Accident and Illness policy	

Meeks Bay FPD has a total of 6 full-time career firefighter employees and a full-time office manager who, among other responsibilities, also assists with prevention work. The district employs two seasonal firefighters and four part-time firefighters with 14 volunteer firefighters assisting the paid staff. The district is staffed 24-hours a day, seven days a week with two or more personnel on during the days, and one staffing nights. Often, during the peak summer season, three to four personnel are on duty during the days, including the chipping crew.

The district has shared volunteer firefighters in the past but there are none currently. The chief identifies that insufficient revenues are available to increase staffing. While a sufficient supply of workforce housing is identified as statewide problem, exorbitant housing costs and availability in the Tahoe Basin constrains the district's ability to retain a stable part-time and volunteer

staff. Housing costs may be so expensive that potential volunteers in the community may not be able to give uncompensated time to the district. In addition, vacation home residents reside full-time elsewhere. The number of available volunteers fluctuates dramatically from season-to-season and from year-to-year.

The district is committed to extensive training activities of all types, which are documented in the district's Annual Report. Amongst numerous other classes, the chief has completed the California Special Districts Association Governance Academy, the State Fire Marshal's Chief Officer Certification and the Special District Board Management Institute's certification process. All firefighters have attended Fire Academy.

Administration, Management, and Operations

Board of Directors

The district has a five-member Board of Directors with staggered 4-year terms of office. The board has committees for Planning, Personnel, Finance, Public Information, and Building. A quorum consists of 3 members. Meetings are held at Station 61 in a large upstairs meeting room. Parking is readily available at the station. ADA accommodation is available by moving the meeting downstairs to the main station area.

Four of the five current board members have certificates in Special District Management from the Special District Board Management Institute. The chief maintains a library of references and tapes and conducts a board orientation. The district has adopted goals, a strategic plan, comprehensive policies including ethics, privacy policies, conflict of interest code, financial/investment policies, and various policies pertinent to personnel, etc. Copies of these documents were provided to LAFCO for the study.

Regular board meetings are held on the fourth Wednesday of each month at 5:30 pm, but are not typically well-attended by the public. The Board agenda is posted at four locations, both fire stations and two commercial areas in the community, a dedicated fire bulletin board at the local store and at the local Laundromat. The agenda is also available via surface mail, e-mail or fax to citizens requesting it.

Insurance is available to board members with cost sharing by the district on a sliding scale based on years of service. Board members receive a stipend of \$100 per month for meeting attendance.

Legal counsel is provided as needed by Paul Chamberlain. Dave Perrault and Dan Coyle advise the district on personnel matters. There are no pending litigation and no previous Grand Jury recommendations.

Administration—General

The district offices are open from 8:00 am to 4:00 pm at 8041 Highway 89, with a full-time office manager. The office manager is active in the “Administrative Fire Services” Section of the California Fire Chiefs’ Association and served as the past president of that group. On duty staff may be able assist the public beyond regular office hours. The district maintains web site at www.meeksbayfire.com.

All staff members are covered by Worker’s Comp insurance through FDAC-FASIS. The district also carries general and professional liability insurance, accident and illness (covered individuals receive income if unable to work due to injury), an equipment umbrella policy, and Errors and Omissions insurance. All staff and board members are covered, including volunteers and the Auxiliary.

Records and archives are maintained at the main station. The district has adopted a records retention policy. MEK has informal agreements with El Dorado County for purchasing fuel and for financial services as well contracts and cooperative sharing agreements with other agencies and organizations.

Administration—Financial

Comprehensive financial statements are provided to the board monthly and district policies call for an annual audit of financial statements. Accounting services are provided by the El Dorado County Auditor’s Office, including payables and payroll services. The district uses both the County Treasury and Bank of America for depositing its funds. Funds are also invested in the LAIF (Local Agency Investment Fund). Routine accounting services are provided by the County Auditor’s Office to fire agencies without direct charges or fees.

The district also has financial and purchasing policies that govern the district’s monetary and operational practices, including single-purchase expenditure limits, credit card use, and signature authority.

The district recently received the audits from Fiscal Years 1997-1998, 1998-1999, 1999-2000, 2000-2001, 2001-2002, 2002-2003 and 2003-2004 from the County Auditor-Controller. These will become available for public review shortly.

Administration—Operations**Call & Response Data**

All emergency calls are logged, recorded digitally and reported. The detailed statistics are used by the district to analyze calls, response obstacles, response issues, and workloads. Reports are published annually and data is included in the district’s annual report. The chief notes an overall decrease in the number of calls over the years. This may correlate to prevention and

education measures. In general, most calls occur during the summer, on weekends and on peak use holidays, according to the chief. Calls for motor vehicle accidents increase seasonally with wet or icy road conditions. Calls related to LPG (propane) have decreased as a result of new natural gas lines along with adoption and enforcement of the district's LPG safety ordinance. This ordinance specifies location and clearance requirements for LPG tanks and requires inspection and signage for each tank.

Data for 2003 and 2004 were used for this report, which showed 189 calls in 2003, with 91 medical calls as 48.1% of the total, and fires at 15.9% of the calls. Public assists (22 calls) and search and rescue (19 calls) were 11.6% and 10.1%, respectively. Fourteen vehicle accidents, eight hazardous materials (propane) and five strike team requests are noted in the 2003 annual report. Day of the week data shows Tuesday and Wednesday as slower than other days, with the number of calls on Thursday and Monday as high as weekend volumes. More than one-third of the 2003 responses were for Saturdays and Sundays. Twelve-year averages follow the same pattern. Time of day records show 86 calls between 8:00 am and 3:59 pm and 76 calls between 4:00 pm and 11:59 pm, with 12-year averages showing close to half the calls during daytime hours. Twice the number of calls occurs in the third quarter of the year as in any other quarter, correlating with the July-September peak recreation season. Geographically, more than 50% of the calls occur in the zone from the Ehrman Mansion and north. Trend data for the period 1992-2003 confirms that calls have decreased from a high of 270 in 1993 to lower volumes in the late 90's (lowest of 164 calls in 1999).

Emergency Calls not requiring the Sheriff's office are routed to Placer County Dispatch (PCSO) at Lake Tahoe, located in Tahoe City. MEK pays about \$33.00 per call for this service.

Operations: Staffing, Maintenance, Equipment

Since March 2005, the district maintains three shifts with one duty officer on at all times. The fourth firefighter, a captain, works a flexible shift schedule rotating between the three shifts. Two persons are staffed during the May-November summer season. Minimum staffing levels are set by the district and are constrained by the budget. A staffing "needs assessment and analysis" based on call logs has been done for budget and long range planning purposes, with several alternative scenarios considered.

The chief and staff set equipment standards and make recommendations to the board regarding the type and number of equipment the district should purchase. The board has directed an accrual fund to set aside funding for capital assets purchases annually and has adopted a 10-year capital equipment plan. The chief notes that all volunteers and employees have turnouts, but the district does not have SCBAs for every individual. Vehicle maintenance standards are set both by the district and CHP. Maintenance is

performed in-house and by others. A mechanic in the south shore area who principally services UPS vehicles is skilled and available for vehicle maintenance. Lake Valley FPD also has a mechanic on its staff that can assist Meeks Bay. Major work is sent out to Reno or Modesto.

In-house staff does most of the building and facility maintenance, such as repairs and painting, with sub-contractors for specialty work such as roofing. The chief notes that maintenance is sometimes deferred based on budget priorities. He notes that there have been problems with the fire station well and with its old electrical panel.

Funding and Budget

The discussion in this section is descriptive and amounts cited are approximate, based on information received from the district and other sources. For fiscal year 2003-04, revenues totaled \$1,071,248. Revenue sources for the district include property taxes and penalties (\$400,417); direct assessments (\$278,217); interest (\$11,797); County fund (\$199,690); State homeowners property tax relief (HOPTR, \$6,306); charges for services (cost recovery and developer fees); donations; "Assistance for Hire"; contracts, grants (\$79,149); sales; donations; and OES strike team reimbursement. The district has not issued a "tax and revenue anticipation note" (TRAN, to be disclosed below) recently as the cost of arbitrage did not cover the cost of issuance. Each revenue source is described in detail for the Board of Directors in the annual Financial Plan.

Meeks Bay FPD is one of eight fire protection providers to receive supplemental funding from El Dorado County to offset low "ad valorem" revenues. Through an agreement, the County provided \$199,609, or 9% of the ad valorem tax, in fiscal year 2003-2004. These revenues represent 18% of the district's total funding and the 2004-2005 annual plan notes that these County revenues are keeping the district afloat. However, the district's 9% is considerably lower than the 14% countywide average given to other fire protection districts.

District voters first approved a fire suppression assessment in 1980 and have subsequently approved increases in 1987 and 1992. This assessment is \$85 per parcel and makes up about 16% of the revenues. In addition, a special tax of \$45 per parcel was approved in 1998. The value of these funding mechanisms as a proportion of the district's total revenues is declining, however. This is because the number of parcels eligible for these assessments is declining each year due to state and federal purchases of private lands. The assessment also does not include USFS campgrounds, parcels in the response area between Bliss State Park and Emerald Bay area, both of which are outside the district. Despite these challenges, the 2004-2005 Financial Plan expressed pride that the district has kept its

promise to the voters that the last special tax increase would be sufficient for 5-7 years after its passage. The Plan attributes the district's current financial health to prudent planning, purchasing and saving and "a lot of staff sweat."

Meeks Bay FPD is very entrepreneurial when it comes to securing alternate sources of funding. The district has a successful track record with its grant applications. So much so that the chief has assisted other El Dorado County fire agencies in their grant applications by providing advice and models for grant applications. Grants from OES and the Department of Homeland Security funded a majority of the cost for a new tanker/tender fire engine. The 2004-2005 budget projects \$220,905 for grant revenue.

While interest rates are presently low, the district has funds in the LAIF (Local Agency Investment Fund) to secure a higher interest rate. In addition, the district has entered into an agreement to participate in the California Communities Cash Flow Financing Program. This program is sponsored by the California State Association of Counties and the League of Cities and is authorized by the Government Code. Under the program, a local agency may borrow money by the issuance of temporary notes as an additional source of revenue to cover temporary cash shortfalls. The program may provide a net gain to the agency when the borrowing cost is less than the reinvestment income (arbitrage). The vehicle for such a temporary note is a TRAN. It is well-suited for cash flow shortfalls due to the timing of receipt of property tax and other periodic revenues. The district made use of this program in the past, but is not currently planning to do so because currently the cost of issuing the bond surpasses the arbitrage.

The district also has cost recovery charges for plan checking, developer fees, fireworks, repeat false alarms, search and rescue and meeting room use. The district would like to collect a surcharge or campground occupancy charge to offset its baseline costs to serve those areas. There is a charge for emergency medical aid to those who are not residents or landowners. The fee schedule lists the charge for EMS response for DUIs as "actual cost plus 15%." Charges are collected via direct billings.

The year-end Treasurer's report for fiscal year 2003-2004 shows total expenditures of \$765,668 with the employee expense as the highest expenditure category (\$601,848 or 78%). Other major items include Insurance and Board Insurance totaling \$35,091. Special Department Expense (\$23,669) includes a roll up of education and training expenses along with snow removal and fire/safety supplies. The district is repaying vehicle debt from the operating budget. LAFCO expense is listed as a footnote in the budget detail spreadsheet and is included under "miscellaneous expense".

The chief identifies the greatest obstacle to the agency's funding goals as the

lack of certainty for the County augmentation funding source and the decreasing tax base due to conversion of private(taxable) lands to federal or state ownership (tax exempt).

MEK participates in group purchasing through the State General Services Agency and the El Dorado Fire Chiefs' Associations, and purchases of fuel with the California State Parks and with the County Department of Transportation.

The chief notes a long list of plans for saving money. These include partnering more with parks and other agencies, a joint station with USFS, more fundraisers, T-shirt sales and grants.

Cooperative Agreements

Meeks Bay FPD is a member to the California Mutual Aid Agreement, Regional (Lake Tahoe) Mutual Aid Agreement, Eastern Placer JPA (El Dorado County & North Tahoe FPD) automatic aid, and also has a contract with the State Parks to provide emergency assistance when available.

Meeks Bay FPD works very closely with fire agencies in the north Tahoe area, which are also dispatched through Placer County. PCSO is more familiar with the local area than dispatchers in Placerville, Camino or South Lake Tahoe. Truckee provides hazardous materials response to support the district's first responders. MEK trains with Placer and El Dorado County SAR agencies for high angle rescue, assists Search and Rescue staff with avalanche rescue and has shared seasonal and special projects staff members with other fire agencies. All equipment is shared and available for mutual aid. Meeting rooms are available for public meetings, and State Park Rangers use fire district facilities for fitness activities.

The chief cites numerous benefits from the cooperative arrangements in place. Other concerns were noted in the course of the study, for example the isolation of Meeks Bay from the rest of El Dorado County agencies when Highway 89 is closed in winter. Of special importance is a conflict between best practices for fire protection and environmental policies to protect streams and watershed areas. The Lahontan Regional Water Quality Control Board restricts fuels clearing activities and tree removal in stream environment zones. The purpose of their regulations is to protect Lake Tahoe from further sedimentation. In high risk wildfire areas, the density of these fuels significantly exacerbates the fire danger risk.

The *Community Wildfire Protection Plan for the California Portion of the Lake Tahoe Basin* identifies the following firefighting suppression resources in close proximity to Meeks Bay FPD:

- Lake Valley Fire Protection district
- South Lake Tahoe City Fire Department
- Meeks Bay FPD
- Fallen Leaf Lake CSD Fire Department
- Squaw Valley Fire Department
- North Lake Tahoe Fire Protection district
- Tahoe-Douglas Fire district Fire Department
- Truckee Fire Department
- Northstar Fire Department
- North Lake Tahoe Fire Protection district
- Participants in the Lake Tahoe Regional Fire Chiefs' Association Mutual Aid Agreement
- Participants in the California Master Mutual Aid Agreement
- California Department of Forestry (CDF)
- California State Parks
- USFS lake Tahoe Basin Management Unit

Boundaries

MEK has a long-standing mismatch between its boundary and its first response area. The first response service area is much larger than the district boundary. An area owned by USFS contains homes and year-round residents to the south of the district. In winter, no other emergency service provider can reach those residents. State park areas with campgrounds are outside the District but create a high demand for services. Annexation of the Emerald Bay tract has also been considered. The Board of Directors intends to apply for the boundary change and may do so following the review of its Sphere of Influence.

Parts of the district are difficult to serve due to terrain, small narrow roads, and difficult winter road conditions. Water supply for fire flows can compromise service in some areas as described above.

S. Mosquito Fire Protection District

Background

Miners, farmers, and loggers historically fought fires in the Mosquito area. Increased development and growth resulted in the organization of a volunteer fire department on June 14, 1973. The Mosquito Fire Protection District (MQT) was formed five years later, on January 1, 1978, under Government Code §61000 et seq., for the purpose of providing improved fire protection and related services. The MQT serves a relatively isolated, rural mountainous area with little road access, and steep terrain.

The MQT encompasses 13 square miles and 941 parcels in the central west portion of El Dorado County. It is bound on the west and northwest by the Garden Valley Fire Protection District and on the south by the El Dorado County Fire Protection District. The United States Forest Service borders the district to the east and northeast. Outdoor recreational uses are common in and adjacent to the district.

Natural features of Mosquito FPD include three major river canyons: Slab Creek to the east, Rock Creek to the west, and the American River to the south. The South Fork of the American River runs along the district's southwest boundary. Finnon Lake Dam and Finnon Lake are located west of the district's station. According to the fire chief, Finnon Lake is approximately 16 feet deep and 50 acre-feet in volume with a surface area of approximately 8 acres. Its dam is made of earth, about 40 feet wide at the top, 120 feet wide at the base, and approximately 60 feet high from its granite base. The district has many ponds, including eight large ponds; six of which are used for fire suppression.

The district is diverse in geography with an elevation of 1,300 feet in the west and 3,500 feet in the east. Access to the district is limited with only Mosquito Road (via Highway 50) and Rock Creek Road (via Highway 193) leading in and out of the area. Mosquito Road becomes a dirt road on USFS land and provides limited access to Georgetown FPD. When the DOT grades the road in the spring, the road becomes accessible to the average automobile in summer; however, the same cannot be said in the winter. This road is considered mostly to be an emergency evacuation route.

MQT serves the communities of Mosquito and Swansboro Country. Swansboro Country is located in a wildland urban interface area in the east portion of the district and considered a major risk area. All of the district land is considered SRA for wildland fire.

Land uses in the district consist primarily of agricultural and residential uses. Residential, single family homes on a minimum parcel size of two acres are concentrated on the east side of the district. Jodar Winery owns 40 acres of agricultural land west of Finnon Lake. The 2004 County General Plan designates approximately ten acres of land on Rock Creek Road and six acres of land on Mosquito Road (south of Rock Creek Road) as a commercial area. According to the fire chief, the commercial land will not have an impact on the district's ability to provide services.

EID provides water for fire suppression in the eastern portion of the district and is capable of supplying water to 420 parcels in that area. The Mosquito FPD maintains the district's 31 fire hydrants. According to the chief, the district is waiting on EID to install four more fire hydrants.

Water tenders supply water for fire suppression to areas without fire hydrants, which includes most of the western portion of Mosquito FPD. The district uses a “water shuttle” system to provide an unlimited water supply. Water tenders transfer water to the principal engine at the scene. Those tenders then drive to the nearest available water source and refill, ferrying water as needed back to the principal engine. The district has a mobile drafting station that pumps water from lakes and ponds.

The MQT has an ISO rating of 8 in rural areas without fire hydrants and an ISO rating of 5 in areas with hydrants (Rating of 5/8). The district received its last ISO rating in July 2004.

History—Growth

The district serves a population of 1,600, according to census and voter registration information compiled by the fire chief. The Auditor-Controller’s Office and the Chamber of Commerce estimate continued growth in the district of at least 8% per year. The chief believes this estimate to be low. The district is currently 58% built out and has averaged 12 new homes per year over the past ten years. Mosquito FPD recorded 44 housing starts last year. According to the fire chief, the greatest concentration of development is expected to be in the Swansboro Country area.

The district chief is concerned about the impact of increasing development on water supply and road access in and around the district, noting that well and septic system concentrations on 2-acre parcels are resulting in contamination of ground water supplies. He also explains that the application of a County planning ordinance has prohibited the creation of new parcels within the MQT because of inadequate road access. He noted no new parcels have been created within the district for 15 years. County planning staff provided LAFCO with supporting information to clarify this situation. In 1991, the state adopted “SRA Fire Safe Regulations.” These regulations require road and street networks to provide for safe access for emergency vehicles and evacuation, specify minimum road widths, grade and surface requirements, turnarounds, etc. The fire safe regulations are incorporated into County requirements; however, they do not apply to roads in existence prior to 1991.

Expansion of EID and additional water meter hookup permits has increased growth on existing parcels where EID meters are available. EID supplies water to 420 parcels, an increase of 280 since the water supply line became operational in 1998. If EID continues to expand its water system, growth in those same areas is expected to be rapid as noted in the Development Improvement Plan. According to the chief, the EID water line has now been extended further west along Rock Creek Road.

According to the chief, the greatest barriers to the district in providing services is water supply for adequate fire flow, narrow roads, and long response times for mutual aid and ambulance services. The MQT serves a relatively isolated, rural mountainous area with little road access, and steep terrain. As previously mentioned, the district uses water tenders to supply water to the western portion of the district. But for the limited community infrastructure of roads and water supply, the chief states he has enough equipment to serve as many as 5,000 people.

Long response times for mutual aid are a result of the district's isolated, remote location. According to the fire chief, response times from CDF (Garden Valley Station) and any other fire protection district are a minimum of 35 minutes during the fire season.

Services and Programs

Table 66: Mosquito Fire Protection District Services and Programs

Type of Service	Provided By/ Contact Person	Service Capacity and Other Notes
<i>Fire Services</i>		
Fire suppression	MQT	Entire District.
Arson/other investigation	CDF	Entire District.
Plan checking/permits	County	
Residential inspection	County Building	
Commercial inspection	County Building	
Burn permits	Chief or Designee	LE-62 Burn Permits: door-yard trash piles no larger than 4' in diameter and 4' high.
	CDF	LE-5 burn permits: brush removal, slash pile burns, or broadcast burns.
Fire safe inspections	MQT	
Hydrant inspection	MQT	
Gas inspection		
Defensible space, chipper inspection/regulation	MQT	
Controlled burn programs	CDF	
Fuel Reduction Inspections	MQT	
<i>Hazardous Materials</i>		
HazMat 1 st Responder	El Dorado County	
<i>Rescue Services</i>		
Search and Rescue	Sheriff/MQT	
Swift Water Rescue	Sheriff/MQT	
Vehicle Extrication	MQT	

Type of Service	Provided By/ Contact Person	Service Capacity and Other Notes
<i>Other Safety Services and Programs</i>		
Life safety inspections	MQT	Fuel reduction inspections.
Public education programs	MQT	
Station tours	MQT	
Disaster/evacuation plans	MQT	
Animal rescue	Animal Control	
<i>Medical Services</i>		
Basic Life Support	MQT	
EMT 1	MQT	
EMT 1 (defibrillator)	MQT	
Advanced Life Support	EMS - JPA	
EMT-Paramedic	EMS - JPA	
Education Programs	MQT	

MQT station is geographically located in the center of the district on the periphery of the major population center. Most of the district's population is located around the station and east and north to the district boundary. The densest population area is closer to USFS lands than it is to other populated areas or other fire districts.

The district's Advanced Life Support services are limited. District policy is that all volunteers must be certified EMT-1's. One volunteer is a nurse by profession and is a certified Mobile Intensive Care Nurse (MICN). According to the fire chief, the MICN volunteer is not allowed to administer advanced life support while on duty because he is not a certified paramedic.

Infrastructure and Facilities

Table 67: Mosquito Fire Protection District Infrastructure and Facilities

Existing Facility: Type/Size	Year Built or Remodeled	Address, Location in District	Characteristics
Fire Station (Resident station)	Built: 1979 Remodeled: 1981	8801 Rock Creek Road Placerville, CA 95667	Owned. 7,200 square feet, 5 bays (that can house 5 pieces of equipment), 1 training room, reception area, and office, a resident firefighter lives on the second floor of the station.
Other Property Used		Address, Location in District	Current Uses
Finnon Lake: owned by the Mosquito Volunteer Fire Department (non-profit)	Acquired ownership in 1997	121 acres located at 9100 Rock Creek Road	Restaurant, campground, walking trails. Goal is a public recreation and open space facility. Mosquito Volunteer Fire Department will be adding additional camp-grounds, horse trails, horse camping, and a fuel reduction display.

The district hosts community groups and events at its station. Any room within limits of the district's current policy is available to a group or agency that makes a request. At the discretion of the fire chief or the Board of Directors, a nominal fee may be required for use of district facilities. Vehicles are moved in and out of the station bays to accommodate some activities. Per the district policies, users must provide evidence of proper and sufficient liability insurance coverage. The station is also used as a polling place for elections.

Swansboro Country Property Owners Association (SCPOA) is allowed use of the public areas at the station throughout the year. The SCPOA also owns the Swansboro Airport, a private runway that is designated by the district's Wildfire Evacuation and General Preparedness Plan as an evacuation area for district residents. The runway is centrally located, accessible, has the facilities to provide temporary shelter and it is least exposed to the risk of wildfire.

Equipment and Vehicles**Table 68: Mosquito Fire Protection District Equipment and Vehicles**

Vehicle/Year/Model	Type (Structure or Wildland)	Capacity, # Gallons & GPM	Location and Other Notes
<i>Engines</i>			
Engine 75, 2002 Freightliner	Structure	750/1000	Purchased new from Ferrara; Class A, Type 1 Engine Pumper; four-wheel drive, foam system; first engine out to all incidents; excellent condition.
Engine 75, 1985 GMC	Structure	750/1000	Purchased new from FMC, Class A, Type 1 Engine Pumper; foam system; second engine out; first out to mutual aid calls; April 1999 a new larger and more powerful engine was installed; excellent condition.
Engine 375, 1985 International	Structure	500/1000	Surplus purchase from CDF in 1992; Class A, Type 3 Engine Pumper; four-wheel drive; foam system; dismantled and rebuilt with a rebuilt diesel engine, new transmission, new pump, and valves; third engine out; excellent condition.
<i>Water Tenders</i>			
Tender 75, 1975 Peterbilt		3300/500	Purchased used chassis in 1989; Class A, Type 1 Water Tender; poor condition
Tender 275, 1979 International		2000/250	Purchased used chassis in 2002 from Caltrans; Class B, Type 1 Water Tender; new motor installed and transmission rebuilt in 2003; the chassis, frame, and buildup refurbished in 2003; excellent condition.
<i>Utility/Other</i>			
Command 7500, 2002 Ford Explorer			Purchased new, serves as a command unit; excellent condition.
Duty 75, 1991 Ford Bronco			Purchased new; duty vehicle for officers; good condition.
Utility 75, 1985 Chevrolet ¾ ton truck.			Purchased used from CDF. New motor installed shortly after purchase; fair condition.

NFPA recommends that second line equipment should not be more than 20 years old. Both of the district's water tenders are more than 20 years old. According to the Development Improvement Plan, the district is putting aside funds to purchase a new water tender in 2008. According to the Fire chief, a lease amount of \$74,900 remains on the 2002 Freightliner.

Personnel and Staffing — Paid Staff**Table 69: Mosquito Fire Protection District Personnel and Staffing – Paid Staff**

Classification	Number: Full-Time Part-Time (Vacancies)	Pay Range	Retirement Type: PERS/Other Rate: (i.e. 2%@55)	Bargaining Unit/Union and Other Types of Benefits
Chief	1 FT	\$54,000 per year	Private Single Individual Plan	Medical, dental, vision.
Battalion Chief/ mechanic	1 FT	\$44,500 per year	Private Single Individual Plan	Medical, dental, vision.
District Secretary (also volunteer)	1 PT	\$15,000 per year	None	None.

Personnel and Staffing — Volunteers**Table 70: Mosquito Fire Protection District Personnel and Staffing – Volunteers**

Classification	Number and (Vacancies)	Reimbursement, Stipend, Mileage, etc	Benefits Available	Notes
Captain	4	None	Worker's Comp	
Engineers	6	None	Worker's Comp	
Firefighters	15	None	Worker's Comp	

The staffing goal is to have one or two paid staff covering daytime hours seven days per week. Two personnel cover Tuesday, Wednesday and Thursday, the days when volunteers are least available. Friday through Monday one paid staff person covers daytime hours. Volunteers are not directly scheduled for on-call hours.

The district staff is largely made up of volunteers. The district sponsors training for firefighters. The MQT chief is a certified state fire marshal and EMT instructor. Classes are offered through the State Fire Marshal, local colleges, and other fire protection districts. District personnel teach basic firefighting and EMT classes. After attending the Firefighter Academy, volunteers are required to attend 50 training drills or 100 hours of training per year, take a physical agility and SCBA tests twice a year, and acquire CPR, EMT 1A, and Defibrillation Certification according to the district policies.

According to the fire chief, daytime staffing, recruitment, and turnover are challenges for the district. First, the volunteers may not be consistently available to respond to emergencies during the workweek. In addition, he notes that local, state, and federal training requirements make it difficult for volunteers to be able to invest the necessary time to fulfill these requirements in addition to their employment and personal obligations.

Administration, Management, and Operations

The five-member Mosquito FPD Board of Directors is elected at large to four-year staggered terms. A quorum consists of three members; three votes are required for any action to be approved. Board meetings are held at the station on the second Thursday of every month at 7:00 pm. Meeting notice is posted at the fire station, Firehouse Country Kitchen and at a public bulletin board located at Mosquito and La Paz Roads. Published notice is given in the local newspaper, the "Mosquito Byte." Public attendance at district meetings is rare. According to the fire chief, the district provides adequate parking and handicapped access for meetings.

Board members do not receive compensation or benefits besides VFIS (Volunteer Fire Insurance Services) liability insurance. Brown Act and FPPC training is offered to board members through seminars and classes. There is no pending litigation or recent court decisions. William Wright provides legal services to the district. About ten years ago, the district received a Grand Jury recommendation to install smoke detectors in the vehicle bays, in addition to the fully alarmed sprinkler system. These detectors were subsequently installed by the chief.

Administration—General

The MQT station is located at 8801 Rock Creek Road and office hours are from 8:00 am to 5:00 pm. District records and archives are housed at the station. The district does not have a website, but its e-mail address is mosquitofire@d-web.com.

FASIS (a fire agencies' group self insurance program) provides worker's compensation coverage to employees and volunteers. VFIS provides Errors and Omissions insurance and liability insurance for board members, employees, and volunteers. Paid personnel receive retirement, medical, dental, and vision coverage.

Administration—Financial

The El Dorado County Auditor provides accounting, banking, and payroll services with no direct charge to the district for these services, under an informal arrangement, but collects the one-percent property tax administration fee. This is about \$2,700 per year. Routine financial reports to the Board of Directors are presented monthly. John Warden, CPA, provides independent, bi-annual audits under contract to the district for \$1,900 per year. For purposes of this study, the chief provided to LAFCO a copy of the audit covering the fiscal year ending June 30, 2004. The chief has spending authority for any item within the budget. Other expenditures require board approval. The district keeps a petty cash account for minor expenses at River City Bank. The secretary and one board member have responsibility for petty cash, which has a \$500 limit. The district does not use credit cards.

Administration—Operations

The district uses CFIRS call logs to determine the number of responses each year, response times, and location of incidents. A trend has emerged from review of the call log data: incidents appear to be decreasing despite an increasing population.

The district does not have response time standards, but its central location makes it possible for response times to fall within County General Plan requirements (approximately eight minutes to 80% of the population in community regions and 15 to 45 minutes in rural regions). MQT typically responds to the central part of the district in six to eight minutes and to the eastern and western portions of the district within 10-12 minutes. According to the fire chief, the district directors are interested in developing response time standards, but have not yet done so, noting notes that response time standards are difficult to implement with a mostly volunteer staff.

The chief sets staffing standards and minimum staffing levels for the district while the budget determines overall staffing levels. He states that NFPA guidelines are also observed within the limits of the district's budget. The chief's goal is to have one paid firefighter staff the station seven days per week and two paid firefighters staff the station three days per week.

The chief also sets standards and makes recommendations for the type and amount of necessary equipment. Again, NFPA standards and guidelines are observed to the maximum extent possible.

OSHA sets PPE standards. The district supplies protective and safety equipment required by district policy and mandated safety laws. Structure PPE consists of a structure helmet, lined coat and pants with suspenders, boots (or approved leather steel-toed boots) and gloves, flashlight safety strap, infectious disease pocket facemask, and latex gloves. Wildland PPE consists of a wildland helmet, pants, jacket, and gloves, Mosquito FPD T-shirt, leather steel-toed boots, helmet flashlight, belt with canteen, and fire shelter per the district's policies.

The chief uses CHP guidelines to set vehicle maintenance standards with the approval of the Board of Directors. The battalion chief performs general and preventative maintenance on vehicles; more complex vehicle services have to be contracted out to heavy equipment service centers in Sacramento. Most equipment/apparatus is refurbished with some new purchases made as money becomes available.

Staff performs building and facilities maintenance. Necessary maintenance and improvements have been deferred for paving, parking, and grounds improvements due to budget constraints. The chief concentrates available time and money on direct firefighting needs such as personnel administration

and equipment. According to Board-adopted budget in the County's published Budget Detail for FY 2003-2004, no funds were allocated to buildings and improvements. In contrast, equipment totaled \$25,000.

Funding and Budget

The discussion in this section is descriptive and amounts cited are approximate, based on information received from the district and other sources. The principal revenue for fire protection is generated from property taxes, benefit assessment, and development impact fees. Total projected revenue for FY 2004-2005 is \$308,520. This is approximately \$20,000 less than actual revenues reported from the previous year.

Table 71: Mosquito Fire Protection District Funding and Budget - Revenues

Revenues	2003-2004 Actual	2004-2005 Board Adopted
Fund Balance	\$50,000 (15%)	\$44,100 (14%)
Tax Revenue	\$82,884 (25%)	\$104,500 (34%)
Benefit Assessment	\$148,924 (45%)	\$157,920 (51%)
Development Impact Fees	\$75,433 (23%)	\$75,433 (24%)
Total Revenues	\$328,070	\$308,520

Ad valorem taxes for 03-04 were \$82,884 according to the FY 2003-2004 Audit. This number includes the County Supplement Fund revenue provided to rural districts. The district's property tax base share is 11.9009% for tax rate area 090-011 and 11.0737% for tax rate area 090-012. The county funds the difference between the current property tax base share and 13% at the discretion of the Board of Supervisors. The district received \$900 in augmentation fee revenue for FY 2003-2004 or 1.08% of total revenues.

On August 7, 2001, 84% of registered voters in the district approved a benefit assessment of \$144 levied on each parcel with an increase of \$12 per year for five years. In FY 2003-2004 the assessment increased to \$156 for each of the district's 940 parcels. The 2003-2004 Budget calculated \$159,920 in assessment fee revenues. Delinquent benefit assessment amounts of \$11,411.40 resulted in actual revenues of \$148,924. The benefit assessment will increase to \$168 for FY 2004-2005; the district projects \$157,920 in benefit assessment revenues in FY 2004-2005.

Board of Supervisors Resolution 04-01, approved on February 12, 2004, established development impact fees for fiscal year 2003-2004. Fees were set at \$1,200 per residential dwelling unit. Commercial, industrial, and institutional buildings without sprinklers are \$0.71 per square foot. In contrast, commercial, industrial, and institutional buildings with sprinklers are \$0.34 per square foot.

Development impact fees are used to provide additional facilities and equipment needed to serve new growth and development and maintain the existing level of service in the district. According to the Development Improvement Plan, development impact fees will help fund five water hydrants, a water pumping station at Finnon Lake and a water tender, for an estimated total cost of \$72,000. The fire chief stated that a lease amount of \$74,900 remains on the 2002 Freightliner Engine. The district's total fixed assets are valued at \$52,907.

However, the district cannot fulfill all its funding goals because of funding factors that are beyond its control. According to the fire chief, the district is faced with state mandated costs, county fees, state budget problems; and within the district, the absence of a viable commercial economic base. While there is sufficient revenue for annual operations and purchases of lower cost items, revenues are insufficient to fund large capital acquisitions, such as needed engines and water tenders.

Further, higher costs are also associated with operating in a wildland urban interface zone. This is because in addition to fighting structure fires, the district has to be equipped to fight wildland fires. Consequently, the district's apparatus must be designed to function in both conditions. The district is also required to provide wildland fire training to its staff; which may take up to 30% of its training time on this type of training. Medical and structure training each require another 30% of the district's training time.

Table 72: Mosquito Fire Protection District Funding and Budget - Expenditures

Expenditures	2003-2004 Board Adopted*	2003-2004 Actual	2004-2005 Board Adopted
Salaries and Benefits	\$164,942 (56%)	\$169,065 (58%)	\$180,825 (59%)
Salaries	\$100,600	\$101,045	\$110,445
Retirement Benefits	\$18,346	\$18,330	\$19,105
Health, Disability, Other Benefits	\$9,996	\$9,761	\$19,436
Workers Comp	\$36,000	\$39,929	\$60,407
Services and Supplies	\$59,704 (20%)	\$55,379 (19%)	\$60,407 (20%)
Fixed Assets	\$25,000 (8%)	\$27,922 (10%)	\$25,000 (8%)
Contingencies	\$20,000 (7%)	\$16,811 (6%)	\$20,000 (6%)
Reserves	\$24,613 (8%)	\$23,691 (8%)	\$22,288 (7%)
Total Appropriations	\$294,534	\$292,868	\$308,520

*FY 2003-2004 Final District Board Adopted Budget and the County's Special District Budget Detail. The Final Budget numbers from the district's Annual Financial Report for the Years Ended June 30, 2004 and 2003 may have been adjusted and were not included.

Employee expense, including salaries and benefits such as health and insurance, are increasing. The district's employer's health insurance expense increased from approximately \$8,600 to \$18,000 for FY 2004-2005. According to the chief, employees are subject to an insurance payment cap: employees with dependents receive a maximum \$900 per month for health insurance; those without dependents receive a maximum of \$600 per month. Anticipated worker's compensation insurance expense is the largest projected spending increase even though the district changed its workers' compensation provider.

The appropriation for contingencies in FY 2003-2004 was \$16,811. Reserves are projected to be \$23,842 in FY 2004-2005. Mosquito FPD does not have reserve requirements or contingency policies.

Grants

The MQT has not received any grants. However, the Mosquito Volunteer Fire Department received a fuels reduction grant of \$154,825 on July 1, 2003 from the U.S. Department of Agriculture through the U.S. Forest Service. The funds were used to develop a strategic and management plan to put into action a ground fuel reduction program. A total of \$118,000 was utilized to reduce fuels along roadside evacuation routes.

According to the fire chief, who also serves as the volunteer chief to the Mosquito Volunteer Fire Department, additional grants depend on Title III Fuels Reduction Program Funds approved by Congress. The chief applied for a USFS grant to perform roadside fuel reduction on evacuation routes in FY 2004-2005; however, the grant was not funded.

A grant from California State Proposition 40 funds in the amount of \$141,865 was awarded in July of 2005 for the purpose of fuel reduction on evacuation routes. A second Proposition 40 grant was awarded in February of 2006 for \$53,795 to continue the fuels reduction project as determined by the strategic plan.

Cooperative Agreements**Table 73: Mosquito Fire Protection District Cooperative Agreements**

Agreements	Date	Parties	Area/Purpose
Five Party Cooperative Agreement		1. Local FPDs 2. CDF 3. USFS 4. BLM 5. Dept. of the Interior	
El Dorado County Western Slope Cooperative Fire Services Mutual Aid Agreement	2/97	1. Diamond Springs—El Dorado FPD 2. El Dorado Hills CWD 3. Garden Valley FPD 4. Latrobe FPD 5. Rescue FPD 6. El Dorado County FPD 7. Pioneer FPD 8. Georgetown FPD 9. Cameron Park CSD	Western Slope

The Mosquito Fire Protection District participates in the countywide automatic mutual aid agreement. MQT also participates in informal agreements with the Garden Valley and Georgetown Fire Protection Districts. The Mosquito chief requests command officers from Garden Valley and Georgetown to provide district coverage when necessary. All three districts share a cascade air system to fill SCBAs. Mosquito, Garden Valley, and Georgetown are predominantly volunteer organizations and, therefore, share similar administrative, personnel, and training issues.

The MQT chief sees the benefits of cooperative agreements in shared costs and liabilities. According to the district's Development Improvement Plan, participation in automatic and mutual aid agreements with surrounding fire districts, CDF and USFS results in increased use of equipment. This puts an extra strain on equipment and its capabilities.

Boundaries

Several public meetings have been held between Garden Valley, Georgetown and Mosquito Fire Protection Districts over the last 15 to 25 years to discuss possible reorganization or consolidation. According to the chief, the desire is to develop efficiencies in training and operations and to make existing revenues go further. No changes in organization resulted from these discussions. Georgetown and Garden Valley FPDs' fee structures seem to be incompatible with MQT's because parcel fees and service levels are different. Funds also do not seem to be available to improve existing services.

The MQT serves a relatively isolated, rural mountainous area with little road access and steep terrain. These factors make parts of the district difficult to serve. According to the chief, the MQT provides service to some structures in USFS lands, such as the Rock Creek Off-Road Vehicle Park, north of the district. The chief states that service there is manageable, but it may become a problem if park use increases and more people get injured. The district does not charge people who need service on USFS lands.

Community Outreach and Involvement

The MQT is affiliated with the Mosquito Volunteer Fire Department, a non-profit 501(c)3 association. The non-profit has seven board members and is a center of community connection in the Mosquito area. Every volunteer firefighter is a member. Twenty-five supporting members also belong to the association. The Volunteer Fire Department owns Finnon Lake. They also sponsor fundraising events, programs, and activities in the district, which include a monthly breakfast, an annual picnic, two fundraiser dinners, an Easter-egg hunt, Halloween party, and Christmas lunch.

T. Pioneer Fire Protection District

Background

Pioneer Fire Protection District (PIO) was formed pursuant to the Health and Safety Code on December 30, 1980 by LAFCO Resolution L-80-26. PIO is located in the central southern portion of El Dorado County. The district is bounded on the west by Diamond Springs/El Dorado FPD, on the north/northwest by El Dorado County FPD, on the north/northeast by the Eldorado National Forest, and on the south/southeast by Amador County FPD. The district boundary includes the communities of Grizzly Flats, Somerset, Outingdale, Fairplay, Mt. Aukum, and Omo Ranch. PIO also provides mutual aid service to River Pines in Amador County. Major access roads/inhabited corridors include Highway 16/Mt. Aukum Road, Sand Ridge Road, and Grizzly Flats Road.

PIO's boundary encompasses approximately 296 square miles or 189,000 acres. Major natural features include the three forks of the Cosumnes River, Mt. Aukum, and the Eldorado National Forest. According to the USFS most of the district's territory (96,920 acres) is within the Eldorado National Forest. The forest lands are mountainous with steep slopes and many inaccessible areas. An additional 30,000 acres are in Timber Preserve Zones and the remaining 62,000 acres are privately owned and taxable. The National Forest lands are in a FRA and the remaining territory is designated as a SRA with no LRA. The majority of private land use is agricultural, of which 3,000 acres are under Williamson Act contracts. According to the El Dorado County Development Department, the remaining private land includes 3,330

developed residential parcels, 2,089 undeveloped residential parcels, 23 developed commercial parcels, 11 undeveloped commercial parcels and 884 miscellaneous parcels. The district also contains at least 24 wineries, 4 schools and 2 churches.

The water supply sources for fire suppression hydrants include Grizzly Flats Community Services District (GFCSD) in Grizzly Flats, EID in Outingdale, and River Pines Public Utility District (RPPUD) in the mutual aid area of River Pines. In the remaining parts of the district that do not have a public water supply source; the district uses a water tender and other sources such as small ponds and creeks for water. The December 2003 ISO rating is 5/9. The five rating pertains to the communities of Grizzly Flats and Outingdale for parcels within 1,000 feet of a fire hydrant and within 5 road miles of a fire station. The remainder of the district is a 9 rating.

Growth and Population

PIO estimates its population to be 7,000 people based on the 2000 US Census. The district experiences a steady 12-13% annual growth rate, with most of the growth occurring in Grizzly Flats and Fairplay. The district receives a monthly printout of new building permits from the County Building Department in order to track growth. District staff anticipates that use of a new software program will allow better tracking of County Assessor parcel data. Additional growth information is contained in the Infrastructure section.

Services and Programs**Table 74: Pioneer Fire Protection District Services and Programs**

Type of Service	Provided By/ Contact Person	Service Capacity and Other Notes
<i>Fire Services</i>		
Fire Suppression	Coordinated by Chief	District wide; year-round.
Arson/Other Investigation	Coordinated by Chief	Calif. State Fire Marshal; year-round.
Plan Checking/Permits	Outsource – Chief	3 rd party consultant; year-round.
Residential Inspection	Coordinated by Chief	With Building Dept.; year-round.
Commercial Inspection	Coordinated by Chief	With Building Dept.; year-round.
Burn Permits	Coordinated by Chief	Prescribed by CDF; year-round
Fire Safe Inspections	Outsource – Chief	3 rd party consultant; year-round
Hydrant Inspection	Coordinated by Chief	EID/GFCSD; year-round.
Gas Inspection	Coordinated by Chief	Also underground propane tanks; with Building Dept.; year-round.
Defensible Space, Chipper Inspection/Regulation	Coordinated by Chief	Fire Safe Council; year-round.
Controlled Burn Programs	Coordinated by Chief	Prescribed by CDF; year-round.
<i>Hazardous Materials</i>		
HazMat 1 st Responder	Coordinated by Chief	2 specialists on staff; year-round
<i>Rescue Services</i>		
Search and Rescue	County Sheriff	Countywide mandated & funded; year-round.
Swift Water Rescue	Coordinated by Chief	Limited by personnel & equipment; year-round.
Vehicle Rescue	Coordinated by Chief	Equipment on first line engines; year-round.
<i>Other Safety Services and Programs</i>		
Car seat Inspection	Coordinated by Chief	On request; year-round.
Life safety Inspections	Coordinated by Chief	On request; year-round.
Public Education Programs	Coordinated by Chief	Year-round.
Children/School Programs	Coordinated by Chief	Pioneer School District & Indian Diggins School District; year-round.
Station Tours	Coordinated by Chief	Station Manager/Company Officers; year-round.
Disaster/Evacuation Plans	Coordinated by Chief	Community Wild Fire Protection Plan; year-round.
Animal Rescue	Coordinated by Chief	Training & consultation pre-emergency for South County Large Animal Rescue; year-round.
<i>Medical Services</i>		
Basic Life Support	Coordinated by Chief	All Staff; year-round.
EMT 1	Coordinated by Chief	All Staff; year-round.
EMT 1 (defibrillator)	Coordinated by Chief	All Staff; year-round.
Advanced Life Support	Coordinated by Chief	As available; year-round.
EMT-Paramedic	Coordinated by Chief	As available; year-round.
Education Programs	Coordinated by Chief	As needed/As available; year-round.

The Pioneer Firefighters Association (PFA) assists in funding a resident program and the district has raised the stipend to attract volunteers to live at the stations and improve response times to these and other areas. The resident program is strong in winter but most volunteers leave the program in the summer to pursue jobs at CDF. PIO is considering alternative means and incentives to fund seasonal staff and resident trainees and to bolster volunteerism. PIO also uses the community center and kitchen at the County-owned Pioneer Park for training and community events including PFA fundraisers. The Board of Supervisors has waived the park user fees annually for the past seven years.

Grizzly Flats and Omo Ranch are difficult to serve due to long response times and low volunteerism in these areas. Other areas of the district are also difficult to serve due to the isolation of homes, especially in heavily forested areas that can be blocked in snow season. Many access roads to these outlying areas are one lane dirt roads. In addition, with the exception of Outingdale, Grizzly Flats and River Pines, a lack of water can also make fire service provision difficult.

Infrastructure and Facilities

Table 75: Pioneer Fire Protection District Infrastructure and Facilities

Existing Facility: Type/Size	Year Built or Remodeled	Address, Location in District	Characteristics
Station 31	Remodeled 2002	7960 Grizzly Flats Somerset 95684 (Willow)	Owned by PFA, ~1,200 sq. ft., 2 bays, dorm for 3 people, office, radio repeater vault.
Station 32	Built 1986	4770 Sand Ridge Road Somerset 95684	Owned by PIO, ~1,000 sq. ft., 2 bays, office.
Station 34	Rebuilt early 1980s	2400 Omo Ranch Mt. Aukum	Owned by PIO*, ~1,200 sq. ft., 2 bays.
Station 35	Rebuilt 1981	4837 Sciaroni Grizzly Flats	Owned by PFA, ~1,000 sq. ft., 2 bays.
Station 37	Rebuilt 1981	6021 Omo Ranch Omo Ranch	Owned by SPI/PIO*, ~1,000 sq. ft., 2 bays.
Station 38 District Office	Built 1984, minor remodel 2001	7061 Mt. Aukum Somerset (Three Forks)	Owned by PIO, 4,000 sq. ft., 4 bays, dorm for 4 people, office, meeting room.

**Property deeded to EDC (El Dorado County) or SPI (Sierra Pacific Industries) with a reversionary clause for PIO; building owned by PIO.*

Station 38 is staffed and equipped year-round. Station 31 is staffed and equipped seasonally during the winter months. All other stations with the exception of Station 37 are equipped and rely on volunteer staffing. Station 36 was closed in 1993 and Station 33 was closed in 1999 because the stations did not meet operational requirements. The properties were returned to the property owners. These communities were added to the response zone for Station 38.

Based on statistical population data and call volume data in the district's capital improvement plan (CIP), a new station will be needed in the Fairplay/E-16 corridor area and a replacement station will be needed in Grizzly Flats. These stations would be necessary to serve both existing and new residents as both areas are showing steady growth and consequently an increase demand in services. Fairplay has the highest call volume in the district and Grizzly Flats is showing an increase in calls over previous years. The existing Station 35 is scheduled for completion of deferred maintenance in the near future. These repairs will sustain service in this area until a new Station 35 can be built in 2008-2009 with designated reserves and development impact fees. The district is pursuing a joint venture building with the U.S. Forest Service in which the district would fund 20% of the cost. The station would be constructed on USFS property.

The CIP and budget also show planned upgrades to Stations 32 and 38 in 2005-2006. The CIP indicates that Station 37 will be reconsidered in the 2006-2007 CIP.

Station 38 and Station 35 are used by the PFA, homeowners' associations, community services districts, road associations, 4H, County Sheriff, California Department of Fish and Game, and other groups. PIO does not charge any fees to these user groups.

Equipment and Vehicles**Table 76: Pioneer Fire Protection District Equipment and Vehicles**

Vehicle/Year/Model	Type (Structure or Wildland)	Capacity, # Gallons & GPM	Location and Other Notes
<i>Engines</i>			
Engine 31	Combination	500 gallons	Located at Station 31.
Engine 38	Combination	600 gallons 1,250 GPM	Located at Station 38.
Engine 32	Structure	500 gallons	Located at Station 32.
1987 Ford/Beck 2x4		1,250 GPM	
<i>Water Tenders</i>			
Water Tender		3,000 gallons	Located at Station 34.
1991/2001 Volvo			
<i>Utility/Other</i>			
Squad 35			Located at Station 35.
2003 Ford 550 4x4			
Squad 34			Located at Station 34.
2002 Ford 550 4x4			
Utility 35			Located at Station 35.
1991 Chevy 1500 2x4			
Utility 38			Located at Station 38.
2001 Ford 250 4x4			
1940 Parade Engine			Located at Station 37.
<i>Command Vehicle</i>			
Chief 8600			Chief Command response vehicle;
2003 Ford 150 4x4			located at Station 38.

PIO has a five-year lease purchase agreement for the new Engine 38. The engine is used for structure and wildland fires and has a capacity of 600 gallons with a 1,250 gallon pump. The useful life is 15 years. The engine was funded 100% by Development Impact Fees. Upon receipt of the new engine, the district transferred the old Engine 38 to Station 31. PIO staffs one engine at a time and requires two people per primary engine. Engine 38 is always staffed; however, if the resident program provides necessary staffing, engine 31 is also staffed.

The CIP notes that it could be necessary during the next five years to purchase an additional fire apparatus to maintain and improve the current level of service required due to the impact of future residents and commercial development.

Personnel and Staffing

PIO funds a total of seven full-time equivalent safety personnel plus one non-safety administrative person. This includes one full-time chief responsible for district supervision and operations, one full-time fire captain, two full-time fire apparatus engineers, and two full-time firefighters. These positions receive limited benefits and they do not have a bargaining unit.

Table 77: Pioneer Fire Protection District Personnel and Staffing

Classification	Number: Full-Time Part-Time (Vacancies)	Pay Range	Retirement Type: PERS/Other Rate: (i.e. 2%@55)	Bargaining Unit/Union and Other Types of Benefits
Chief	1 FT	\$6,250/month	N/A	N/A
Fire Captain	1 FT	\$5,000/month	N/A	N/A
Engineer	1 FT	\$4,500/month	N/A	N/A
Firefighter	1 FT	\$4,200/month	N/A	N/A
Administrative	1 FT	\$3,000/month	N/A	N/A

The district currently has about 20 unpaid volunteers. The PIO funds a resident volunteer program and pays a nominal reimbursement fee of \$75 per shift. The fee includes mileage and meal reimbursement. Residents must be certified as a First Responder, must possess a class B driver license, and must pass a physical performance standard. There are currently ten volunteers in the resident program. District staff state that the program fills up with seasonal CDF employees after fire season closes.

PIO informally shares volunteers with other agencies such as Diamond Springs/El Dorado FPD, CDF, and USFS. District policy prohibits a board member from volunteering as a firefighter, although district staff acknowledges that the courts have overturned similar policies at other districts.

District staff notes an underlying countywide shift in volunteerism that is especially prevalent in PIO. Volunteers must meet more stringent physical and statutory mandated training standards which has shifted the demographic to younger volunteers who also have less availability. Lifestyle changes and increased land values are also shifting the demographics in PIO from a large retired population to younger commuters with less daytime availability. As a result, volunteers are now better trained but unavailable and many areas of the district are left with limited or no coverage.

Training requirements for fire personnel are set by Federal and State statutory requirements, NFPA standards and the chief. EMSA sets medical training standards. Ongoing training is constant for operational staff and medics must obtain 40 hours of continuing education every two years. Medical and Hazardous Materials staff participate in an Incident Command

System Refreshers program. Board members occasionally receive training as well.

PIO has informal arrangements for shared training but no formal agreements. The district sponsors basic firefighter training and participates in a joint volunteer recruitment academy once a year with six other districts in the southern half of El Dorado County. The district contributes funds for each candidate and provides instructors from PIO staff. A materials fee is sometimes charged. Training is also provided by the County Training Officer's Association.

Administration, Management, and Operations

Board of Directors

PIO is governed by a five member board of directors. Directors are elected district wide and serve four year staggered terms. Three directors were elected in November 2004 due to one resignation and one incumbent who did not re-file. District staff reports that about half of the elections are contested and controversial. The district occasionally has difficulty recruiting qualified board members. Directors do not receive a stipend or other compensation.

The board meets the second Tuesday of every month at 6:00 pm at the District Office in Station 38. Three directors are required for a quorum as mandated by the Health and Safety Code. Public attendance can range from three to 60 people depending on the meeting topics and meetings are sometimes covered by the Mountain Democrat when contentious. Board members sit on several ad-hoc committees including, but not limited to, policy and revenue enhancement. Staff provides meeting notice by posting agendas. The board has adopted Robert's Rules of Order to guide meetings, and all new board members attend a Brown Act workshop and an Ethics workshop. ADA accessible parking, rest room and meeting room are available.

There is no pending or recent litigation and the last Grand Jury investigation was in the 1990s relating to fire extinguishers. No recommendations were offered.

Administration—General

PIO Headquarters are located at Station 38. Office hours are posted as Monday through Friday from 10:00 am to 4:00 pm; however, the office is often open beyond the posted hours. Records and archives are kept at the office. The district does not have a website.

Worker's compensation insurance for staff and volunteers is provided by FASIS, administered by the Fire Districts Association of California. Atwood

Insurance Agency administers liability insurance at \$1,000,000 per occurrence for staff and volunteers through the Northern California Fire District Association (NCFDA) underwritten by American Alternative Insurance Corporation. Atwood also provides Errors and Omissions and vehicle insurance. The aggregate for these policies is \$7,000,000.

PIO has an adopted mission statement and policy handbook that was revised in January 2006. The handbook contains general policies as well as policies for personnel, operations, board of directors, board meetings, and development. By-laws were adopted in June 1991.

Administration—Financial

All district funds are kept in the County Treasury and the County Auditor provides all accounting and banking services. County Payroll provides all payroll services. All County services are provided through informal arrangements and receivables are processed for the standard 1% administration fee. Payables and other County services are provided at no charge. The district contracts with an independent auditor for a biennial audit. The most recent audit was conducted for the years ending June 30, 2003 and 2004. The audit report noted that the district has not maintained an adequate record or inventory of its investment in general fixed assets.

The chief has full authority to spend funds within a line item but needs board approval to transfer funds between line items. The district holds one credit card. Staff presents a monthly financial report to the board using a County accounting form to report accounts payable.

Purchasing or financial policies are currently being developed by the chief and his administrative officer.

Administration—Operations

PIO publishes a monthly operations report on the number of calls, including the type, location, and the response time for each call. The chief requires mandatory fire call log reporting and the EMSA requires mandatory emergency medical call log reporting. Other standards for reporting call logs are determined by El Dorado County HazMat, El Dorado County Air Pollution Control District, Child and Elder Abuse, and the El Dorado County Building and Planning Departments. Calls are tracked through two systems: the Fire House software and the CDF Emergency Command Center (ECC, which tracks all calls on the Western slope of the County). PIO utilizes call logs for statistical analysis, trend monitoring, and development of the CIP. The logs are filed in-house and a monthly summary by community is published in the district newsletter.

A large increase in call volume occurred approximately four to six years ago and the numbers have remained fairly steady over the last three years. All calls are accurately reported in the district's software and the ECC data base.

The 2005 response report produced by PIO software breaks down calls as follows:

Table 78: Pioneer Fire Protection District Call Log

Type of Call	Number	Percentage
Fires	89	18%
Medical Aids	300	61%
Vehicle Accidents	64	13%
Public Assists	39	8%
Total	492	100%

A total of 492 responses were reported. Fairplay had the most calls at 151, followed by Sand Ridge corridor (113), Grizzly Flats (66), Mt. Aukum (65), Mutual Aid (63), and Omo Ranch (34). ECC data shows that the district responded to 374 calls in 2003 and 288 through October, 2004.

PIO meets the 14-45 minute response time standard for Rural Centers and Rural Regions as set in the County General Plan. According to ECC data, the average response time throughout the district was 15 minutes, 17 seconds in 2003 and 16 minutes, 19 seconds in 2004 through October. The average response for 69 fire calls from January to October 2004 was 22 minutes, 57 seconds.

Staffing standards are set by the Board of Directors at the recommendation of the chief. PIO staffs one engine at a time and requires two people per primary engine. Engine 38 is always staffed. For apparatus, PIO adapts NFPA equipment standards to take into account local conditions such as terrain. The chief makes equipment recommendations with input from a committee of experts and interested parties. The district was able to purchase a new engine with development impact fees, but quality standards for other apparatuses are contingent on available funds. The NFPA guidelines are also used for district's personal equipment standards. However, PIO staff indicates that there is always some sort of PPE shortage depending on available funds.

Additionally, the chief sets vehicle maintenance standards based on NFPA guidelines. Each vehicle has a maintenance and service log which is used to generate an annual report. The district contracts for individual maintenance jobs but does not have ongoing contracts. Staff performs minor repairs in-house. All facilities maintenance is performed in-house except garage doors, which are contracted out.

Prior to 2005, building maintenance has been deferred for six years because district resources had been dedicated to engines/equipment and personnel. Consequently many buildings are now deteriorating with dry rot. Building maintenance was funded in the current 2005-2006 budget and a contractor

has inspected the district facilities and is preparing a cost estimate. Priority repairs to stations 35 and 38 will begin when the weather permits.

Funding and Budget

PIO receives 9% of the property tax base share and AB 8 increment. The County augments property tax revenues up to a 13% equivalency. The district's budget is based on budget principles approved by the Board of Directors. Revenue is projected at \$800,650 for FY 2005-2006.

Revenue source percentages are:

Property taxes	67%
El Dorado County General Fund contribution	27%
Other general revenue	6%

Operating expenditures for FY 2005-2006 are budgeted at \$717,445 and allocated as follows:

Services and supplies	42%
Personnel Services	58%

Development Impact Fees for FY 2005-2006 are projected at \$105,000. PIO receives development impact fees of \$ 2,250 for residential units, \$0.64 per square foot for commercial units with sprinklers and \$1.26 per square foot for commercial units with no sprinkler system. The fees were increased in March 2006 by 50%. Proposed capital expenditures through 2007-2008 are fully funded by Development Impact Fees or reserves. These expenditures include a replacement Station 35 in Grizzly Flats, other station upgrades and new fire apparatus.

New debt is the result of a \$350,000 lease purchase agreement for a new fire engine. The district will pay \$150,000 in 2004-2005 and \$50,000 annually for the next four years. As noted earlier, nearly all operating funds are allocated to staffing, creating a funding gap for building maintenance and lower priority items. Deferred maintenance has led to deteriorating facilities.

Although the Board of Directors does not have policies for the amount of reserves, the budget principles advise that the budget should identify and set aside a prudent general fund reserve. The budget includes a board-approved contingency of 5% of operating revenue.

Group purchasing with CDF may be utilized when cost effective. Some engines may be purchased from OES bids. The district occasionally uses County Central Stores for supplies.

The PFA holds several fundraisers throughout the year for PIO. District staff recommends the priorities for the donated funds.

Grants

PIO has applied for numerous grants either in-house or through CDF. A grant from the Department of Homeland Security is pending for assistance to firefighters. Several grants were approved or received within the last year. The district received a grant from CDF of up to \$20,000 to match a \$40,000 PIO expenditure on PPE such as SCBAs. A \$7,000 BLM grant provides a 10% match on wildland apparatus. The district also received a \$40,000 OES grant through the County for communications equipment and an OTS grant for extrication equipment.

Cooperative Agreements

The district has an automatic aid agreement with Amador FPD for service to River Pines. This contract was approved in 2002. PIO has an MOU with the PFA whereby the district provides certain training, uniforms and the like to volunteers and the PFA sponsors fundraisers for the benefit of the district. The MOU was signed in 2006. The County Emergency Medical Services Agency contracts with PIO to provide ALS service within district boundaries. The County provides medical supplies and training only. The district is a non-transport ALS provider and has no ambulances.

Boundaries

There are several islands in the district that contain structures. These are generally Williamson Act lands or private land blocks within federal areas. No action has been taken to annex these areas, although annexation is desired by the district.

U. Rescue Fire Protection District

Background

Originally, the Rescue Volunteer Firefighters Association was the fire provider in an area of approximately 34 square miles, or 21,760 acres in the mid-western portion of El Dorado County; however, in 1970, a tax was approved for the needed services and the Rescue Fire Protection District (RES) was formed in December 1974 by LAFCO Resolution #74-26. It is empowered under the Health and Safety Code to provide fire protection, rescue, emergency medical response and hazardous material services. The district is generally bounded by El Dorado County Fire Protection District on the northwest, north and northeast, by Cameron Park CSD to the south and west, by Diamond Springs-El Dorado FPD to the east. An area to the west of Rescue FPD separates it from El Dorado Hills County Water District and is

historically designated as Rescue's sphere of influence. Terrain in the district is generally characterized by rolling hills; however, the district includes major geographic features and terrain that either impedes service or makes it particularly difficult for the district to serve. These features include Kanaka Ridge to the west, Pine Hill, steep slopes of 20-40% grade in the northwestern area and certain parts along the Weber Creek drainage.

Rescue serves the rural community areas of Kanaka Valley, Luneman, Jergens, Arrowbee and the Starbuck Road, with a total district population of approximately 7,500, of which 3,472 are registered voters, dispersed throughout the district on large parcels. Service is provided to approximately 2,132 homes and other structures. The entire district is considered a SRA for wildland fire protection and there is a significant wildland fire interface with a high fire hazard severity designation on CDF maps.

Major access corridors within the district include Green Valley Road, Deer Valley Road, Lotus Road Starbuck Road, Springvale Road, Luneman Road, Kanaka Road. Other important roadways include Bass Lake Road, Ponderosa Road, Gold Hill Road, North Shingle Road. Kanaka Road and other smaller dead end roads throughout the district present a significant challenge to access for fire protection and emergency evacuation.

Land uses are principally developed and undeveloped large lot residential estates on 5-10 acre parcels. Agriculture uses in the district include commercial operations of vineyard/winery, olive and olive oil, lavender and cattle/grazing. An area to the east of the district contains developed and vacant parcels zoned industrial, including the Mountain Firewood Company, a commercial firewood business that processes and stores large quantities of fire wood. A commercial storage facility is also proposed for this area. The Sogno winery hosts special events and gatherings, such as weddings, dinners and meetings and is open to the public for wine tastings, etc. Four schools are included in the district as well as many churches. A new high school will be constructed at Green Valley Road. The uses contribute to the demand for services.

EID supplies water in the district. More than 200 fire hydrants are used and maintained by EID, in conjunction with the district. Water is also supplied in many areas by private wells and the district provides fire protection to these areas with water tender/tankers. A 60,000 gallon water tank with enough pressure to supply one fire hydrant is located at Calle De Vino and Fria Springs roads. While there are ponds in many parts of the district, these are seldom used for fire suppression; however, the district does maintain a water draft site at Winchester Drive. A second drafting location is on the South Fork of the American River. Drafting from natural water sources is a water supply of last resort.

The district uses a “water shuttle” system to effectively provide an unlimited water supply to for fire suppression in areas without hydrants. Water is transferred to the principal engine/fire tender at the scene from later arriving engines. Those engines then drive to the nearest hydrant and refill, ferrying water as needed to the principal engine/fire tender. The district’s standard for water delivery is a minimum of 250 gallons per minute for 20 minutes. Engines are capable of pumping 1250-1500 gallons per minute.

The district’s ISO rating is 4/8, with the lower rating for areas that are nearer to fire hydrants and the higher rating for those areas served by water tender and tankers, even though the district’s “water shuttle” delivery system meets ISO standards. This ISO rating was completed in July 2004. The previous ISO rating was 7/10.

Growth and Population

Rescue FPD adjoins the highest growth areas of El Dorado County. The southwest section of the district, adjacent to rapidly growing El Dorado Hills, is its highest growth area. In the 1999-2000 Improvement Plan, the district projected a growth rate of 3%; however, the district notes a 6.5% growth rate in the 2004 Facilities Improvement Plan Report, which is higher than El Dorado County as a whole. Presumably this growth rate is due to the district’s proximity to El Dorado Hills and other economic trends. Population is expected to increase by approximately 1,800 persons by 2008.

The greatest growth in the district is from construction of new homes on existing parcels. The district contains 617 vacant residential parcels. The district receives a building permit report from El Dorado County monthly, which shows current trends indicating that new permits have increased steadily from a total of 51 permits in fiscal year 1999-2000 to 61 permits in fiscal year 2002-2003. The district reports current rates are approximately 8 new construction permits a month, and notes that it is difficult to predict building growth rates.

The district anticipates continued growth and development within and near its boundaries. At present inside the service boundary, the Travois Subdivision (Pioneer Place 4) is under construction and the Silver Springs subdivision, with approximately 244 homes, has land use entitlements to build. Additional growth in the southern and western areas will occur with proposed and planned subdivisions, which will also be considered as the County General Plan is implemented.

Services and Programs**Table 79: Rescue Fire Protection District Services and Programs**

Type of Service	Provided By/ Contact Person	Service Capacity and Other Notes
<i>Fire Services</i>		
Fire suppression	Coordinated by Chief	Entire District.
Arson/other investigation	Fire Prevention Officer	Entire District.
Plan checking/permits	Fire Prevention Officer	Commercial Plans; Residential on Referral.
Residential inspection	Fire Prevention Officer	Requests only.
Commercial inspection	Fire Prevention Officer	Fire Prevention Officer
Burn permits	Fire Prevention Officer	All Officers
Fire safe inspections	Fire Prevention Officer	All Staff
Hydrant inspection	Fire Prevention Officer	All Staff
Gas inspection	Fire Prevention Officer	All Staff
Defensible space, chipper inspection / regulation	Fire Safe Council/Fire Prevention Officer	All Staff
Controlled burn programs	Not Provided	All Staff
Other: Tree removal		Clearing Power Lines.
<i>Hazardous Materials</i>		
HazMat 1 st Responder	On-Duty Staff	District with County.
<i>Rescue Services</i>		
Search and Rescue	All Staff	South Fork American River.
Swift Water Rescue	All Staff	Support Sheriff Staff.
Vehicle Rescue	Staff, First responder to accidents	Responds to all vehicle accidents, assist traffic control; extrication equipment, Grant.
<i>Other Safety Services and Programs</i>		
Car seat inspection	Limited	Only with original car seat documents.
Life safety inspections	Coordinated by Chief	
Public education programs	Coordinated by Chief	Homeowners Assns. & Other Groups.
Children/school programs	All Staff	At Local Schools; Prevention Week & requests.
Station tours	All Staff	
Disaster/evacuation plans	Fire Prevention Officer	Coordinate with Fire Safe Council.
Animal rescue	All Staff	Large animal calls; horses, rattlesnakes, etc.
Hazardous Conditions	All Staff	E.g.: Downed power lines, fallen trees.
<i>Medical Services</i>		
EMT 1 (defibrillator)	All Staff	3 Firefighters, Engineers
Advanced Life Support	3 Firefighters, 1 Engineer	Will have ALS engine company on duty 24/7
EMT-Paramedic	3 Firefighters, 1 Engineer	Will have ALS engine company on duty 24/7
Education Programs	CPR classes/First Aid	

The Rescue FPD Station is not a designated “Safe Place” for children because the Board of Directors, after careful consideration, decided against the designation because the station is unoccupied when staff is out on an emergency call.

The Rescue fire chief notes that geography, topography and road access are the greatest challenges and barriers to service provision. The northern areas of the district are along the South Fork of the American River and are the most difficult to serve. Some areas lack roads altogether or contain only dirt or gravel roads. The chief notes that in the 2001 Hickok fire, Rescue FPD staff followed a bulldozer in to the fire area in order to access the fire line. Recreational users along the American River also create a demand that is difficult to serve. However, he notes that all parts of the district are accessible with the right equipment. The chief states that automatic aid arrangements and cooperative assistance among agencies significantly enhance fire services.

Infrastructure and Facilities

Table 80: Rescue Fire Protection District Infrastructure and Facilities

Existing Facility: Type/Size	Year Built or Remodeled	Address, Location in District	Characteristics
Station 83	July 1976, remodel 1999	5221 Deer Valley Road approx. 5100 sq. ft.	3 bays, 2-deep for 6 vehicles, loft area, conference room, Chief's office, sleeps 3, bathrooms, front office, kitchen, radio room, tool room.
Station 81	1989	1771 Lotus Road. North of Springvale Road. Approx. 4500 sq. ft.	Resident “Sleepers;” Living quarters, loft, storage; Mechanic Shop; 1½ Bays.
Rose Springs Literary Society Building	1899	5221 Deer Valley Road Donated to Fire District, restoration/remodel effort underway (volunteer)	USPS rents 900 sq ft. Meeting Room.
Vacant Parcel 2.3 acres		Green Valley Road. near Deer Valley West	Vacant, unimproved.
Vacant Parcel, 1 acre		Green Valley Road. near Deer Valley West	Vacant, unimproved.
Proposed Facilities / Infrastructure	Date of Completion	Location	Notes
Station 82	Unknown, dependent on development	In or near Silver Springs Subdivision	Conceptual plan. Cost estimate: \$500,000.

The district has a long standing desire to construct a new fire station in the west end of the district to ensure fast and adequate response to calls in that area and to serve expected growth, especially in the Silver Springs area. The chief states that it would also be desirable to have the new station located close to the site of the high school and middle school on the south side of Green Valley Road.

Rescue FPD makes its facilities available to other agencies and community groups. Station 81 on Lotus Road has been used as a search and rescue base of operations. The Rose Springs Building is frequently and regularly used by community groups, including quilters, church groups, and others. The United States Postal Service rents 900 square feet for its Rescue Post Office. Work by volunteers to renovate the upstairs space will enhance and improve the availability of fire district space for the public. The district does not use facilities of other agencies for district programs.

Equipment and Vehicles

Table 81: Rescue Fire Protection District Equipment and Vehicles

Vehicle/Year/Model	Type (Structure or Wildland)	Capacity, # Gallons & GPM	Location and Other Notes
Engine 83 2000 International / Westmark	Type 3	500 gallons water, 500 GPM Pump	Located at Station 83; Flotopump, ALS,AED, Airbags, Class A Foam, Hurst Tool, Vehicle Stabilization Kit, Lighting, etc.
Engine 283 1984 Ford F-800 E-One Builoup	Type 1/3	750 gallons water 1250 GPM Midship pump 125 GPM aux. Pump	Flotopump, BLS, Airbags, Class A&B Foam, 2200 watt Generator, Monitor, Located at Station 83 Lighting, etc.
Engine 383 1987 Ford F-800 E-One Builoup	Type 1/3	1000 gallons water 1250 GPM Midship pump 125 GPM aux. Pump	Located at Station 83; Flotopump, BLS Class B Foam, 2200 watt Generator, K-12 saw, 35' ladder, Monitor, Lighting, etc.
Water Tender 83 1994 Freishliner Hi-Tech Builoup	Type 1	3200 gallons water 1250 GPM Midship Pump	Located at Station 83; Monitor, Pre-connect 1 ½ hoses, SCBA, Lighting, Tools, BLS medical.
Utility 83 90 Chevy 4X4 (½ ton pick up)	Type 1		Located at Station 83; BLS Medical , 4WD.
C 8300 2000 Ford Explorer			Located at Station 83; BLS Medical, 4WD, MCI Kit.

Vehicle/Year/Model	Type (Structure or Wildland)	Capacity, # Gallons & GPM	Location and Other Notes
Engine 81 1987 Ford F-800 E-One Builoup	Type 1/3	750 gallons water 1250 GPM Midship Pump 125 GPM aux. Pump 125 GPM aux. Pump	Located at Station 81; Flotopump, Lighting, 2200 watt Generator, Monitor.
Squad 81 1986 Ford E-One Builoup	Type 4	200 gallons water 175 GPM Skidmount Pump	Located at Station 81; ALS, AED 4WD, Fixed Telescope Lighting, etc.
Utility 81 Chevy 4X4 (½ ton pick up)	Type 1		Located at Station 81; BLS Medical.
Convault, above ground fuel tank		500 Gallons diesel 500 gallons gas	Located at Station 83.
Generator		4000 Watt	Located at Station 81.
Hazmat Containment Cache			Located at Station 81.

Personnel and Staffing

Rescue FPD is staffed by ten full-time paid personnel, 16 “paid call” employees, two volunteer firefighters and one part-time clerical staff. A minimum of two firefighters are scheduled on duty at all times in addition to the fire chief. The district has no administrative or clerical staff; however, one engineer provides help with these duties. All non-management paid employees may be members of the Rescue Firefighter’s Association, a non-union bargaining group. Volunteers and paid call employees may not be members of the bargaining group. The fire chief notes that the district is at full staffing and all are trained to, at least, an EMT level.

Table 82: Rescue Fire Protection District Personnel and Staffing

Classification	Number: Full-Time Part-Time (Vacancies)	Pay Range	Retirement Type: PERS/Other Rate: (i.e. 2%@55)	Bargaining Unit/Union and Other Types of Benefits
Chief	1 FT	Approx. \$78,000	3% @ 55	Medical, Dental, Vision, paid training, uniform/boot allowance.
Captain/EMT	3 FT	Approx. \$51,000- \$60,000	3% @ 55	Medical, Dental, Vision, 1 week paid training, uniform/boot allowance.
Engineer/EMT	1 FT	Approx. \$44,000- \$51,000	3% @ 55	Medical, Dental, Vision, 1 week paid training, uniform/boot allowance.
Firefighter/EMT	2 FT	Approx. \$38,000- \$44,000	3% @ 55	Medical, Dental, Vision, 1 week paid training, uniform/boot allowance.
Firefighter/ Paramedic	0	Approx. \$38,000- \$44,000	3% @ 55	Medical, Dental, Vision, 1 week paid training, uniform/boot allowance, \$50 Paramedic incentive.
“Paid Call” Firefighters	19	Approx. \$6.75/hr actual hours worked	N/A	Uniform, safety gear provided.
Volunteer Firefighters	2			Uniform, safety gear provided.
Apprentices	3 FT	Approx. \$6.75/hr		Provided uniform allowance

Membership in the California State Firefighters Association is provided to all bargaining group members. A 1% longevity bonus is added for every five years of service, up to 5%. A 5% cost of living adjustment was approved in 2003. The chief states that recruitment and turnover are not a problem for the district. All staff meet the minimum training requirements set by OSHA, DSHA and the NFPA. Three paramedics are listed on the volunteer/paid call

roster in the 2003 Annual Report. On-going training is an important priority for district staff with one week per year paid as an employee benefit. All staff and volunteers attend the El Dorado County Volunteer Fire Academy, a multi-district academy including Diamond Springs-El Dorado, Cameron Park, El Dorado Hills County Water District, Pioneer and Rescue.

Administration, Management, and Operations

Board of Directors

The five-member Rescue FPD Board of Directors is elected at large to four-year staggered terms. Terms expire in odd numbered years; vacancies and expired terms have often been filled by appointment. The last contested election was March 2004. Ad Hoc committees include budget, personnel, and JPA. Board meetings are held at Station 83 near Deer Valley and Green Valley Roads on the second Wednesday each month at 6:30 pm. A quorum consists of three members; three votes are required for any action to be approved. Notice of Board meetings is posted in three designated locations, including Station 83. Typically attendance is low, with only a few citizens attending; however, large numbers of citizens do attend meetings when controversial items are on the agenda. The chief notes that while the meeting location may not specifically meet all ADA requirements, the station is not inconvenient for handicapped persons to attend and every reasonable accommodation is made for those who need assistance.

Board members do not receive stipends, benefits, or expense reimbursement. Training is offered to Board members, such as attending LAFCO-sponsored training sessions and the League of Women Voters training on the Brown Act and Fair Political Practices Commission requirements. There is no pending litigation, no recent court decisions and no recent Grand Jury investigations. Mr. William Wright provides legal services as needed.

The board has adopted a conflict of interest code, purchasing procedures, claims procedures, a mission statement and a number of other policies and procedures.

Administration—General

Office hours are 8:00 am to 5:00 pm Monday through Friday at Station 83 and the district now maintains a web site at www.rescuefire.com. District records and archives are housed at Station 83 and 81.

Insurance coverage through FASIS includes directors' errors and omission coverage, worker's compensation for all employees and volunteers, as well as liability coverage and property insurance for buildings and vehicles. Additional paramedic coverage is also purchased through Atwood Insurance Company.

Administration—Financial

District funds are held in the El Dorado County Treasury. The County provides financial services, including payroll services at no charge. All districts are assessed a 1% tax collection and processing charge by the County Auditor's office. An independent audit is conducted annually. For purposes of this report, the chief provided LAFCO with a copy of the 2002-2003 audit prepared by John Warden, CPA. The Board of Directors has adopted a conflict of interest code, purchasing procedures, claims procedures, and a number of other policies and procedures for financial transactions.

Routine financial reports are prepared monthly and reviewed at board meetings for the directors to approve all expenditures. The chief is authorized to sign payroll and to make health insurance disbursements to ensure timely payments.

Administration—Operations

The district publishes an annual report summarizing calls, activities, response times, automatic aid received and provided, training activities and certifications, prevention activities and vehicle maintenance. Call logs are used as workload indicators for type and location of calls. A total of 585 calls are reported for 2003, with medical aid calls accounting for 43%, vehicle accidents and vehicle fires representing 19% each. Structure fires make up 9% of the 2003 calls and wildland fires 7.6% of calls. Friday, Sunday and Monday are the busiest days, with the majority of calls occurring between 8:00 am and 5:00 pm. Increases in call volumes have been gradual, with medical calls increasing slightly more than other types of calls. Activity data for 2001 through 2004 was provided by the district. For this period, medical calls and "service calls" increased, consistent with the population increasing and a greater demand for such services. Annual totals for fires, vehicle accidents, hazardous conditions and "other" were variable.

Rescue FPD meets or exceeds County minimums for minimum level of service for response times. All rural areas of the district can be reached within the 15-45 minute standard. Rescue FPD is the first responder for the northernmost portion of the Cameron Park Community Region. Its response times in that area exceeds the County minimum.

Staffing levels are set by the Board of Directors and the budget. Although a staffing analysis was done years ago, the chief states there have been no recent analyses of staffing. There are no shortages of personnel or other equipment; however, some equipment is wearing out faster in recent years as the call load has increased.

Vehicle maintenance is performed in-house. The district has a 25-year turnover plan for all vehicles. Building and facilities maintenance is performed

in-house. The chief notes the most important needs are for building maintenance. The fire station is 30 years old and the downstairs areas need to be remodeled. A new roof is also needed.

Funding and Budget

The discussion in this section is descriptive and amounts cited are approximate, based on information received from the district and other sources. Revenues sources available to the district include property tax, assessments, Home Owners Property Tax Relief (HOPTR), earned interest, rent, County supplement fund, development impact fees, and grants. Based on actual revenues in the 2003-2004 fiscal year, \$561,769 (61%) were received from total property taxes. A direct assessment (Measure L) of \$128,159 funded 13.5% of the budget and the County supplement amounted to \$124,500 for another 13% of the revenues received. Rents, HOPTR, and interest payments added approximately \$23,000. Another \$82,000 was transferred from reserves to fund \$32,000 in non-recurring expenses and \$50,000 for contingencies.

Development impact fees are \$1.01 per square foot per residential dwelling unit. No development impact fee revenues were appropriated into the 2004-2005 budget from development impact fees; however, \$72,072 were added to the reserved trust account for a total of \$261,487, according to the district's budget documents and its latest audit. The funds are reserved for the construction of a new fire station as described in the 2004 Facilities Improvement Plan Report.

The chief notes that the greatest financial concern is the instability of existing revenue sources, especially the County supplement fund and potential changes caused by the State's budget problems.

The 2004-2005 budget provides for \$50,184 in contingencies. Reserve account funds are allocated for compensated absences and future capital replacement; expenditures in those categories are not projected to occur in the 2004-2005 fiscal year. The district also retains undesignated reserves.

For Fiscal Year 2004-2005, salary and benefit expenses increased 9.2% over the previous year, for a total of \$821,654. Services and supplies for fiscal year 2004-2005 total \$142,652. An increase in professional services is noted for work by MuniFinancial related to the district's new benefit assessment.

Rescue FPD has been successful in previous efforts to secure voter approval for special benefit assessments needed to cover increasing costs of providing service. Measure L was originally approved for 4 years and added \$50 per parcel for engines and stations. The assessment was later extended to pay for personnel and made permanent. The probability of existing sources of

property tax revenue being reduced prompted the district to attempt a ballot measure in March 2004. The successful Fire Suppression Benefit Assessment #641 added \$186,391 to revenues in the 2004-2005 budget.

As noted earlier, John Warden, CPA, prepared the district's 2002-2003 audit. The audit report affirms that the general purpose financial statements fairly present, in all material respects, the financial position of the Rescue FPD. Operations ending June 30, 2003 are consistent with accounting principles applied on a basis consistent with that of the preceding year, as well as accounting systems prescribed by the State Controller's Office and State regulations governing special districts.

Grants

Over the past 18 to 24 months, fire districts have all been actively pursuing more grant funds. An OES grant will soon provide additional radio equipment. Department of Homeland Security and BLM grants are pending.

Rescue Fire District is the lead district for all El Dorado County Fire Districts and will receive an OTS grant in the amount of \$274,479. While this line item appears in the budget as one-time revenue, Rescue will accept the funds and coordinate distribution of funds and equipment to all other agencies. The funds will be used for extrication equipment. The net value of Rescue FPD's share of the grant is approximately \$31,000.

Cooperative Agreements

Rescue FPD participates in numerous cooperative agreements with other agencies, including California Mutual Aid Agreement, Regional Chief's Mutual Aid Agreement, Five-Party Cooperative Agreement-El Dorado County Western Slope Fire Services Mutual Aid Agreement and CSA #7-El Dorado County Contract for Pre-Hospital ALS and Dispatch Services. The district has numerous informal agreements with community groups and other agencies for shared equipment, services and facilities. For example, El Dorado County has provided payroll and other financial services and the district works closely with the Fire Safe Council. The chief could not identify any liabilities associated with the various cooperative agreements and noted the benefits of reciprocity.

Boundaries

In 2003-2004, Rescue FPD and El Dorado Hills County Water District evaluated the possibility of a reorganization to combine both agencies into a single fire provider. Preliminary discussions suggested mutual benefits and cost savings through economies of scale for a single larger fire provider. Citizen concerns at special meetings held to consider the reorganization prompted the Board of Directors to conduct an advisory vote on the concept. The measure affirmed the voters' desire to retain the current organization of Rescue FPD. No studies or economic analyses were prepared.

The district notes that the area within its sphere of influence to the southwest is seeing more development. The County Building Department has allowed permits to be issued for new home construction in the sphere area without requiring annexation on both the east and west sides of the district. There is no incentive for homeowners to annex, although property insurance rates are lower for fire district residents. While this problem is common to all fire districts, construction in the Duck Hollow area and near Kanaka Ridge is problematic for Rescue FPD because it is the first responder to these areas outside its boundaries. As noted in earlier sections, those outside a fire agency's boundaries do not pay for service. Non-residents do not contribute property tax or special assessments towards the cost of services. The citizen-taxpayers within the district effectively subsidize service to non-residents.

Historically, the boundary between Cameron Park CSD and Rescue FPD has been problematic. Cameron Park CSD could be the first responder in southern areas of Rescue FPD. CAM desired to annex parts of Rescue FPD in the early 1990s but was unsuccessful. Unfortunately new developments on lands in the southern parts of Rescue FPD were excluded from park and recreation services provided by CAM because of opposition removing the lands from Rescue FPD's existing boundary. These lands are now in the Limited Service Sphere of Influence for Cameron Park CSD and may annex without detachment from Rescue FPD at some time in the future. Such annexation would somewhat reduce the service impacts described in LAFCO's 2004 Service Review of West County Parks, Recreation, Open Space and Related Services.

The chief notes that the boundary does not match the first response area in all parts of Rescue FPD and adjacent fire providers. He emphasized that the cooperative agreements and commitment to service by all fire protection providers in El Dorado County reduces the significance of boundaries.

Community Outreach and Involvement

The Rescue Volunteer Firefighters Association (RVFA) is closely associated with the district and provides scheduled annual community activities to support and enhance the efforts of the district. The RVFA activities include "Rescue Day" and an annual Christmas tree sale.

The budget shows expense items for the following local memberships: Fire Chiefs' Association, Training Officer's Association, Prevention Officer's Association, and Training Officer's Library. The district belongs to CSFA, California State Firefighters Association and California Fire Chiefs' Association, including Training Prevention and Mechanics sections, and the California Association of Code Enforcement. The district also belongs to the National Fire Protection Association and the International Conference of Building Officials. The district works closely with the Fire Safe Council.

V. City of South Lake Tahoe

Background and History

The City of South Lake Tahoe was incorporated on November 10th 1965. On September 20th 1966, Ordinance No. 82 establishing a City Fire Department was adopted by the South Lake Tahoe City Council. The municipal fire department of the City; is organized, equipped and trained to perform fire suppression duties in structural fire fighting, vehicular fires and initial attack for most related events. The City is bordered on the northwest by Lake Tahoe, on the northeast by the California/Nevada line, includes a portion of the most southeasterly end of Lake Tahoe and extends from to the shore line to the south and east.

The adjacent fire suppression agencies are Lake Valley Fire Protection District, Fallen Leaf Lake Community Services District and Meeks Bay (on the northeastern corner of Lake Tahoe). USFS lands border the City's east and southeast sides.

The City's area includes 11,531 acres, or 18.01 square miles, plus an additional 5 square miles of lake/water area, which lie inside the Eldorado National Forest and within the Tahoe Basin. Elevations range from 6,200 feet at lake level to 10,000 feet at Freel Peak. All incorporated land is considered LRA and not part of an SRA. Major access roads include California Highways 50 and 89 and Nevada Highway 207. The City has a significantly developed core area that hugs Highways 50 and 89 to the north and Pioneer Trail along the southern edge.

The City in general, but particularly more so in residential developments, is in a major risk area for wildland fires. Wildland fires may be the single greatest threat to the City in terms of human suffering and mass destruction of property. The tree damage caused by insects and drought and regulations on tree cutting create a potential for fire disaster in the area.

The 2000 Census reports the population of South Lake Tahoe to be 23,609 people with approximately 8,390 registered voters. Based on this data, the City is home to one of the most diverse populations in the El Dorado County. The average household size is 3.15 people with a total of 14,005 housing units (9,410 occupied). Over 4,000 housing units are renter-occupied. Seasonal/recreational use occupancy takes up 3,677 units.

Tourism and recreational uses are the primary bases of the Lake Tahoe economy. Local business and industry occupations provide employment for approximately 12,000 workers, distributed among several sectors such as retail, health and social services, and arts and entertainment. The area north of the Highways 50 and 89 "Y" interchange and between 3rd Street and Texas

Avenue, is the City's industrial sector. Commercial uses occur throughout the City, generally adjacent to the either Highway 89 or 50 from west to east; however, the commercial occupancies extend one to two blocks north and south of these corridors. The South Lake Tahoe Airport is at the western edge of the City off of Highway 50. The hotel sector in the eastern area near Stateline Road is also important to the City's economy. Tahoe Keys presents high density waterfront residential uses within an inlet harbor at lake shore near the center of the Community.

Residential growth is approximately 29-30 permits annually. The Tahoe Regional Planning Agency (TRPA) sets building allocations and imposes regulations and restrictions on growth; the anticipated allocation remaining for residential units is approximately 300 units. Redevelopment efforts are expected in the vicinity of Highways 50 and 89 at the "Y" and in the Al Tahoe city center areas along highway 50. Building permits are tracked by the City Community Development Department, Building Division.

Water supply for fire suppression is provided through a system of hydrants. The ISO rating of the city as of May 1997 is 5/9.

Services and Programs

Table 83: City of South Lake Tahoe Services and Programs

Type of Service	Provided By/ Contact Person	Service Capacity and Other Notes
<i>Fire Services</i>		
Fire Suppression	SLTFD	100%; Year-round.
Arson/Other Investigations	SLTFD and Police Department	Origin and Cause: Fire Criminal Investigation: Police; Year-round.
Plan Checking/Permits	City Building Division and SLTFD Fire Prevention Division	Co-approach to this process; Year-round.
Residential Inspection	City Building Division	100%; Year-round.
Commercial Inspection	Building and Fire	100% Building (BLDG Code) Fire (Fire Code); Year-round.
Burn Permits	SLTFD	100% within City Limits Seasonal (Spring, Winter, Fall).
Fire safe Inspections	SLTFD	100%; Year-round.
Hydrant Inspection	SLTFD and South Tahoe Public Utility District	100%; Non-Winter Months.
Gas Inspection	Gas Company	
Defensible Space, Chipper Inspection/Regulation	SLTFD, USFS and Fire Safe Council	100% as funding allows; Seasonal.
Controlled Burn Programs	USFS	100% within the Forest; Seasonal.

Type of Service	Provided By/ Contact Person	Service Capacity and Other Notes
<i>Hazardous Materials</i>		
HazMat 1st Responder	SLTFD	100%; Year-round.
<i>Rescue Services</i>		
Search and Rescue	SLTFD	100%; Year-round.
Swift Water Rescue	SLTFD	100%; Year-round.
Vehicle Rescue	SLTFD	100%; Year-round.
Ice Rescue	SLTFD	100%; Year-round.
High Angle Rope Rescue	SLTFD	100%; Year-round.
<i>Other Safety Services/Programs</i>		
Car Seat inspection	CHP	
Life safety Inspections	SLTFD Fire Prevention	100%; Year-round.
Public Education Programs	SLTFD	100%; Year-round.
Children/School Programs	SLTFD Fire Prevention	100%; Year-round.
Station Tours	SLTFD Fire Prevention	100%; Year-round.
Disaster/Evacuation Plans	SLTFD Fire Prevention	100%; Year-round.
Animal Rescue	SLTFD Fire Prevention	100%; Year-round.
<i>Type of Service</i>		
Medical Services	SLTFD CALTahoe JPA*	100%; Year-round
Basic Life Support	SLTFD	100%; Year-round.
EMT 1	SLTFD	100%; Year-round.
EMT 1 (defibrillator)	SLTFD	100%; Year-round.
Advanced Life Support	CAL Tahoe JPA*	100%; Year-round.
EMT-Paramedic	CAL Tahoe JPA*	100%; Year-round.
Education Programs	SLTFD	100%; Year-round.
Other:		

* Cal Tahoe JPA supported by SLTFD, Lake Valley Fire District and North Tahoe Fire District

The chief notes that funding limitations are the greatest impediment to providing service. He notes that expanded revenue streams are needed for local government services. There are no areas of the City which are inaccessible, or receive lower levels of service due to terrain or access problems.

Infrastructure and Facilities

The South Lake Tahoe Fire Department operates 3 fire stations, described below. Staff members note that Stations 2 and 3 will need to be replaced because of size limitations and to accommodate new equipment. The Fire Department also uses storage space at the Lake Tahoe Airport.

Table 84: City of South Lake Tahoe Infrastructure and Facilities

Existing Facility: Type/Size	Year Built or Remodeled	Address, Location in District	Characteristics
Station No. 3 (also houses Admin. Offices)	Remodeled 1982	2101 Lake Tahoe Blvd. (530) 542-6163	New heating/cooling system (Annual Report, 1999).
Station No. 2	1958	2951 Lake Tahoe Blvd. (530) 542-6162	Transferred from County following City incorporation.
Station No. 1	1994	1252 Ski Run Blvd. (530) 542-6161	Constructed with redevelopment funds and Mello-Roos funding.

Equipment and Vehicles

The equipment and apparatus of the fire department reflects its orientation towards structural fires and emergency medical services. The department staffs 3 engine companies that are Type I design, but according to an October 2000 Citygate Fire Planning Guidance document, budget considerations have currently reduced staffing to 36.8 budgeted positions and budget considerations may eliminate one engine company.

Table 85: City of South Lake Tahoe Equipment and Vehicles

Vehicle/Year/Model	Type (Structure or Wildland)	Capacity, # Gallons & GPM	Location and Other Notes
<i>Engines</i>			
Engine 1 1999/HME	Structure	750/1500 GPM	Own – Foam.
Engine 2 1991/E-1	Structure	500/1500 GPM	Own – Foam.
Engine 3 2003/Ferrara	Structure	750/1500 GPM	Own – Foam.
Engine 203 1981/Van Pelt	Structure	750/1500 GPM	
Truck 2 1984/LTI	Structure	100/1500 GPM	75" Ladder.
<i>Rescue Vehicles</i>			
Patrol 2 1989 Ford ¾ ton	Wildland/ Rescue	250/300 GPM	Own.
Patrol 3 1996 Ford ¾ Ton	Wildland/ Rescue	250/300 GPM	Own, Carries Ice Rescue, High Angle Rescue and Rappelling Equipment.
<i>Utility/Other</i>			
Boat	Open Water Rescue Boat		
<i>Medical Vehicles</i>			
Medic 1 Braun	Ambulance		Leased through JPA.
Medic 3 Braun	Ambulance		Leased through JPA.

The Fire Department also operates a rescue boat which supplements the police boats and is available for rescue response during times the police boats are not available, such as evenings, nights and off-season

The Fire Department is dispatched through a combined Police/Fire Communications Center. This Communications center also dispatches for the Lake Valley Fire Protection District, the Fallen Leaf Lake CSD Fire Department and CalTahoe.

City Fire and Police agencies were recently approved to move forward with the installation of Wireless Data devices (Mobile Data Computers) into both fire and police vehicles. The estimated combined cost, including software and hardware, is approximately \$270,000.

A radio broadcast station isolation system is planned for 2007 to minimize crew disturbance due to the increased radio traffic. Prior to full implementation of the new single channel dispatching system, a new dispatch procedure and policy will be written. This policy will include dispatching procedures for Lake Valley Fire Department, Fallen Leaf Lake Fire Department, CalTahoe JPA Units, and the City of South Lake Tahoe.

In addition to a change in dispatch procedures, the Fire CAD system is being reprogrammed to accommodate a "run card" assignment for all of the over 100 NFIR response types and will aid the Communications Center in managing resources for the California South Shore agencies.

The Fire Department maintains 28 SCBAs for use during fire fighting operations and when hazardous atmospheres are encountered. These units were recently replaced with new, NFPA-conforming Survivair Panther SCBAs through FEMA's Assistance to Firefighters Grant at a cost of \$112,000.

Additionally, under the same grant, SLT was able to purchase the second of two thermal imaging cameras with telemetry. These devices assist firefighters in locating entrapped fire victims, hidden or remaining fires, sources of heat, and other improvised uses.

At the present time, the SLT Fire Department is in the process of replacing 67 sets of PPEs (Structural Turnouts) through grant funding. As part of this process, the fire department is also serving as the primary applicant on joint grant requests with Lake Valley Fire District, which is looking to replace 45 sets of PPEs.

Presently vehicle maintenance is performed by the City's Fleet Management Department (Central Garage). In a cooperative effort, the fire department assists in sending two mechanics through the annual California Fire

Mechanics Academy. This venture had proven valuable as these individuals have become experts in the maintenance and repair of fire apparatus.

The fire department, through the use of Safety Sales Tax, budgets replacement funds to replace major equipment and apparatus. At the present time, the Fire Department is developing specifications for a replacement ladder truck.

Personnel and Staffing

When formed in 1966, the Fire Department was comprised of a chief and an assistant chief for administration duties; a fire marshal assigned to full-time fire prevention and investigation activities, assisted by suppression companies; three men on duty with in-service apparatus; and, due to the physical configuration of the City at the time, three manned engine companies—one company at each of the three fire stations; three dispatchers; a mechanic; and part-time clerk.

The SLT Fire Department currently has a total of 42 allocated positions with a three-platoon system. Hence, 9 personnel are on duty daily. Additional staffing consists of one truck company and 2 ambulances that are not designed or equipped to fight fire but are staffed by qualified firefighters who help make up the department's on-duty effective force. The fire department is equipped to handle a moderate risk fire with the on-duty forces but relies on mutual and automatic aid to provide additional staffing for significant fires or emergencies.

Reduced staffing on engine companies due to budget cuts and turnover in lower ranks are two staffing challenges cited by the chief.

Table 86: City of South Lake Tahoe Personnel and Staffing

Classification	Number: Full Time Part Time (Vacancies)	Pay Range	Retirement Type: PERS/other Rate: (i.e. 2%@55)	Bargaining Unit/Union and Other Types of Benefits
Chief	1 FT	\$7,170 to \$9,151 Monthly	3%@50	Unrepresented.
Administrative Secretary	1 FT	\$2,027 to \$2,587 Monthly	2.7% @ 55	SLT General Employees Bargaining Unit.
Battalion Chief (Fire Marshal)	1 FT	\$5,847 to \$7,766 Monthly	3%@50	Safety Management Unit.
Battalion Chief	3 FT	\$5,847 to \$7,766 Monthly	3%@50	Safety Management Unit.
Captain	9 FT	\$4,078 to \$5,391 Monthly	3%@50	SLT Fireman's Association.
Engineer	9 FT	\$3,596 to \$4,648 Monthly	3%@50	SLT Fireman's Association.
Firefighter/ Paramedic	12 FT	\$3,540 to \$4,679 Monthly	3%@50	SLT Fireman's Association.
Firefighter	6 FT	\$3,186 to \$4,211 Monthly	3%@50	SLT Fireman's Association.

Training requirements are set by the fire department and by the California Fire Service Training and Education System. Training standards for medical staff are set by the El Dorado County EMSA Medical Director. Fire and EMS training is ongoing in accordance with County and industry standards. Department personnel attend both in-house and outside class training. The medics are responsible to keep their certifications current and the JPA offers many of the required classes locally. The medics can enroll in CE classes from other schools or agencies, if necessary on a case by case basis. The City also utilizes CFSTES classes for Fire Officer and Chief Officer, which are sometimes offered locally through IEC training or in Monterey Peninsula College.

The department's offered in-house training is a minimum of 240 hours per year, per employee. These guidelines are in conformance with NFPA and OSHA standards.

Reserves are not paid any stipend or remuneration. They train for a minimum of 6 months with paid personnel on a 3 to 4 hour per week schedule. At the completion of this period, they are graduated to level 2 status, at which time they are expected to do one 24-hour shift per month with the department. They also are issued pagers so that they may also respond to emergency

calls. During this 24-hour shift, they work with the crew on-duty with the expectation that they perform at a firefighter level and complete any assigned duties or activities. They are also provided with a full set of turnouts during both level 1 and level 2 phases of reserve status and are expected to be proficient in the use of all department equipment as a level 2 (pulling 24-hour shifts). They are expected to complete any crew activities during these 24-hour shifts.

Administration, Management, and Operations

Administration and management of the fire department is under the City Council which has a Council/Manager form of government. General administration, payroll, banking, accounting, audit and budget, insurance, records management and labor negotiations are managed by the City Manager. Fire service operations are subject to the policies and procedures of the City, including financial safeguards, checks and balances. The City maintains a user-friendly website with detailed information about the fire department. The Council does not have a Committee for fire related issues. The department's main offices are at 2101 Lake Tahoe Boulevard in South Lake Tahoe and they are open to the public during the hours are of 8:00 am to 5:00 pm, Monday through Friday.

Operations

The following operations summary depicts annual incident counts and averages. In his opinion, the chief does not believe the population increase of South Lake Tahoe over the past 10 years has been substantial enough alone to increase the fire department's response volume. He credits the change of demography in the overall community to at least part of the increase. The information in the table below is provided on the fire department website. Also, please take note that in 2001 the fire department started providing advanced life support transport services.

Table 87: City of South Lake Tahoe Annual Incident Count (1965-2005)

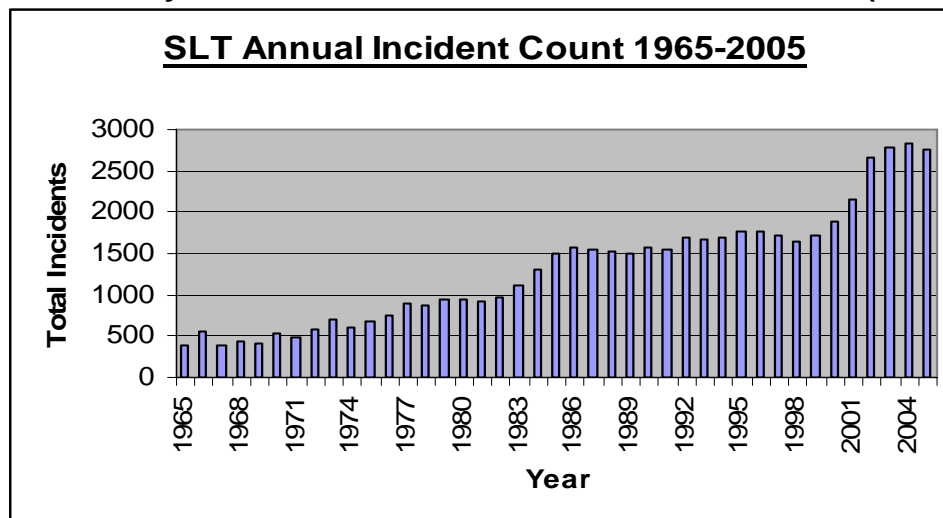


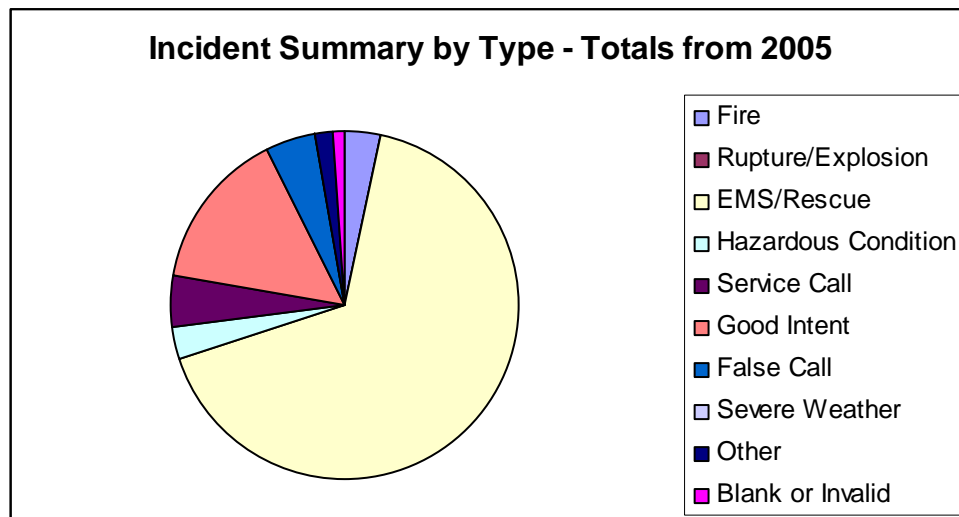
Table 88: City of South Lake Tahoe Annual Incident Count and Averages Yearly Run Totals 2003 to 2005

Year	Total Incidents	Daily Average	Monthly Average
2003	2,776	7.61	231.33
2004	2,831	7.76	235.92
2005	2,757	7.55	229.75

The following table and pie chart are summaries of the percentage of calls by type for 2005. The table identifies the total incidents. The pie chart gives a visual reference to how incidents of each type were received in 2005. EMS/Rescue incidents are by far the most common types of emergency situations responded to by the City.

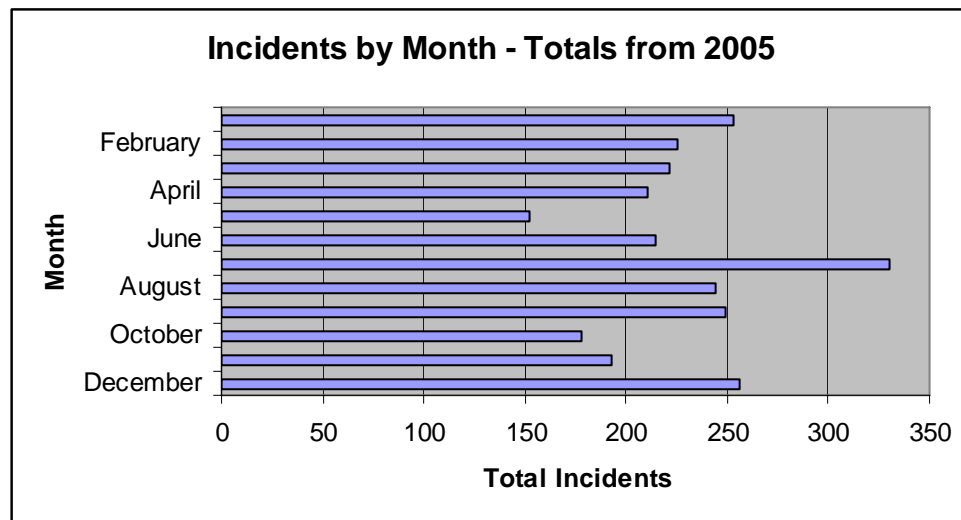
Table 89: City of South Lake Tahoe Incident Summary by Incident Type

Date Range: From 1/1/2005 To 12/31/2005		
Incident Type	Incident Count	Average of Total Incidents
Fire	91	3.30%
Rupture/Explosion	2	0.07%
EMS/Rescue	1,835	66.56%
Hazardous Condition	89	3.23%
Service Call	129	4.68%
Good Intent	401	14.54%
False Call	132	4.79%
Severe Weather	2	6.45%
Other	45	1.63%
Blank or Invalid	31	1.12%

Table 90: City of South Lake Tahoe Incident Summary by Incident Type – Totals from 2005

The primary call types affected by seasonal trends are Fire and EMS. During the fall and winter months fire activity increases due to wood heating appliance use and seasonal startup. The Fire Department's overall incident volume peaks in July and August due to the influx of tourist and the community pursuing recreational activities. See below the table below for the seasonal trends.

Table 91: City of South Lake Tahoe Incidents by Month – Totals from 2005



The

average volume of calls peaks during the weekends on Saturdays and Sundays, with the greatest number occurring on Saturdays. During the rest of the week, call volume is regularly lower. This could be due to the amount of tourism in the area, with most visitor influx occurring on the weekends. Incidents broken down by time of day are at their highest from 10:00 am to 8:00 pm, with the least incidents occurring from 3:00 am to 7:00 am.

Table 92: City of South Lake Tahoe Incidents by Day of the Week – Totals from 2005

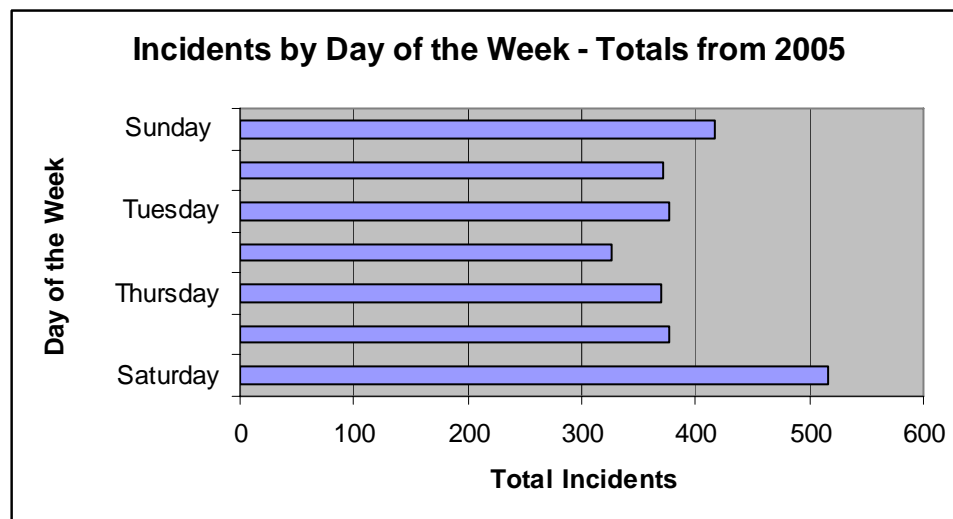
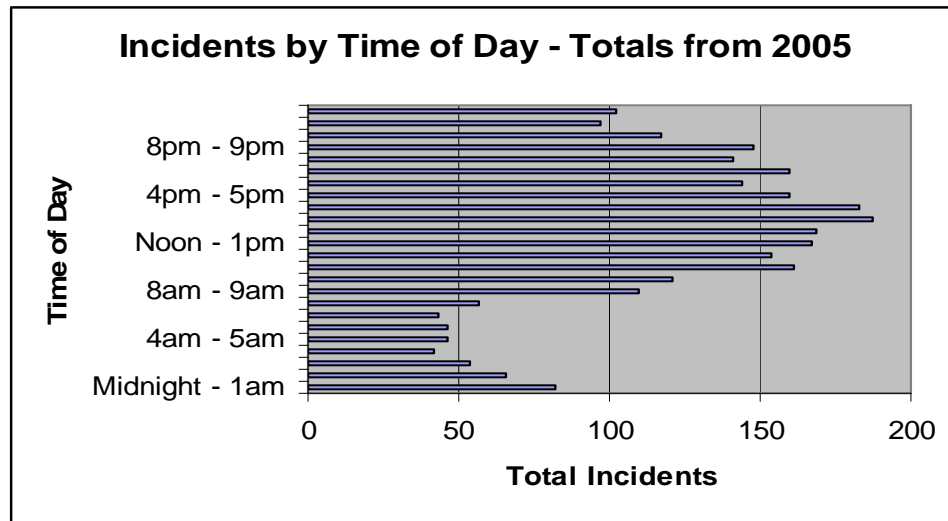


Table 93: City of South Lake Tahoe Incidents by Time of the Day – Totals from 2005

Funding and Budget

The fire department budget is comprised of five (5) divisional budgets; Administration, Suppression, Fire Prevention, Support Services, Training/Safety Services, and Emergency Medical Services. The Fire Department is funded from four (4) sources, the first and largest funding source is the City's General Fund, the second source is through the Safety Sales Tax Fund, the third is through funds paid through the CalTahoe Joint Powers Authority and the fourth is Miscellaneous Revenue Sources (including miscellaneous fees, interest revenue, etc.).

The CalTahoe JPA provides revenue to the City equal to expense demands to provide paramedic ambulance services to the City. In addition, the program also generates enterprise funds by providing inter-facility transportation from Barton Memorial Hospital to other outbound facilities.

Table 94: City of South Lake Tahoe Funding and Budget – Revenues

Revenues	2002-2003 Actual	2003-2004 Actual	2004-2005 Board Adopted
Fire Administration			
City General Fund	\$3,545,149	\$4,027,729	\$3,858,852
U.S. Forest Service	\$0	\$30,000	\$0
Other-Service Charges	\$801	\$1,000	\$740
General Fund Total	\$3,545,950	\$4,058,729	\$3,859,952
Safety Sales Tax Fund			
Fire Suppression			
Fire Suppression – Contract Service	\$13,610	\$13,500	\$13,500
Fire Suppression – Structural Fire Fee	\$5,241	\$5,000	\$0
Emergency Medical Service (EMS)	\$6,412	\$39,000	\$46,501
Overtime Reimbursements	\$0	\$1,000	\$50,844
Fire – Safety Sales Tax			
Sale of Product	\$9,000	\$0	\$0
Fire – Vehicle Replacement			
Interest / Dividends Revenue	\$0	\$0	\$3,450
Transfer in from ABAG (212)	\$0	\$0	\$300,000
Operational Transfer-In Safety Sales Tax	\$0	\$70,000	\$70,000
Safety Sales Tax Fund Total	\$34,263	\$128,500	\$484,295
Joint Powers Authority			
EMS – JPA			
Miscellaneous Reimbursement	\$34,445	\$423,912	\$410,686
Joint Powers Authority Revenue Total	\$34,445	\$423,912	\$410,686
Miscellaneous Revenue			
Fire Prevention			
Fire Prevention – Miscellaneous Fees	\$300	\$300	\$300
EMS – Inter-facility Transfers			
Interest/Dividends Revenue	\$0	\$500	\$0
Miscellaneous Reimbursement	\$0	\$90,000	\$0
Miscellaneous Revenue Total	\$300	\$90,800	\$300
TOTAL REVENUE	\$3,614,958	\$4,701,941	\$4,755,233

Table 95: City of South Lake Tahoe Funding and Budget – Expenditures

Expenditures	2002-2003 Actual*	2003-2004 Actual**	2004-2005 Board Adopted
Fire Administration	\$211,271	\$341,331	\$262,090
Fire Suppression	\$3,139,666	\$3,601,763	\$3,447,539
Fire Prevention	\$7,542	\$5,154	\$5,328
EMS - JPA	\$31,789	\$430,567	\$449,810
Fire – Safety Sales Tax	\$224,690	\$229,816	\$192,488
EMS – Inter-facility Transfers	\$0	\$41,957	\$0
Fire – Vehicle Replacement	\$0	\$51,353	\$397,618
Total Appropriations	\$3,614,958	\$4,701,941	\$4,754,873

The City is currently revising development, inspection and impact fees on a citywide basis. Presently the Fire Department collects few fees; however, this will most likely change once a new Fee Ordinance has been adopted. The City is currently evaluating fees for development and development related services. This will lead to a new fee ordinance being adopted to assist with the repair, replacement and purchase of infrastructure needs.

The Fire Department has been fortunate to receive support from local area Service Clubs and private citizens. A gentleman who represents the handicapped segment of the community coordinated an effort to raise significant funds for the department, assisting in the purchase of the first two thermal imaging cameras.

The City participates in the League of Cities ABAG program and receives competitive rates on financing.

The Department repaired 1,600 feet of hose by recoupling in 2003. This saved the City approximately \$4,000.00 in what would be replacement costs. Department personnel made these repairs. Additionally, the fire department in cooperation with the City police department is recycling police SUV's for use as Fire Department Staff Vehicles. These vehicles are targeted to leave the police fleet when they reach either 5 years of age or 100,000 miles; however, under this agreement, two of these vehicles will leave the fleet short of these criteria and will finish their useful life in service of the Fire Department.

Cooperative Agreements**Table 96: City of South Lake Tahoe Cooperative Agreements**

Agreements	Date	Parties	Area/Purpose
<i>California Mutual Aid Agreement</i>			
Regional Chiefs' Mutual Aid Agreement		South Lake Tahoe, Lake Valley FPD, Fallen Leaf Lake CSD, Meeks Bay, North Tahoe FPD, North Lake Tahoe FPD (NV), Tahoe Douglass FPD (NV), Squaw Valley CSD, North Star CSD, Carson City (NV), East Fork (NV), Reno (NV), and Truckee (CA).	Immediate and Urgent Need resource requests from local area.
Nevada		Bi State Compact - OES	
Joint Powers Agreement	11/1/00	City of South Lake Tahoe, the Lake Valley Fire Protection District, and the North Tahoe Fire Protection District	To Establish, Operate, and maintain an Emergency Medical Services Authority.
Joint Powers Agreement	7/1/01	El Dorado County and North Tahoe Fire Protection District North Tahoe FPD will provide services to Area No. 3 Tahoe West Shore Zone of Benefit (the area known as Meeks Bay)	Contract for PreHospital Advanced Life Support Services and Dispatch Services. The original contract with Cal Tahoe was amended to include service to clients of Enki Health and Research Systems, the contracted mental health provider for Alpine County.

In addition, the Fire Department has an informal agreement for cooperation with the Tahoe Douglas FPD for assistance and cooperation along the Stateline corridor. The Fire Department is also involved with Red Cross (CPR and First Aid), RACES (volunteer communications group), Tahoe Regional Planning Agency, Lohontan Water Quality Board and Ski Patrol.

Boundaries

The City has considered consolidation on more than one occasion. As recently as 2003-2004 a consultant to the City completed a preliminary analysis of the possibility of consolidation with Lake Valley FPD. The City hoped to continue or improve levels of service and also realize cost savings through greater economies of scale with a larger combined fire service organization. Unfortunately, the study found that significant costs would accrue to the City because of the differences between the two agencies employee benefits, pension programs and other related costs.

The Mutual Aid Reports below are based on statistical information drawn from 2005 incidents. According to the data provided, the City responded to almost four times as many Mutual Aid calls outside its boundaries than others responded to assist on calls inside the City. In 2005, the City responded to 443 Mutual Aid calls and received 114 assists from neighboring districts.

Table 97: City of South Lake Tahoe Mutual Aid (Given and Received)

Mutual Aid Given		Mutual Aid Received	
Mutual Aid Code		Mutual Aid Code	
3 Mutual Aid Given	149	1 Mutual Aid Received	56
4 Auto Aid Given	290	2 Auto Aid Received	57
41 Auto Aid Given by contract	4	(blank)	1
Grand Total	443	Grand Total	114

Totals for Aid Given: 306 incidents outside of the City, but within El Dorado County; 90 of which are in the Heavenly Ski area
127 incidents over Stateline in Nevada
10 incidents in Alpine County

Totals for Aid Received: SLTFD received mutual aid for 113 incidents

The City Manager is considering annexation of certain small areas where the City has facilities outside its boundaries. These annexations are unlikely to affect the fire service or directly increase revenues to the City. Land use controls under TRPA limit the possibility for development in and around the City boundary. Thus, typical annexations to the City for services to support development are unlikely at this time.

Community Outreach and Involvement

The Fire department participates in an annual public education event called "Fire Fest" which is scheduled around Fire Prevention Month (October) each year. The Department also works closely with the Lake Tahoe Unified School District in the presentation of "Every Fifteen Minutes" which is a program that teaches youth about the results of drunk driving and also assists with the "Drug Store" project which is an anti-drug program targeting middle school youth. The department chief is active in the following organizations:

- International Association of Fire Chiefs
- California Fire Chiefs' Association
- California League of Cities Fire Chiefs' Department
- Western Fire Chiefs' Association

- Rotary International
- EDC Fire Chiefs' Association
- Tahoe Regional Chiefs' Association
- Chamber of Commerce
- International Association of Arson Investigators
- National Fire Protection Association
- International Code Congress
- Fire Safety Officers' Association

W. The California Department of Forestry and Fire Protection (CDF)

Although LAFCO does not have jurisdiction over State agencies, the following narrative on the California Department of Forestry and Fire Protection (CDF) is included in this MSR so that the Commission and citizens and residents of El Dorado County can fully understand the scope and breadth of fire suppression and emergency services in the County. Such a picture cannot be created without providing information on fire protection within SRAs and other additional services that CDF provides to surrounding areas. As such, CDF is considered by local fire suppression agencies as an integral partner.

Background

CDF is one of the largest fire agencies in California and the nation. In addition, it regulates and inspects timber harvesting on private lands and is the States' fire safety agency providing leadership to local government in fire prevention education, engineering and enforcement. CDF protects the natural resources on 31 million acres of wildland in California, but, more importantly, it protects all the citizens within those acres, their homes and businesses. CDF contracts with over 200 cities and local entities to provide their fire, rescue and hazardous materials emergency services. In 2004, CDF responded to over 300,000 emergencies, performed 2,000 timber harvest inspections and made roughly 5,000 life safety inspections of large commercial/public occupancies in California. Most of these emergencies were not wildland emergencies. CDF routinely responds to jurisdictions outside its normal boundaries and occasionally outside the State as well. CDF is routinely tasked during disasters by the Governor's Office of Emergency Services to manage and supplement other agencies emergencies. CDF responds to emergencies in all 58 counties and 400 cities in California. It protects all the land, property and citizens in the state.

CDF has 635 fire stations (230 State funded plus 405 locally funded) which house 1,027 fire engines, 103 rescue squads, 12 aerial ladder trucks, 58 fire dozers, five mobile communications centers, 11 mobile kitchens. It also has 45 conservation camps which house 195 fire crews; 13 air bases that house 19 air tankers and 13 air tactics planes; 11 heli-attack bases which house 11

helicopters and their crews and 24 fire lookouts. In addition, CDF funds 82 fire engines and 12 fire dozers in counties it contracts to. All told, CDF has 3,800 full-time fire professionals, 1,400 seasonal firefighters, 5,500 volunteer firefighters, 2,600 Volunteers in Prevention and 3,800 inmate or ward firefighters, 160 California Conservation Corps firefighters and 230 foresters.

CDF is a leader in managing major emergencies of all kinds, both inside and outside its jurisdictional boundaries. These include wildland fires, floods, earthquakes, hazardous materials emergencies, riots, snowstorms and some non-emergency events. To do this, it has ten Incident Command Teams (ICTs) made up of 27 members each that are on call all year-round to respond to any of the states disasters in any jurisdiction.

The California Board of Forestry, the predecessor to CDF, was created in 1905 along with the position of State Forester. In 1927, a reorganization of State government created the Department of Natural Resources with its Division of Forestry and a Division of Beaches and Parks. The State Forester headed the California Division of Forestry and reported to the Director of the Department of Natural Resources.

The Office of the State Fire Marshal (OSFM) was consolidated into CDF in 1995. The OSFM supports the CDF mission to protect life and property through fire prevention engineering programs, law and code enforcement, and education.

Mission

The California Department of Forestry and Fire Protection protects the people of California from fires, responds to emergencies and protects and enhances forest, range and watershed values, providing social, economic, and environmental benefits to rural and urban citizens. CDF's objectives are intended to:

- Protect the lives, property, and natural resources of the people of the State of California, while maintaining the health and safety of its workforce
- Contain costs and losses due to wildfire through improved prevention of damaging fires and the optimization of its initial attack fire suppression organization
- Streamline its operational and regulatory functions regarding forest practices and vegetation management practices on wildlands
- Optimize the cost-effectiveness of the services provided through partnerships and cooperative agreements with all levels of government and the private sector.

The Department of Forestry and Fire Protection provides fire protection services for some local governments on a cost reimbursement basis. Departmental employees and equipment provide emergency response services for floods, earthquakes, and hazardous material spills, and other non-fire emergencies as part of the California Emergency Plan. CDF also provides protection of lives and property through the development and application of fire prevention engineering, enforcement and education.

Fire Protection Program

The Fire Protection Program protects California's forest, brush, and grass covered wildlands from potential damages resulting from uncontrolled fire on private and state-owned lands and enhances the quality and usefulness of these resources. The program provides "basic fire protection" to SRA and other wildland areas; seeks to hold fire damage at or below the five-year average and minimize the impairment of economic, social and environmental benefits. The underlying assumption is that uncontrolled fire is a public nuisance which must be abated by a combination of fire prevention, fire control and cooperative fire protection.

CDF's strategic plan states that it is the largest multi-task fire department in the world. It was primarily a wildland fire agency that began expanding into a multi-task force approximately 20 years ago. In addition to the fire protection of over 31 million acres of California's privately owned wildlands, CDF provides emergency services and manages wildland resources including timber, range, and watersheds. The CDF mission is all encompassing: to respond to any type of emergency including fire, medical, earthquakes, train wrecks, floods, etc. Through its unique contractual powers, CDF contracts with local entities to provide full fire and emergency services. These agreements are referred to as "Schedule A" agreements. Services include structural fire services, such as those provided in Cameron Park. "Schedule B" services for wildland fire are the backbone of the CDF and the work for which CDF is most recognized. There are approximately 200 "Schedule A" agreements statewide.

Resource Management Program

California's state and private forest, range, watershed lands and urban forests provide multiple human and environmental benefits. The objective of this program is to maintain and enhance those benefits and to minimize damage to these resources from natural catastrophe and human misuse. Objectives are met by regulation of timber harvesting, technical assistance to non-industrial landowners, operation of state demonstration forests, operation of forest nurseries, vegetation management projects, and administration of federal forestry.

Approximately 10% of the agency's efforts are spent on range, watersheds, vegetation management, and fuels reduction. CDF uses prescribed fires and the chipper program to reduce fuels in the forest. CDF is responsible for law enforcement of timber-harvesting practices on private lands. CDF requires an approved Timber Harvesting Plan (THP) to outline tree harvest procedures on TPZ designated lands. Registered Professional Foresters (RPFs) are licensed to prepare the plans.

Amador-El Dorado Unit

CDF is divided into four regions and 21 operational units. The Amador-El Dorado Unit (AEU) is one of those operational units. AEU includes the counties of Amador, El Dorado, Alpine, Sacramento and portions of San Joaquin Counties. The entire Unit encompasses 2,667,840 acres, of which 1.5 million acres are classified SRA by the legislature. Under a special agreement (Cooperative Fire Protection Agreement) between CDF and USFS, the Amador-El Dorado Unit has responsibility for 903,803 acres of Direct Protection Area (DPA) in all five counties. The statewide CDF training academy is located in the AEU Station at Lone.

Wildland fire protection in El Dorado County is the primary responsibility of either CDF, USFS or local government. CDF is legislatively responsible for those lands deemed SRA, which 565,613 acres in El Dorado County have such a designation. The USFS is responsible for those lands deemed as FRA and local government is responsible for those remaining lands deemed as LRA. Examples of LRAs are the City of Placerville, City of South Lake Tahoe, a small portion of Cameron Park and El Dorado Hills. As noted earlier, the designation is important because the agency having jurisdiction for wildland fires is fiscally and operationally responsible for fires on its lands. Although the bulk of El Dorado County is either SRA or FRA, all fire agencies in El Dorado County work cooperatively together to suppress wildland fires. The closest fire resource responds regardless of jurisdiction. CDF responds to non-wildland emergencies such as auto accidents, medical emergencies, rescues, hazardous materials emergencies and structure fires as assistance to the local fire agencies

The approximate resident population within the entire Amador-El Dorado Unit's DPA is 320,053 people. In El Dorado County, the highest population densities are found along the Highway 50 corridor, from El Dorado Hills to Pollock Pines. The areas of Pleasant Valley and State Highway 49 south of the community of El Dorado are experiencing a very rapid population growth. In Amador County, the population densities are greatest along the State Highway 88 corridor from Jackson to the Pioneer area.

The Amador-El Dorado Unit's goal, as stated in its Fire Plan, is as follows:

"The goal of this plan is to reduce loss of life, protect improvements, communities and other assets at risk from wildfire through a focused pre-fire management program and increasing initial attack success while keeping cost to a minimum."

The unit works closely with the public, local fire providers, fire safe councils, USFS and other state and local agencies to accomplish its mission.

Besides fire and emergency response, the CDF also concentrates on resource management as described above and works with the Resource Conservation Districts within the Unit. Over the last ten years, CDF has annually treated 1,000 acres under the Vegetation Management Plan (VMP). VMP projects have been concentrated within urban interface areas due to land use patterns and increasing population densities.

The major industries that support the local economy include timber, tourism, recreation, wine and fruit production, construction, service-oriented businesses and to a lesser extent at this time, light industry. All of these industries have been, at one time or another, affected by wildfires in the Unit. Hundreds of thousands of dollars have been lost both directly and indirectly due to wildfires. It has been estimated that a closure of Highway 50 during the summer months would result in a loss of between 1.5 and 2 million dollars a day in the South Lake Tahoe Basin (including Nevada interests).

A significant seasonal population increase occurs in El Dorado County in mid-spring with the start of the logging season. The increase continues through late fall with the influx of seasonal workers during the apple and grape harvest periods. With the easy access to the Lake Tahoe Basin and the many other recreational areas and summer homes, tourism and recreation are also major factors that influence the population of the Unit during fire season. Seasonal residents also contribute to population increases throughout the fire season. While many popular recreation destinations are located within the Eldorado National Forest, visitors travel through and may impact CDF responsibility areas.

Within the Unit there are two all year trans-Sierra highways: State Highway 50 in El Dorado County and State Highway 88 running through Amador County. Crossing the Unit from north to south is historic State Highway 49, on the west side of the Sierras and State Highway 89 in the Lake Tahoe Basin on the east side of the Sierra Crest. Most of the major population growth in the area has historically been along the two east-west highways, but with the influx of more high-tech industry into the Sacramento area, there is now a tendency to expand north and south from the major population centers, expanding the area of urban interface into the wildland.

The CDF's AEU DPA ranges from the low lying areas of Sacramento and San Joaquin counties to well above the 4,500-foot elevation in Amador and El Dorado Counties. The Unit encompasses all or part of three major watersheds: the Middle and South Forks of the American River, the North Fork of the Mokelumne River, and all forks the Cosumnes River. Numerous water agencies and power companies utilize the resources of these rivers and their tributaries for generation of hydroelectric power and acquisition of drinking and irrigation water. All of these rivers run into the Sacramento-San Joaquin Delta, and eventually into San Francisco Bay.

Services and Programs**Table 98: The California Department of Forestry and Fire Protection (CDF)
Services and Programs**

Type of Service	Provided By/ Contact Person	Service Capacity and Other Notes
<i>Fire Services</i>		
Fire suppression	Yes	
Arson/other investigation	Yes	Volunteers in Prevention are used (VIP's) for high visible patrol, detailed fire activity investigation and monitoring, and select law enforcement activities.
Burn permits	Yes	
Fire safe inspections	Yes, small equipment inspections	Inspect industrial yards and rental operations.
Defensible space, chipper inspection/regulation	Yes	
Controlled burn programs	Yes	
Power line Inspections		
<i>Hazardous Materials</i>		
HazMat 1 st Responder	Yes	
<i>Rescue Services</i>		
Search and Rescue	Yes	
Swift Water Rescue	Yes	
Vehicle Extrication	Yes	
<i>Other Safety Services and Programs</i>		
Public education programs	Yes	Conducted at County Fairs, Fall Festivals Safety Day, etc. The staff also covers activities involving homeowners associations, schools, civic clubs, church groups, and mass media contacts throughout the year. Fire prevention message changes depending on the time of year, existing fire problems in an area, and audience attending the event.
<i>Other Safety Services and Programs</i>		
Children/school programs	Yes	
Disaster/evacuation plans	Yes	
<i>Medical Services</i>		
Basic Life Support	Yes	
EMT 1	Yes	
EMT 1 (defibrillator)	Yes	

Infrastructure and Facilities

The Amador-El Dorado Unit manages eight CDF fire stations, the Cameron Park Fire Department, “Schedule A” program, two conservation camps, two lookouts and three Amador Plan stations (during winter months) for the Amador County Fire Protection District. During the peak fire season, CDF staffs 13 State funded fire engines, two Cameron Park ALS fire engines with one ALS Medic Unit, two fire-dozers, which require specially trained operators, and nine fire crews. CDF and the Eldorado National Forest operate a joint agency command center located at CDF’s Camino Headquarters. In addition to dispatching all CDF, Eldorado National Forest and Tahoe Management Unit emergency incidents, this center provides emergency dispatch services to six local fire agencies in Amador County and 10 of the west slope fire providers in El Dorado County. In El Dorado County, this service includes all west-slope fire agencies and medic units. Additional information regarding Dispatch services is contained in another section.

Table 99: The California Department of Forestry and Fire Protection (CDF) Infrastructure and Facilities

Existing Facility: Type/Size	Year Built or Remodeled	Address, Location in District	Characteristics
Mt Danaher Station		2840 Mt. Danaher Rd. Camino, CA 95709	Headquarters, Dispatch.
El Dorado Station		Pleasant Valley Road near Mother Lode Dr.	Station and auto shop.
Garden Valley Station		15061 Marshall Road Garden Valley, CA 95663	El Dorado County.
Pilot Hill Station		4731 Pedro Hill Road Pilot Hill, CA 95664	El Dorado County.
Zion Station		19597 Highway 88 Pine Grove, CA 95665	Amador County.
Dew Drop Station			Amador County.
Sutter Hill Station		11600 Highway 49 Sutter Creek, CA 95685	Warehouse and Service Center.
Pine Lodge Station		15035 Highway E-16 (Mt. Aukum Road) River Pines, CA 95675	Amador County.
Station 89			Cameron Park CSD.
Station 88			Cameron Park CSD.
Growlersburg Camp		15440 Longview Lane Georgetown, CA 95634	El Dorado County.
Pine Grove Camp		13630 Aqueduct- Volcano Road, Pine Grove, 95665	Amador County.
Emergency Command Center		2840 Mt. Danaher Rd. Camino, CA 95709	El Dorado County.

CDF shares one station at Dew Drop in Amador County on Highway 88 with USFS. A CDF auto shop is located in an El Dorado CDF Station. All CDF stations in El Dorado County are closed in winter. If funding was allocated by local agencies or the County, CDF stations could remain open all year.

Equipment and Vehicles

CDF operates 13 engine companies, two “fire dozers,” 9 fire crews, a mobile kitchen unit (MKU) and one mobile communications unit within AEU.

Personnel and Staffing

The Amador-El Dorado Unit consists of 138 permanent and 48 seasonal employees. The Unit is further divided into two divisions and five battalions.

Engines are staffed during fire season with a minimum of three firefighters. All stations are staffed with firefighters with a minimum EMT certification.

The CDF State Fire Training and Education Program, approved by CDF and the Office of the State Fire Marshal, provides training, education and certification programs for the California Fire Service. CDF participates in the Lone Academy, a statewide training program that emphasizes basic fire control, search and rescue, driving and engine maintenance, structure firefighting, auto extrication, communication and problem solving. CDF also participates in collaborative training efforts inside and outside the State. Training for Battalion Chiefs, Fire Captains, Fire Apparatus Engineers and fire fighters is performed in-house.

Administration, Management, and Operations

Board of Directors

The Board of Forestry and Fire Protection is a state-appointed body within the Department of Forestry and Fire Protection (CDF). The Board is generally composed of nine members: five from the general public, three from the forest products industry, and one from the range-livestock industry. The Governor appoints all Board Members, and selects a Chairman. All appointments are subject to State Senate confirmation. Members generally serve four-year staggered terms.

The Board is responsible for developing the general forest policy of the State, determining the guidance policies of the Department, and representing the State's interest in federal forestland in California. The board and the Department work to carry out the California Legislature's mandate to protect and enhance the state's forest and wildland resources.

“CDF Firefighters” union represents most CDF employees.

Funding and Budget

The Amador-El Dorado Unit receives approximately \$11.25 million in state funds. CDF is principally funded by the legislature through the State's general fund and partially funded through grants. According to Unit Chief Bill Holmes, CDF has little discretion over its budget.

Timber harvests in state forests historically generate revenue for CDF, but that has not happened for years because of environmental issues.

In 2004, the State Legislature, based on a recommendation from the Legislative Analyst's Office, attempted a SRA parcel tax to underwrite CDF service costs, but the bill was not chaptered into law.

CDF is the only state agency which has an emergency fund that is controlled by the State Department of Finance. The fund pays for extraordinary costs for wildland fire control such as aircraft costs, rental of private equipment and charges submitted to CDF by local fire protection agencies for providing fire fighting resources. Reimbursement to local agencies is made under the California Fire Assistance Agreement.

Budget decreases and loss of CDF firefighting resources have a significant impact on CDF services which thus impact local fire protection districts, especially local fire agencies that rely on CDF support services and equipment.

Cooperative Agreements

California Master Mutual Aid Agreement and California Master Mutual Aid Agreement Addendum (dated June 21, 2004) outlines the local mutual aid agreement in Amador and El Dorado Counties. Mutual aid includes resource and overhead requested, or given, by CDF during the initial period of any incident. There is no exchange of funds between departments.

A local agreement with AEU and local agencies allows for a 6-hour free service period on wildland fires. This is a one-way agreement where CDF promises to pay local government fire agencies for their services. CDF will not normally pay for resources and overhead from the local agency having jurisdiction when used on wildfires within their district. CDF has statutory responsibility for managing vegetation fires in the area defined as SRA regardless of local fire agency boundaries.

The California Fire Assistance Act (CFAA), effective May 7, 2002 to December 31, 2006), specifies reimbursement for personnel, apparatus, and support equipment and includes the following parties:

- State of California, Office of Emergency Services
- State of California, Department of Forestry and Fire Protection
- USDA Forest Service, Pacific Southwest Region
- USDI Bureau of Land Management, California State Office
- USDI National Park Service, Pacific West Region
- USDI Fish and Wildlife Service, California-Nevada Operations

CDF has the ability, through Public Resources Code Sections 4142 and 4144 to contract with a local entity to provide their full fire, EMS and rescue services. CDF has several hundred of these cooperative agreements statewide. A local example of these is the Cameron Park Fire Department, the Amador Fire Protection District and the dispatch contracts for both El Dorado and Amador Counties where CDF provides a full range of services. CDF, as a division of the State, does not solicit “Schedule A” agreements, but responds to local agencies’ requests for services. Cooperative agreements in which CDF decides to participate must be found to benefit CDF and meet their wildland fire protection mission standards. CDF evaluates fire suppression capabilities, equipment, and efficacy before entering into an agreement with another agency.

Community Outreach and Involvement

CDF participates in numerous local community groups and organizations as detailed above, including El Dorado County Fire Chiefs’ Association, and its sub-committees, Tahoe Chief’s Association, the various fire safe councils, TRPA, the EMS JPA for the Western Slope along with California Forest Stewardship Program CDF and UC cooperative Extension.

X. Dispatch

Emergency calls or 911 calls are answered at a Public Safety Answering Point or PSAP. In El Dorado County, there are two types of PSAPs. One is called the Primary PSAP, and the other is called a Secondary PSAP. As their names imply, the Primary PSAP is the first emergency center to answer a 911 call. If necessary, these calls may then be transferred to a Secondary PSAP center. In these cases, the original call for service lies outside the jurisdiction of the Primary PSAP and thus is transferred. In other words, a 911 caller might need an ambulance or fire response, but the Primary PSAP manages only law enforcement resources. In this case, the caller would then be transferred to the Secondary PSAP, which will handle the 911 call for an ambulance or fire emergency. This common occurrence in El Dorado County happens behind the scene routinely and without complications.

El Dorado County has three Primary PSAP centers. They are: the El Dorado County Sheriff’s Department, located in the County Buildings in Placerville, the City of Placerville Police Department, and the City of South Lake Tahoe

Police Department. 911 calls are routed into the appropriate dispatch centers by identifying the geographic location of the 911 caller. For example, if the 911 caller is calling from within the City Limits of Placerville, the 911 call would route to the Placerville Police Department. The same thing would occur for calls originating within the City of South Lake Tahoe or the County area respectively. Each caller would be routed to the appropriate jurisdiction.

However, with the increase number of cellular callers over the recent years, almost all 911 calls via cellular phones are automatically routed to the California Highway Patrol, another PSAP. The only exception within El Dorado County lies when a caller uses a cell phone within the City of Placerville. Here, the geographic location is recognized by cellular technology and it is routed correctly to the Placerville Primary PSAP.

Since all of El County's Primary PSAPs are managed by law enforcement agencies, any call for service that is law enforcement in nature, would be kept there. However, if the call requires fire or ambulance assistance, then the caller might be transferred to a Secondary PSAP. It is important to note that the "secondary" term might not be appropriate in some places, such as in the case of a call to the City of South Lake Tahoe since that agency provides fire, police and emergency medical services. For the Western Slope, however, fire and ambulance calls are routed to Camino Emergency Command Center (ECC) and managed by the California Department of Forestry and Fire Protection (CDF).

CDF's ECC, in Camino is an inter-agency command center that provides dispatch services for their own State resources as well as fire and ambulance resources for the ten local government fire departments on the Western Slope of El Dorado County. The local government dispatch services are under a contract with the El Dorado County Pre-hospital Joint Powers Authority (JPA). In addition, the USFS Eldorado National Forest (ENF) is located in Camino. This provides an almost seamless access to all fire and ambulance resources. Additionally, since this command center is jointly staffed with State and Federal dispatcher, it serves as a gateway to such wildfire firefighting equipment such as air tankers, helicopters, bulldozers, and crews.

The El Dorado County Emergency Medical Services has requirements that direct CDF in Camino and the City of South Lake Tahoe dispatch centers to provide Emergency Medical Dispatch (EMD) instructions. This service ensures the dispatcher interrogates the 911 caller using standard systematic groups of questions and answers. Furthermore, this allows the dispatcher to provide life saving pre-arrival instructions that will aid the person in need (in May, 2006 the El Dorado Fire Chiefs' Association voted to recommend and implement changing the classification of calls based on the types of answers given by the 911 caller).

Since El Dorado County is geographically spread out, with challenging topography for radio communications, there are a few minor areas that have not yet been covered by the ECC and South Lake Tahoe Dispatch. The Meeks Bay Fire Protection is dispatched by the Placer County Sheriff's Office dispatch center out of Tahoe City (Placer East). Another unique situation is in the Fallen Leaf Lake Fire Protection District. Due to the bowl shape of the district, sometimes it is necessary for them to communicate directly to Nevada instead of their main dispatch center in the City of South Lake Tahoe.

With the coordination in El Dorado County between the Primary and Secondary PSAP centers, callers for 911 services are ensured they get the proper resources for their emergency need. The geographic locations of the 911 caller are routinely checked against a master street address guide (MSAG). This process is carried out at the El Dorado County Sheriff's office.

Y. Other Agencies

The following information relates to agencies that work in conjunction with FPDs and CSDs to prevent, minimize and mitigate the economic and personal impact of fires and emergency medical calls. Some of these agencies are outside of LAFCO jurisdiction, but as noted in the discussion preceding the CDF section, the information provided here is intended to give the Commission and the general public a more comprehensive understanding of fire suppression and emergency medical services in El Dorado County.

1. USFS

The United States Forest Service (USFS) provides direct wildland fire protection to 163,259 acres of private ownership lands within the Eldorado National Forest and Lake Tahoe Basin Management Unit of the USDA Forest Service. Although county and local government fire departments do not have a statutory wildland fire protection responsibility, they do respond to wildland fires with their equipment to assist both California Department of Forestry and USFS resources.

The USFS manages public lands in national forests and grasslands. Congress established the Forest Service as a federal agency in the United States Department of Agriculture (USDA) in 1905 primarily to provide water and timber for the benefit of the nation. The Forest Service's responsibilities later expanded to ensure the productivity of the land and the quality of the environment. The current mission of the Forest Service is to balance and manage resources in a way that will benefit the public for years to come.

The Forest Service manages 191 million acres of land across 44 states (8.5 % of total land area in the United States), Puerto Rico, and the Virgin Islands. The USFS is organized into four different levels, in descending order:

1. National Level—federal policy and management;
2. Regional—broad geographic areas, sometimes including different states; there are nine regions numbered 1-10 (region seven no longer exists);
3. National Forest—consists of several Ranger Districts organized under a forest supervisor. There are 155 National Forests and 20 grasslands in the National Forest system; and
4. Ranger District—Ranger Districts are more localized. Many on-the-ground activities occur in the ranger districts, including trail construction and maintenance, operation of campgrounds, and management of vegetation and wildlife habitat.

The Lake Tahoe Basin Management Unit (LTBMU, established in 1973) and the Eldorado National Forest (ENF) are both located in Region 5, the Pacific Southwest Region. The LTBMU lies within the Sierra Nevada Lake Tahoe Basin along the border of California and Nevada. It encompasses over 150,000 acres of National Forest lands that overlook the City of South Lake Tahoe. The LTBMU is a unique type of National Forest. The purpose of the LTBMU is to protect Lake Tahoe and its water quality by managing a diverse range of resources, particularly the complex watershed systems that form the basin surrounding the lake.

West of the LTBMU is the Eldorado National Forest (ENF) located in the central Sierra Nevada. The forest is also bordered on the north by the Tahoe National Forest, on the southeast by the Humboldt-Toiyabe National Forest, and on the south by the Stanislaus National Forest. Portions of Alpine, Amador, El Dorado, and Placer Counties lie within the Forest Boundary. The forest has a mountainous topography broken by the steep canyons of the Mokelumne, Cosumnes, American, and Rubicon Rivers, and plateaus between these steep canyons. The overlapping fire protection districts in El Dorado County include Georgetown, Garden Valley, Mosquito, El Dorado County, Pioneer, Meeks Bay, Fallen Leaf Lake, and Lake Valley.

USFS provides vegetation management, recreation, and fire protection in the Eldorado National Forest (ENF). The main goal, according to Director Scott Vale, is to mitigate fires around WUI in an effort to reduce a catastrophic risk of wildfire. The Forest Service has two operational

zones for fire; one is north of Highway 50 and the other is south of Highway 50. The USFS inspects burn piles and manages burning within the National Forest. The ENF personnel participate in structure fires until a fire protection district arrives. Fire protection districts help in wildland fires until USFS or CDF personnel arrive. The ENF spends approximately 75% of its resources on fire suppression, according to Director Vale. The following tables summarize the resources available for USFS services.

Equipment and Vehicles

Table 100: USFS Equipment and Vehicles

Vehicle/Year/Model	Type (Structure or Wildland)	Capacity, # Gallons & GPM	Location and Other Notes
<i>Engines</i>			
Engine 13	Wildland	Unknown	Dew Drop Fire Station Amador County located with CDF.
E-14 Lumberyard FS Amador County	Wildland	Unknown	
E63	Wildland	Unknown	Grizzly FS.
E64	Wildland	Unknown	Kyburz FS located in El Dorado County FPD Station 16.
E65	Wildland	Unknown	Sierra Springs FS located in El County FPD station.
E66	Wildland	Unknown	Sly Park FS.
E53	Wildland	Unknown	Pacific FS.
E54	Wildland	Unknown	Crystal FS.
E33	Wildland	Unknown	Georgetown FS.
E34	Wildland	Unknown	Quintette FS located in Georgetown FPD station.
<i>Water Tenders</i>			
WT5	Wildland	Unknown	Georgetown FS.
WT6	Wildland	Unknown	Lumberyard FS.
<i>Utility/Other</i>			
3 Bulldozers	N/A	N/A	In Camino.
Helicopter	N/A	N/A	H516 Big Hill Helibase (Bell 214).

Personnel and Staffing**Table 101: USFS Personnel and Staffing**

Classification	Number: Full-Time Part-Time (Vacancies)	Pay Range	Retirement Type: PERS/Other Rate: (i.e. 2%@55)	Bargaining Unit/Union and Other Types of Benefits
Chief Officers				
Chief	1	\$79,263 - \$100,905	CSRS 2 ½ % @ age 50 w/ 20 yrs.; FERS 1.7% @ age 50 w/ 20 yrs.; SSI*	Non-Bargaining Unit
Division Chief	2	\$54,461 - \$70,804	CSRS 2 ½ % @ age 50 w/ 20 yrs.; FERS 1.7% @ age 50 w/ 20 yrs.; SSI*	Non-Bargaining Unit
Suppression Battalion Chief	4	\$45,012 - \$58,521	CSRS 2 ½ % @ age 50 w/ 20 yrs.; FERS 1.7% @ age 50 w/ 20 yrs.; SSI*	Non-Bargaining Unit
Fuels Battalion Chief	4	\$45,012 - \$58,521	CSRS 2 ½ % @ age 50 w/ 20 yrs.; FERS 1.7% @ age 50 w/ 20 yrs.; SSI*	Non-Bargaining Unit
Training Battalion Chief	1	\$45,012 - \$58,521	CSRS 2 ½ % @ age 50 w/ 20 yrs.; FERS 1.7% @ age 50 w/ 20 yrs.; SSI*	Bargaining Unit
Prevention Battalion Chief	1	\$45,012 - \$58,521	CSRS 2 ½ % @ age 50 w/ 20 yrs.; FERS 1.7% @ age 50 w/ 20 yrs.; SSI*	
Prevention				
Prevention Officer	6	\$33,115 - \$43,084	CSRS 2 ½ % @ age 50 w/ 20 yrs.; FERS 1.7% @ age 50 w/ 20 yrs.; SSI*	Bargaining Unit + Non-Bargaining Unit
Fuels				
Fuels Technician	4	\$36,799 - \$47,835	CSRS 2 ½ % @ age 50 w/ 20 yrs.; FERS 1.7% @ age 50 w/ 20 yrs.; SSI*	Bargaining Unit
Emergency Command Center				
Center Manager	1	\$54,461 - \$70,804	CSRS 2 ½ % @ age 50 w/ 20 yrs.; FERS 1.7% @ age 50 w/ 20 yrs.; SSI*	Non-Bargaining Unit
ECC Officers	6	\$36,799 - \$47,835	CSRS 2 ½ % @ age 50 w/ 20 yrs.; FERS 1.7% @ age 50 w/ 20 yrs.; SSI*	

Classification	Number: Full-Time Part-Time (Vacancies)	Pay Range	Retirement Type: PERS/Other Rate: (i.e. 2%@55)	Bargaining Unit/Union and Other Types of Benefits
Hand Crews				
El Dorado Hot Shots, Sly Park	20	\$26,562 - \$58,521	CSRS 2 ½ % @ age 50 w/ 20 yrs.; FERS 1.7% @ age 50 w/ 20 yrs.; SSI*	Bargaining Unit + Non-Bargaining Unit
Iron Mountain Hand Crew	20 (10 in Georgetown / 10 in Grizzly Flats)	\$23,653 - \$47,835	CSRS 2 ½ % @ age 50 w/ 20 yrs.; FERS 1.7% @ age 50 w/ 20 yrs.; SSI*	Bargaining Unit + Non-Bargaining Unit
Big Hill Helishots, Big Hill Helibase	10	\$29,707 - \$38,621	CSRS 2 ½ % @ age 50 w/ 20 yrs.; FERS 1.7% @ age 50 w/ 20 yrs.; SSI*	Bargaining Unit + Non-Bargaining Unit
Look Outs (Staffed)				
Leek Springs	0	\$26,552	SSI*	Bargaining Unit, Leave**
Big Hill	0	\$26,552	SSI*	Bargaining Unit, Leave**
Bald Mountain	0	\$29,107	SSI*	Bargaining Unit, Leave**

* Available to permanent employees only

** Staffed with contracts or full-time temporary appointments

Eldorado National Forest (ENF) has approximately 130 personnel year-round and 180 during peak staffing from May to November. The Eldorado National Forest's six full-time prevention officers perform investigations and residence inspections. While it is impossible to inspect every residence, inspections are performed for any activity that has the potential to start a fire.

EMT firefighters staff engines. First responders have basic life support skills. The ENF employs certified paramedics, but according to Director Scott Vale, those skills are not utilized.

The ENF has similar training requirements as fire protection districts. They follow California's adopted statewide certification qualifications. The Forest Service does not focus on structural and Hazmat training. These supplemental services are primarily provided by local agencies.

USFS, CDF, and fire protection district personnel participate in some joint training. The County Training Officers Association makes training announcements. Training includes live fire exercises, gas propane emergencies, fire drills, etc.

ENF performs prescribed fire, training, maintenance, and resource and recreation projects in the fall and spring. The ENF also supports other areas in fire season (Southeast US, Arizona and New Mexico) and FEMA in the Pacific during typhoon season.

Funding and Budget

The Federal Government funds the USFS through the National Fire Plan.

USFS reimburses CDF and/or fire protection districts that help with fire suppression efforts on FRA lands. Most fire protection districts in the County contain lands that are under SRA designation or have some combination of SRA and FRA land.

The USFS also provides other agencies statewide grants and statewide fire alliance grants.

Cooperative Agreements and Community Outreach and Involvement

The California Mutual Aid Agreement facilitates the authorized movement of local California fire resources throughout the state at no charge to the requesting party. The California Fire Assistance Agreement (CFAA) facilitates the movement of local government resources, with charges paid by the federal or the state agencies.

The USFS works with Resource Conservation Districts in El Dorado County; however, their main focus is El Dorado Fire Safe Council because of its emphasis on prevention and fuels management work. This focus is an important priority of the Forest Service. The Forest Service also has agreements for projects with Americorps employees and volunteers. Within the USFS, the ENF has access to people and resources from other Forest Service areas.

Boundaries

While the USFS mission includes protection of national forest resources, it is often the first responder to the communities of Quintette in the Georgetown Fire Protection District, Pacific in the Crystal Basin, Kyburz, Sly Park, Grizzly Flats, and Dew Drop which contains a lumber yard. The more remote areas of local fire protection districts may not be easily accessible by those providers due to terrain and access. There have been discussions with ECF regarding USFS response in the Crystal Basin area.

Human activity causes the majority of wildland fires. An important service issue for USFS is the many homes inside the National Forest and outside the boundaries of any structural fire protection provider. This increases the risk of fire in the wilderness areas, particularly during periods of high fire risk.

2. County Service Areas 3 & 7

County Service Area 3 (CSA 3) was formed in 1963 and County Service Area 7 (CSA 7) was formed in 1976. These two CSAs include the entire incorporated and unincorporated area of El Dorado County and they serve as administrative vehicles for the collection of revenues needed for the provision of emergency medical services (refer to Map 6). CSA 3 is also empowered to provide snow removal. The ambulance and emergency medical functions of the two CSAs are administered through the county Public Health Department and agreements with the El Dorado County Regional Pre-hospital Emergency Services Operations Authority (JPA) and the California-Tahoe Emergency Services Operations Authority (CalTahoe). The governing body of each CSA is the Board of Supervisors.

CSAs are not separate independent government entities, but are administrative units of county government for the provision of governmental services by counties within the unincorporated area. The County Service Area Law, Gov. Code §25210 et seq., was enacted to address growth problems and service needs in unincorporated areas within counties. The Legislature "recognizes the duty of counties as instrumentalities of the State Government to adequately meet the needs of such areas for extended governmental services and also recognizes that such areas should pay for the extended services which are provided." In addition, Government Code §25210.3 states, "this chapter provides an alternative method for providing governmental services *by counties* within unincorporated areas." CSAs are a mechanism for a county to provide services to some areas of a county, and allow the citizens of that area to pay for those services through either a special tax or a benefit assessment. This authorizes counties to provide for specialized services to be available in those portions of the unincorporated county where services are needed and citizens accept the costs of service. The statute provides that the Board of Supervisors has the authority to perform the services and functions of a CSA. Historically, the County would convene as the Board of Directors of CSA 3 and CSA 7; however, they abandoned this practice some years ago in order to have CSA business transacted more directly by the Board of Supervisors. The change was motivated by the understanding that all CSA power resides in the Board of Supervisors regardless and the "existence" of a separate CSA board is a mere formality.

This excerpt from a California Attorney General Opinion describes CSA law as follows:

62 Opinions California. Attorney General 831 (1979):
The Legislature in 1953 enacted the County Service Area Law

(Government Code, § 25210.1 et seq.) to provide "...an alternative method for providing governmental services by counties within unincorporated areas...." (GC §25210.3.). The Act authorizes counties to provide a variety of services to such areas, once created. The six basic services authorized in brief are: extended police protection; structural fire protection; local park, recreational and parking facilities and services; miscellaneous extended services; extended library facilities; and television translator station facilities (GC §25210.4). "Miscellaneous extended services" include: water service; sewer service; pest, rodent and animal control; street and highway sweeping; street and highway lighting; refuse and garbage collection; ambulance service; area planning; and soil conservation and drainage control (GC §25210.4a).

Because the CSA law consistently treats CSAs as funding mechanisms available within a defined geographic area, El Dorado County considers its CSAs as administrative units of county government. Some specialized statutes define a CSA as a special district. For example, Revenue & Taxation Code §2215 says that for the purpose of distribution of the special district augmentation fund, a special district is defined to include a CSA. While such references define a CSA as a district for certain specialized purposes, they do not alter the fundamental fact that CSAs are parts of county government.

3. El Dorado County Solid Waste and Hazardous Material Division of the Environmental Management Department (EDC HazMat)

The safe and efficient emergency response to Hazardous Materials events in El Dorado County depends on joint cooperation and coordination among multiple agencies. The Solid Waste and Hazardous Material Division of the County Environmental Management Department leads this important team effort in close cooperation with law enforcement, local fire protection providers and allied health agency officers and staff. They also are responsible for administering the comprehensive Hazardous Materials Area Plan (Area Plan). This Area Plan fulfills the Certified Unified Program Agency (CUPA) regulatory program requirements per State law. The Area Plan is on file in the Emergency Operations Center (EOC) and can be used as a resource document, in conjunction with the El Dorado County Emergency Operations Plan and other state agency plans, since it

- Describes the County's pre-incident planning and preparedness for hazardous materials releases.
- Clarifies the roles and responsibilities of federal, state and local agencies during a hazardous materials incident.

- Describes the County's hazardous materials incident response program, training, communications and post-incident recovery.

Special attention is given to the hazardous materials used and transported frequently in the county by local businesses. County staff and other team members also train and prepare for possible biological, nuclear, incendiary, chemical and explosive hazards used in criminal or terrorist activities. Preparedness activities include training of team members to appropriate levels of response capability, multi-agency workshops, table-top exercises, field training and drills.

Special equipment is needed to protect the safety of the responders and the public during an event that includes nuclear, biological or chemical materials. Equipment used by the team includes personal protective clothing, suits, gloves, boots, and breathing respirators. Gas and radiological detectors and other field chemistry kits help identify unknown materials. Specialized tools and equipment are used for containment, control and decontamination of released hazardous materials. In a typical year, the County will respond to approximately 40 to 50 incidents, including such incidents as routine spills of vehicle fuels, unknown white powders, accidental release of toxic chlorine gas, as well as a variety of other hazardous conditions. The Solid Waste and Hazardous Materials Division is responsible for after hours on-call support for all department programs including hazmat, air pollution, sewage spills, water pollution, food poisonings, and Union Mine Landfill issues.

Typically, the local fire provider is the first responder for hazardous materials incidents and these agencies have other defined responsibilities as described in the Area Plan:

Fire Agencies

- a. Provide hazard recognition, assessment, and notification of proper authorities, including the HMRT.
- b. Provide fire control activities.
- c. Provide containment activities necessary to confine the hazardous material(s) to the immediate area and prevent further contamination, if these actions can be performed safely within the capabilities of first responders and according to the law.
- d. Provide rescue activities, as appropriate.
- e. Provide field treatment, expedient field decontamination, and transport

for patients with contamination or other injuries resulting from hazardous materials incidents (transportation service provided only by those agencies that provide emergency medical/ambulance services).

- f. Provide trained personnel (e.g., hazardous materials specialists and/or technicians) to operate as an inter-agency team.

4. Governor's Office of Emergency Services (OES)

Background

According to their website, "The Governor's Office of Emergency Services (OES) is a state department that coordinates overall state agency response to major disasters in support of local government. The office is responsible for assuring the state's readiness to respond to and recover from natural, manmade, and war-caused emergencies, and for assisting local governments in their emergency preparedness, response and recovery efforts."

State OES is organized under a director that reports directly to the governor. The governor appoints the director and delegates duties and responsibilities. Divisions and branches within OES include the Executive branch; the Emergency Operations, Planning, and Training Division; the Disaster Assistance Division; and the Planning and Technological Assistance Branch.

Regional and County OES

State OES is divided into three Administrative Regions that coordinate emergency management in six mutual aid regions:

Coastal Region (Based in Oakland): Mutual Aid Region II

Inland Region (Based in Sacramento): Mutual Aid Regions III, IV, V

Southern Region (Based in Los Alamitos): Mutual Aid Regions VI and I



Each county and the political subdivisions located within a county comprise the operational area. The operational area is used to coordinate resources, emergency response, and damage information.

El Dorado County OES

In a disaster or emergency, the El Dorado County OES is responsible for the management and coordination of resources. OES collaborates with fire protection districts, CDF, USFS, Emergency Medical Services (EMS), hospitals, schools, and public and private agencies to implement preparedness programs, develop emergency response plans, and

conduct training drills. The OES administers grants and works with fire agencies to identify needs and priorities that might help that agency get a particular grant. OES develops, implements, conducts, and participates in exercises and drills.

The El Dorado County Sheriff's Office assumed responsibility for management of the County's Office of Emergency Services (OES) in 1994. OES is organized under a Board of Directors. The Chairman of the Board is the OES Director. The Sheriff is the agency's Deputy Director. The Sheriff's Sergeant is the OES Supervisor. OES coordinators work directly under the supervisor.

OES manages the Disaster Council. The Council is a County mandated program responsible for enhancing inter-agency coordination and communication, reviewing emergency response plans for approval by the Board of Supervisors, hazard analysis, and disaster mitigation. The Council is composed of representatives from the City of Placerville, the City of South Lake Tahoe.

The Disaster Council organizes CERT (Citizen Evacuation Response Team) training and response. CERT training promotes a partnership between emergency services and communities.

The goal is for emergency personnel to train members of the neighborhoods, community organizations, or workplaces in basic response skills with a 22-hour course of instruction. CERT members are then integrated into the emergency response capability for their area. If a disastrous event overwhelms or delays the community's professional response, CERT members can assist others by applying the basic response and organizational skills that they learned during training. These skills can help save and sustain lives following a disaster until help arrives.

5. Natural Resources Conservation Service of the US Department of Agriculture (NRCS)

The following will also discuss NCRS' interface with the El Dorado County Resource Conservation District, the Tahoe Resource Conservation District and the Georgetown Divide Resource Conservation District.

Resource Conservation Districts (RCDs) are non-regulatory independent local government agencies which promote responsible stewardship of natural resources within their boundaries. Provision for governance and organization of RCDs are described in Division 9 of the Public Resources Code. The Natural Resources Conservation Service (NRCS) is a federal agency that provides technical assistance to local districts such as the

RCDs. The NRCD was formerly the Soil Conservation Service and is designated to work with local boards as a way of ensuring that community priorities are considered in federal soil conservation and related activities. RCDs are empowered to provide a wide array of programs, including assistance to landowners, contract services to state and local governments and community organizations. Their services relate directly to fire and emergency protection, particularly in regards to prevention of wild fires and the re-vegetation of land in the aftermath of fires. These agencies coordinate with fire safe councils, planning departments, and the local providers of fire protection, suppression and prevention services described throughout this report.

The Georgetown Divide and El Dorado County RCDs identify the important risk of catastrophic wildfire and its effect on soil conservation. The following strategic plan goal is stated for both RCDs regarding fire: “Significantly reduce the risk to life, property, and watershed health from wildfire through support of fuel management projects and public information programs.” The strategic plan further identifies that one of the most significant resource issues in the county is the threat of wildfire and the attendant risk to life, property, and watershed health. Increasing residential development in the county means the urban/wildland interface is growing. In addition, fire suppression over the last 50 to 100 years has led to significant fuel loads. As a consequence, residential fire safety is an important issue to the districts.

The RCDs identify that a cooperative effort is needed to make significant efforts to reduce fuels loads, establish community defense zones, and mobilize homeowners and landowners to make properties fire safe. These RCDs have committed to work with CDF, USFS, local fire departments, UC Cooperative Extension, local working groups and El Dorado County to coordinate implementation of a fuel reduction plan. Efforts include participation in local planning efforts such as the Fire Safe Council (described elsewhere in this report), the Cosumnes River Task Force and the South Fork American River Watershed Group. They have also taken steps to deliver information to landowners, homeowners groups and communities on fire safety and provide assistance to support various information campaigns. In addition, the RCDs work with the County’s Noxious Weed Group and the Fire Safe Council chipper program in targeted residential areas.

6. Shingle Springs Rancheria

The Shingle Springs Rancheria lands are contained within the boundaries of the Diamond Springs/El Dorado Fire Protection District. The Rancheria also provides fire protection and emergency response services to its residents. The Rancheria includes 160 acres of gently rolling wooded land

and is located north of Highway 50 between Greenstone Road and Shingle Springs Road. The tribal administration states they have developed an excellent working relationship with staff of the Diamond Springs/EI Dorado FPD (DSP). Rancheria fire staff train with DSP and all Rancheria volunteers attend the fire academy provided by DSP. While there is no contractual agreement, both work cooperatively to ensure a cooperative service arrangement. Water supply is provided by EID and private wells.

Rancheria services are provided by volunteers, totaling five staff members; three are EMT certified. All volunteers have completed the joint fire academy with Diamond Springs. Two volunteers are scheduled on duty at most times. Increased staffing is provided for events and during high risk periods, with a minimum of three firefighters on duty at such times.

The Rancheria hosts an annual wildland fire training for local agencies. The Rancheria has no formal mutual aid agreements with other local fire providers, but the Bureau of Indian Affairs contracts directly with CDF for fire protection services.

Rancheria fire equipment includes two engines. A 1963 Crown Type I engine was obtained from the Veteran's Administration Hospital and rebuilt for service to the Rancheria. A 1978 Ford was purchased used from Latrobe Fire Protection District.

Equipment includes automated defibrillation equipment and standard PPE, such as turnouts and SCBAs. The Rancheria's current fire equipment budget is in the range of \$3,000 annually.

7. El Dorado Fire Chiefs' Association, CSDA, CPFA, NPFA, FDAC

El Dorado Fire Chiefs' Association

The El Dorado Fire Chiefs' Association's membership is composed of the fire chiefs from all fire suppression and emergency services agencies in the County plus some of their top deputies and other interested parties. It is a voluntary organization; however, the Chiefs' Association provides a forum for chiefs to discuss issues of interest, mutual challenges and establish similar processes and procedures on certain matters. For example, at their June meeting, the fire chiefs discussed enhancing its call categories to ensure similar dispatch reporting. In the spirit of cooperation and coordination, the association has several programs such as a committee on training, strike team coordination assignments, hazardous materials and EMS. The association also coordinates closely with County and State OES to ensure open communication. Finally, the

association has also spearheaded educational seminars to improve the knowledge base among fire agency administrators and personnel.

The California Special Districts Association

The California Special Districts Association (CSDA) is a 501c(6), not-for-profit association that was formed in 1969 to help local, independent special districts in California. The association provides legislative advocacy, education and training (seminars, workshops, and conferences), capital improvement and equipment funding, insurance programs, legal advice, public relations support, and a monthly newsletter to nearly 700 special districts. Association dues are charged on a sliding scale, relative to a district's annual operating budget. The CSDA is primarily funded through membership dues.

Many eligible local government agencies in El Dorado County use the services of CSDA, including some fire service providers.

Special Districts Workers' Compensation Authority (SDWCA)

The California Special Districts Association sponsors a program of collective self-insurance for the payment of workers' compensation benefits on behalf of participating member districts.

Special District Risk Management Authority (SDRMA)

CSDA initiated the establishment of the Special District Risk Management Authority (SDRMA) to help control the high cost of liability insurance for special districts.

California Professional Firefighters Association

California Professional Firefighters (CPFA) is a labor union that represents the interests of 30,000 career firefighters in 150 affiliated local unions throughout California. CPFA provides its members with legislative advocacy, political support, and service. CPFA services include legislative resources, research, and news; development and monitoring of state health and safety regulations; career development and training; insurance coverage and benefits; public service commercials; video production; and a quarterly newspaper to inform members about legislative activities.

CPFA also operates the California Fire Foundation, a non-profit charitable organization that recognizes firefighters and victims of fire. The Foundation developed and maintains the California Firefighters Memorial, provides assistance to victims of fire and their families, and conducts public education and outreach.

National Fire Protection Association

Established in 1896, the National Fire Protection Association (NFPA) is an independent non-profit organization that serves more than 75,000 individuals from around the world and more than 80 national trade and professional organizations. The association advocates scientifically based consensus codes and standards, research, training, and education. NFPA's activities fall into two broad areas—technical and educational. The Association's technical operations include building construction and life safety, electrical engineering, fire protection application and chemical engineering, public fire protection, fire analysis and research, fire investigations, and international operations. The educational operations include general education, a center for high-risk outreach (such as the young and the elderly), fire prevention week, and regional operations that allow the Association to work with constituents and members on safety issues. An NFPA office is located in Sacramento.

Fire Districts Association of California

The Fire Districts Association of California (FDAC) was formed in 1972 to represent the special interests of California Fire Protection Districts. FDAC's most prominent role is legislative advocacy, information, and updates. FDAC also offers liability insurance and workers compensation coverage to member fire districts. FDAC contracts with the California Special Districts Association (CSDA) to provide services to FDAC members. FDAC is primarily funded through member dues.

8. Goat Central

Goat Central is a privately owned vegetation management business that uses goats to clear land of unwanted vegetation. Goat Central is an active participant in the Fire Safe Council. Vegetation management services are essential supporting fire protection services. New Zealand Kiko goats are used to trim down vegetation, reduce fuel loads and fuel ladders, and get rid of poison oak to facilitate the creation of defensible space. The goats provide an alternative to fire or chemical vegetation management methods. The goats take longer than conventional methods and can work year-round. Portable electric fencing and border collies enable the goats to work in a contained area. Guard dogs protect them from predators. Goat Central currently has 150 goats.

Other similar private services may provide similar or related services, but were not individually identified in the study effort.

9. Department of Homeland Security – Federal Emergency Management Agency

The Federal Emergency Management Agency (FEMA) was created by executive order in 1979 with the incorporation of separate disaster-related responsibilities and agencies. Originally an independent entity, FEMA became one of four major departments folded under the Department of Homeland Security (DHS) in March 2003. FEMA is tasked with responding to, planning for, recovering from, and mitigating against disasters. FEMA supports fire service agencies, partially funds emergency management programs and staff, and helps design and equip emergency operations throughout the US.

The United States Fire Administration (USFA) is an entity of the Department of Homeland Security and the Federal Emergency Management Agency. Its mission is to reduce life and economic losses due to fire and related emergencies, through leadership, advocacy, coordination, and support. USFA works in coordination with other Federal agencies and in partnership with fire protection and emergency service communities to provide public education, training, technology, and data initiatives.

Financial assistance is available from the USFS and other Federal agencies for fire departments and other first responders. USFS administers grants and support via the Assistance to Firefighters Grant Program, the Catalog of Federal Domestic Assistance, and ideas for funding alternatives. The Assistance to Firefighters Grant Program awards one-year grants directly to fire departments to enhance their abilities with respect to fire and fire-related hazards. This program seeks to support departments that lack the tools and resources necessary to protect the health and safety of the public and their firefighting personnel with respect to fire and all other hazards they may face.

Fire Prevention and Safety Grants assist State, regional, national or local organizations in addressing fire prevention and safety. The goal is to reach high-risk target groups including children, seniors, and firefighters. The emphasis for these grants is the prevention of fire related injuries.

Z. Fire Suppression and Emergency Services-Related Programs

1. El Dorado County Regional Pre-Hospital Emergency Services Operations Authority (JPA/EMS of CSA 7) and the California Tahoe Emergency Services Operations Authority (CalTahoe JPA/EMS of CSA 3)

JPA History

In the November 2, 1976, General Election, voters approved the creation of County Service Area No. 7 for provision of ambulance services. Board of Supervisors Resolution No. 316-76 established County Service Area No. 7 (CSA 7) on December 7, 1976. Diamond Springs /El Dorado and Pollock Pines Fire Protection Districts signed the first ambulance provider contracts in July 1977. More ambulances were assigned to various fire districts in CSA 7 as population and medical incidents increased.

El Dorado County contracted with the El Dorado County Regional Pre-hospital Emergency Services Operations Authority (JPA) in 1996 to manage the CSA 7 ambulance system and provide consistent, comprehensive service. This contract was renewed in January 2001 for a five and one-half year term.

County Service Area No. 3 (CSA 3) was formed in 1963 and structured in a similar fashion as CSA 7. The California Tahoe Emergency Services Operations Authority (CalTahoe) establishes an ambulance system to provide consistent, comprehensive EMS services within the Tahoe Basin.

Additional information regarding CSAs is contained elsewhere in this report.

Operations

The Executive Director of the JPA provided to LAFCO staff the most recent contract ("Master Contract") for Pre-hospital ALS and Dispatch Services between El Dorado County and El Dorado County Regional Pre-hospital Emergency Operations Authority (JPA), signed by all applicable parties on January 1, 2001. The JPA operates fire-based emergency medical services under contract with the County of El Dorado and is administered by the Public Health Department's Emergency Medical Services Agency (EMSA).

Cal Tahoe formed in 2001 to provide ambulance service to the Tahoe South Shore service area and parts of northwestern Alpine County under a contract with the County of El Dorado. The JPA's administrative offices are located in South Lake Tahoe at South Lake Tahoe Airport. The City

of South Lake Tahoe, Fallen Leaf Lake CSD and Lake Valley FPD, among other agencies outside of the County, are members of CalTahoe.

Cal Tahoe operates three full-time ambulances that are dispatched by the City of South Lake Tahoe. Paramedic Firefighters from South Lake Tahoe Fire Department and Lake Valley Fire District responded to nearly 2,700 medical calls last year. As noted immediately above, this contract for ambulance service is funded through CSA 3 and Cal Tahoe has a \$1.93 million operating budget for FY 2005-2006. CalTahoe was originally awarded a five-year contract for ambulance services beginning September 1, 2001, and has been granted three additional one-year extensions following satisfactory performance reviews by the EMS Agency in 2002, 2003 and 2004.

Because of the more complicated nature of the West Slope JPA, the following discussion will only focus on the JPA. The ambulance system involves the El Dorado County fire protection agencies that are JPA members. All of the fire protection agencies on the west slope are JPA members of CSA 7; however, only five of these districts are “providers,” directly providing medical transport services. “Provider” member agencies operate medic units/ambulances and receive funds from CSA 7 for personnel, operating expenses, equipment, and administrative overhead. Non-providers receive funds from CSA 7 for medical supplies and training to operate full-paramedic engines or part-time advanced life support engines without medic unit/ambulances.

Table 102: JPA Members

JPA Members	
Providers	Non-Providers
Cameron Park Community Services District	Garden Valley Fire Protection District
Diamond Springs/El Dorado Fire Protection District	Latrobe Fire Protection District
El Dorado County Fire Protection District	Mosquito Fire Protection District
El Dorado Hills County Water District	Pioneer Fire Protection District
Georgetown Fire Protection District	Rescue Fire Protection District

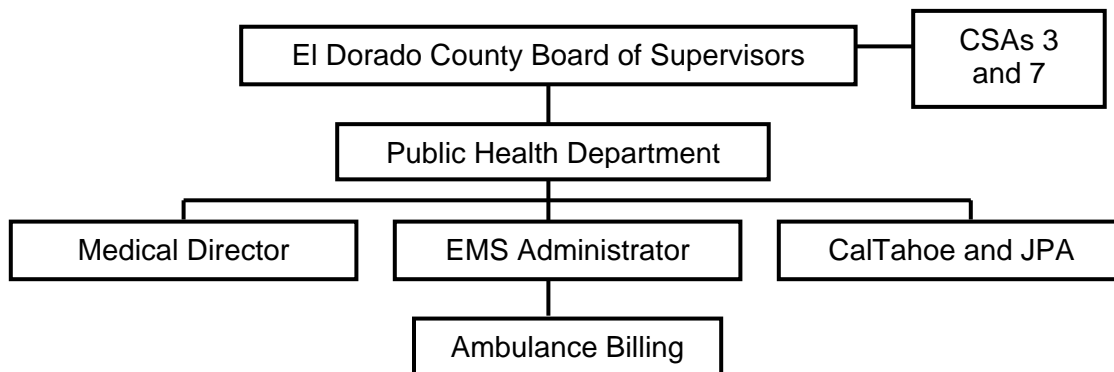
The JPA owns 16 ambulances: seven full-time units, two part-time units, and seven reserve units. Full-time ambulances operate 24-hours a day, 7 days per week and part-time ambulances operate 12-hours per day, 7 days per week. The reserve units are reserved for use during high volumes of medical responses, disasters, or when the primary units are out of service. The five member provider agencies are responsible for hiring firefighter/paramedic personnel to staff and operate the medic units and provide ambulance service within CSA 7. The JPA funds a total of 60 firefighter paramedics. Six ambulance personnel are required to staff full-time ambulance units and four personnel are required staff part-time medic units.

Table 103: JPA Agencies, Medic Units, and Personnel

Agency	Primary Medic Units (Reserves)	Personnel
Cameron Park CSD	Medic 89 (Medic 289)	6
El Dorado County FPD		22
• City of Placerville	Medic 25, Medic 26 (Medic 226)	4, 6
• Pollock Pines	Medic 17 (Medic 217)	6
• Pleasant Valley	Medic 19 (Medic 219)	6
El Dorado Hills (CWD)	Medic 61 (Medic 261)	6
Diamond Springs/El Dorado FPD		10
	Medic 49 – Unavailable as of June 30, 2006	6
	Medic 48 (Medic 248)	4
Georgetown FPD	Medic 85 (Medic 285)	6
Total: 5 Fire Protection “Provider” Agencies	Total: 9 Ambulances, Eight Reserves	Total: 60 Firefighter / Paramedics

Organization

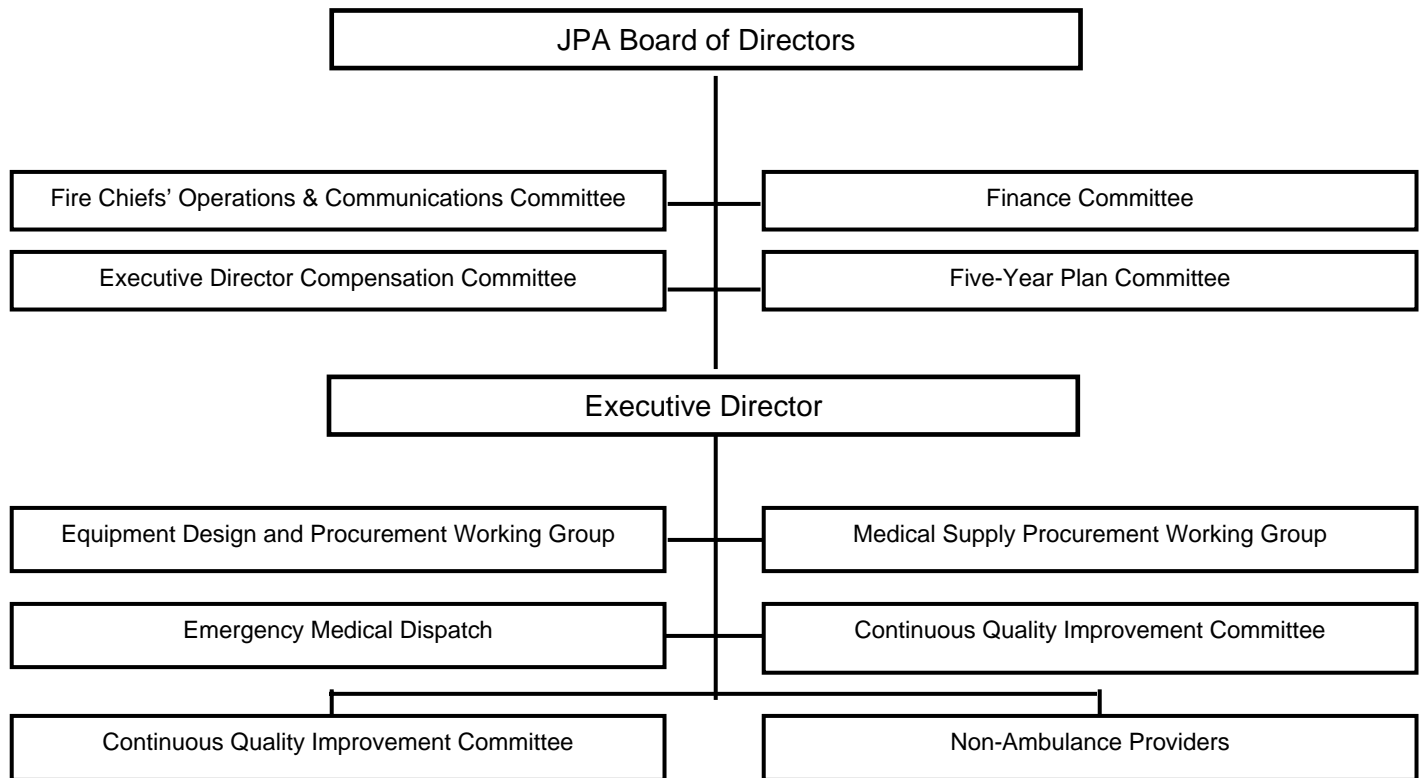
The Board of Supervisors (BOS) is the governing body of CSAs 3 and 7. CSAs 3 and 7 tax revenue and billing for ambulance services provide funds for the implementation of the JPA contract. The BOS oversees the County’s Public Health Department and approves its budget. The Public Health Department manages the JPA and CalTahoe’s contract and it reviews the proposed budget for ambulance services. The Emergency Medical Services Agency (EMSA), a division of the Public Health Department, is partially funded by revenue from CSAs 3 and 7. The Public Health Department integrates the EMS Agency’s funding request from CSAs 3 and 7 into their respective CSA budget.



The JPA’s Executive Director is a contractor who implements the provisions of the Master Contract and develops a proposed annual budget for JPA funded dispatch services. The JPA Director works with

the EMS Administrator at the Public Health Department to implement the provisions of the Master Contract. The CalTahoe program works in the same fashion, but its Executive Director is a different person.

CalTahoe or JPA Board of Directors



The Board of Directors from each JPA/CalTahoe affiliated fire protection agency appoints one of its own board members to the respective Board of Directors for at least two years. The Board of Directors is responsible for the development of an annual budget, establishing policies, procedures, oversight, and giving overall policy direction to its Executive Director. The JPA Board of Directors meets on the first Tuesday of each month at 7:00 pm. Meeting agendas are posted at the JPA Administrative Offices in Diamond Springs. The agenda is also distributed to all JPA member fire protection agencies for posting.

Four Committees report to the JPA Board of Directors: the Fire Chiefs' Operations and Communications Committee, the Finance Committee, the Executive Director Compensation Committee, and the Five-year Plan Committee:

- The JPA Executive Director is the Chairperson of the Fire Chiefs' Operations and Communications Committee. Members of the committee consist of JPA member chiefs. The committee meets at least once a month.

- The Finance Committee is appointed by the JPA Board of Directors and includes three members of the Board. The Board Chair appoints a Committee chairperson. The Finance Committee reviews the expenditures of the member agencies to determine if they remain within their annual budget allocations, if not, the committee advises the Board if and where the over-expenditures should be funded.
- The Executive Director Compensation Committee is composed of two Directors who meet annually to prepare the Executive Director's Performance Evaluation and make recommendations to the JPA Board regarding the Director's compensation for the following year. The JPA Board, fire chiefs, and other JPA associates provide input to the Board pertaining to the Director's skills and abilities.
- The Executive Director and three members of the JPA Board form a committee to develop and update the JPA's Five-year Plan. The Plan outlines long-term objectives to meet the mission and goals of the JPA. The Committee reviews the JPA's finances, personnel, and equipment needs for a five-year period and presents its recommendations to the Board for review and approval.

The Executive Director plans, organizes, directs, coordinates, and evaluates the operations of the JPA. Under the direction of and in collaboration with the Board of Directors, the Executive Director conducts on-going analysis to determine key performance management issues to provide sound financial management. The Executive Director's responsibilities include development of annual budgets and monitoring of expenses with the JPA, preparation of plans or reports to include recommendations relative to specific system elements, and participation in internal and external committees, task forces, advisory groups and professional organizations.

The Executive Director participates in the following committees and groups: Equipment Design and Procurement Working Group, Medical Supply Procurement Working Group, Emergency Medical Dispatch Continuous Quality Improvement Committee, and the Provider Continuous Quality Improvement Committee.

- The Equipment Design and Procurement Working Group, in conjunction with and at the behest of the Executive Director, develop specifications for medical vehicles and equipment.
- The Emergency Medical Dispatch Continuous Quality Improvement Committee was implemented in March 2004 to review the emergency medical dispatch performance of the CDF Emergency Command Center (ECC) Dispatch personnel. The Committee is composed of

ECC staff members who review the quality of their peer's performance on dispatch calls. The Committee reviews five calls per dispatcher (or three-percent of calls) in specific call categories.

- The Provider Continuous Quality Improvement Committee is composed of a peer group of paramedics and the El Dorado County Medical Director. The Committee reviews categories of specific medical calls to determine if the appropriate medical protocols were followed and recognizes employees who provide outstanding medical service.

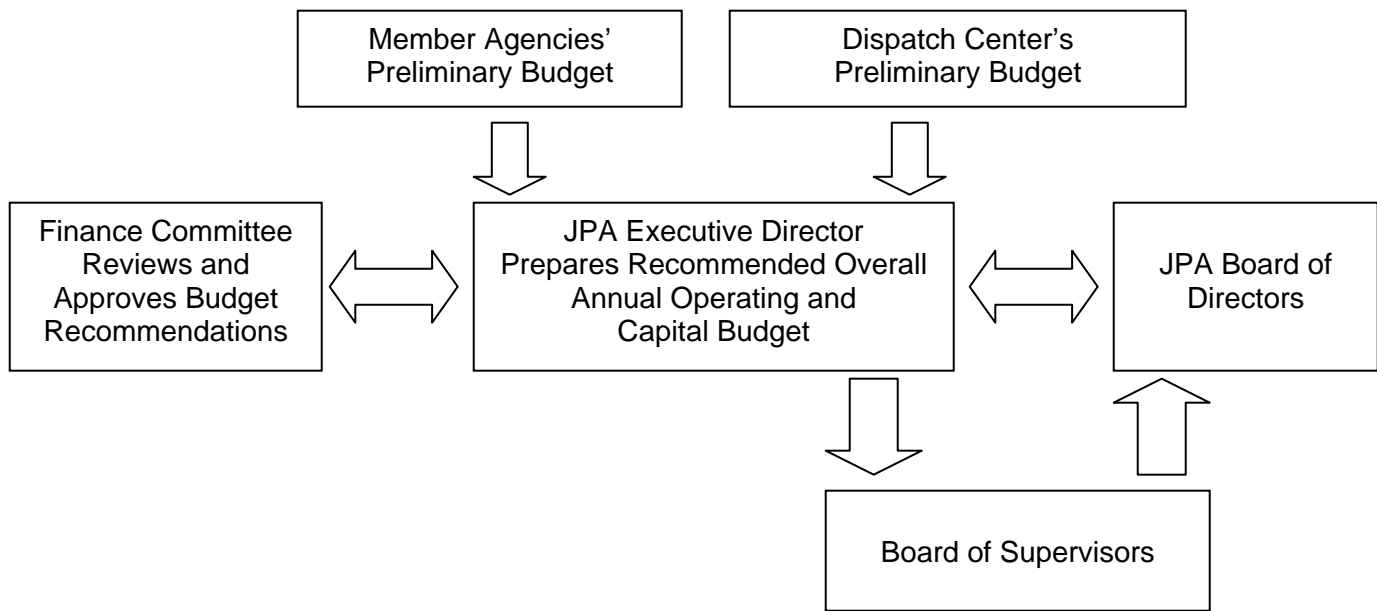
Administration

A flat sum is transferred to districts to pay for JPA program administration services, which includes personnel administration, administrative and operation services and payroll. This flat fee is in addition to funding for salaries and benefits for employees as described below. El Dorado Hills CWD, Cameron Park CSD and Georgetown FPD each receive \$20,000 for operating one ambulance. Diamond Springs/El Dorado FPD receives \$30,000 for 1-1/2 ambulances (one 24-hour and one 12-hour). El Dorado County FPD receives \$70,000 for operating 3-1/2 ambulances.

Budget Process

The JPA Executive Director provides each fire district with a summary of expenses for the current fiscal year for use as a basis for projecting future budgeted expenses. Each district and the dispatch center prepare a preliminary budget indicating anticipated expenses in each line and class item included in the operating budget.

The Executive Director prepares a recommended overall annual operating and capital budget based on projected needs of the fire districts and the capital and fixed asset replacement plans. The Finance Committee reviews and approves all budget recommendations prior to the submission of the budget to the JPA Board of Directors. Upon approval of budget recommendations by the JPA Board of Directors, the Executive Director submits budget requests to the Board of Supervisors. Subsequent to BOS approval, the JPA Board of Directors approves adoption of the final yearly budget.



Salaries and Benefits

Budget appropriations are disbursed through the JPA to fire districts who operate medic units and pay for and manage JPA employees. The provider agencies submit a list of JPA funded employees to the JPA. Salaries, benefits, PERS, and deferred compensation that these agencies receive are charged against the JPA's subject object code within the County's finance system. The process differs depending on the provider agency:

- Actual costs incurred for JPA funded employees in Georgetown, Diamond Springs/EI Dorado, and EI Dorado County FPDs are billed through the EI Dorado County Payroll System. The districts submit their payroll for actual expenditures, which are charged directly to the JPA budget.
- The EI Dorado Hills CWD and Cameron Park CSD submit an invoice to the County Auditor requesting reimbursement to the district for actual expenses incurred either monthly or quarterly.

The JPA directly pays for workers' compensation benefits for Georgetown, Diamond Springs/EI Dorado, and EI Dorado County FPDs and EI Dorado Hills CWD. Provider agencies receive a certain sum per year from the Joint Power Authority to fund the future liability for the post retirement medical insurance benefits for individuals who retire as employees of the JPA, according to the DSP audit. The funds are in designated reserves for this purpose. The JPA directly underwrites this cost.

District Services and Supplies

The JPA pays for the cost of services and supplies for each provider agency. Each agency forwards budget-authorized requests for medically-related services and supplies to JPA Administrative Office for processing and reimbursement. The JPA Executive Director approves expense requests, monitors expenses, and submits a monthly summary to the JPA Board of Directors for review and approval.

The JPA establishes and maintains a list of approved vendors based on the quality of service and competitive pricing. The JPA Executive Director separately approves purchasing from any outside vendors.

If an agency is in danger of overspending line or class item amount, the district must request and receive approval for funding before it spends more than its allotted budget amount.

As indicated earlier, “provider agencies” have ambulances and “non-provider agencies” do not operate ambulances. Pioneer, Rescue and Garden Valley FPDs are non-providers with ALS capabilities and part-time paramedic engine staffing. The JPA provides them with \$7,500 (\$5,500 for medical services and supplies and \$2,000 for training). Mosquito and Latrobe FPDs are non-providers with BLS capabilities and EMT staffed engines. The JPA provides them with \$5,500 (\$3,500 for medical services and supplies and \$2,000 for training).

CDF has a contract with and bills the JPA for dispatch services. The JPA annually funds dispatch services and pays for all dispatch calls and expenses at the beginning of the year. The JPA pays for all medical-related dispatch calls and charges each fire service provider for non-medical calls at the end of the last calendar year. Eighty percent of calls and costs are medical. The JPA fully funds CDF dispatchers which include nine Dispatch Clerks, one Fire Captain, and one Battalion Chief differential.

JPA utilizes CCTN (transport nurses) from Marshall Hospital as needed. The JPA pays them for actual hours worked on any transport calls requiring a nurse, with a minimum of four hours per call. The nurses are regular employees of Marshall Hospital who are extra-help employees on call to the ECF (for billing purposes).

2. Search and Rescue

El Dorado County Search and Rescue (SAR) Team

The El Dorado County Search and Rescue (SAR) Team is a volunteer arm of the El Dorado County Sheriff's Office that recovers lost, stranded, or injured people from wilderness areas on the County's Western Slope or in the Tahoe Basin. Deputy Sheriff personnel coordinate approximately 150 trained volunteers to rescue people and provide appropriate medical care.

The Sheriff's office has the lead in conducting wilderness search and rescue; whereas, fire protection districts provide urban search and rescue. According to El Dorado County Sergeant Marty Hackett, fire protection districts coordinate and provide support to SAR teams as needed, usually in the form of medical care. The SAR team coordinates and provides support to fire protection agencies in situations that involve confined space rescues including collapsed buildings. The United States Forest Service is used as a resource to help inform and coordinate searches in wilderness areas. With large areas of El Dorado County in public lands or designated as wilderness SAR services are often needed. Heavy use of these areas for outdoor recreation activities increases demand seasonally.

SAR is comprised of four units: Search Management, Mounted, Sierra West, and Off Highway Vehicle. The Sierra West and Off Highway Vehicle Units are further divided into specialized teams. The Off Highway Vehicle Unit includes a Four Wheel Drive Team, Motorcycle Team and Snowmobile Team. The Sierra West Unit is comprised of Cliff Rescue, Swift Water Rescue, Canine Search, Mountain Bike, and Foot Search Teams. Specialized teams are trained to be proficient in high angle (cliff) rescue/rock climbing, swift water rescue, high altitude scuba diving or Nordic skiing and are required to attend monthly training.

All SAR members are required to pass basic tests, which include First Aid, CPR, and map and compass reading. Typical SAR missions involve injured hikers, stranded climbers, river rescues and diving accidents, lost or injured skiers at resorts or in backcountry, and vehicle or plane crashes in wilderness areas. According to Sergeant Hackett, SAR responds to an average of 80 incidents per year.

SAR receives federal, county, public, and private funding and support. Title III federal funds originate from a timber sales tax. The percentage of search and rescue missions that occur on federal lands determines the amount of Title III federal funds budgeted for the next year. The remaining percentage of the cost of search and rescue missions on non-

federal land (usually 10-15%) is budgeted from the County's general fund. The Sheriff's Department provides a limited amount of funding. When possible, SAR bills other counties, inside of California, where rescued individuals live. These rescue revenues amount to an average of \$5,000 per year. Costs for individuals who live outside of the state come out of the County's General Fund.

ESARC

The El Dorado Search and Rescue Council (ESARC) is a non-profit 501(c)3 corporation that was formed to support El Dorado County Sheriff's volunteer SAR team. The Council raised approximately \$22,000 through dues, lodge rentals, donations, and fundraisers in FY 2003-2004 to benefit SAR. Fundraisers included a poker run; consumer sampler, featuring dinner and other discount coupons; crab feed; and race (Run on the Sly). ESARC also writes proposals for grant funding. The Council pays for training and equipment and produces the "Lost and Found" Newsletter, which is distributed to over 200 people. ESARC sponsors public education by providing speakers, demonstrations, or wilderness survival presentations for the community. ESARC members belong to a regional SAR association and the California Peace Officers Association.

The Council's Board of Directors consists of representatives from each SAR unit. Focus Interest Groups (FIG) are ad hoc committees composed of SAR members who would like to focus on certain issues and do research, discuss issues, and advise the Board. ESARC meetings are held at 7:00 pm on the fourth Monday of every month at the ESARC Lodge in Cedar Grove. ESARC has five officers: President, Vice President and Vice President of Properties, Treasurer and Secretary.

General Meetings are held on the second Thursday of every month in El Dorado County Building A, at 7:00 pm. Management meetings are held at 6:00 pm and team meetings at 6:30 pm.

CALSTAR

California Shock/Trauma Air Rescue (CALSTAR), founded in June 1983, is a non-profit public benefit organization that provides rapid medical transport of ill and injured patients. Each CALSTAR flight team is made up of two Certified Flight Registered Nurses and a pilot. CALSTAR operates out of eight different bases. Costs for an air transport can range from \$10,000 to more than \$15,000. CALSTAR offers a Membership Program to individuals and families. The membership serves as an insurance to cover costs of air rescue and transport. Services used by members are not billed unless those services exceed the limits of the Program. CALSTAR has Reciprocal Partners in California, Oregon, Washington, Idaho, and Wyoming.

3. ISO

The Insurance Services Organization (ISO) Public Protection Classification (PPC) is a risk assessment program that insurance companies use to establish premiums for fire insurance. The ISO analyzes fire protection related data in a community and assigns that area a PPC number from 1-10. Class 1 is the highest classification and represents superior fire protection; Class 10 is the lowest classification and indicates that the area's fire-suppression program does not meet ISO's minimum criteria. The ISO rating classification depends on a range of factors that include water availability and access (areas with fire hydrants generally receive a better rating); capability and resources, including equipment, staffing, training, and fire station proximity; and effective fire alarm and communication systems.

The ISO rating is used to compute private insurance premiums and focuses primarily on commercial and industrial risk. ISO ratings for local fire protection agencies are voluntary. The request for an ISO review requires agency staff to prepare information and data for the ISO.

Table 104: ISO Districts and Ratings

Fire Protection District	ISO Rating	
	Hydrants*	No hydrants**
Diamond Springs/El Dorado Fire Protection District	5	8
El Dorado County Fire Protection District	6	9
City of Placerville	6	9
Garden Valley Fire Protection District	5	8
Georgetown Fire Protection District	5	8
Lake Valley Fire Protection District	5	8
Latrobe Fire Protection District	5	8
Meeks Bay Fire Protection District	5	N/A
Mosquito Fire Protection District	5	8
Pioneer Fire Protection District	5	9
Rescue Fire Protection District	4	8
Cameron Park Community Services District	5	9
Fallen Leaf Lake Community Services District	4	9
El Dorado Hills County Water District	5	8
City of South Lake Tahoe	5	9

*Within 1,000 feet of a hydrant

**More than 1,000 feet from a hydrant

4. Fire Safe Council

The El Dorado Fire Safe Council (EDFSC) is a non-profit 501(c)3 organization that was formed in September 2001 to increase awareness among residents about the risks of living in a wildland-urban interface area. The Council fosters education, outreach, and collaboration between

individuals, communities, organizations, businesses, and government agencies. The Council works closely with local fire protection districts and agencies to develop and implement fire safe projects. The Council consists of approximately 180 members.

The EDFSC works in partnership with six community-based Fire Safe Councils in El Dorado County: Auburn Lake Trails, Grizzly Flats, Mosquito/Swansboro, Volcanoville, Cameron Park and the Tahoe Basin. The Tahoe Basin Fire Safe Council, which was recently formed, operates similar programs independently in the eastern area of the County. The EDFSC primarily focuses on the central and western areas of the county. EDFSC Coordinator Vicki Yorty identifies that the next goal is to institute a Fire Safe Council that would cover the Tahoe Basin and Nevada.

The EDFSC offers several programs and services to the public. The Council provides a free Residential Chipper Program to neighborhoods that are willing to work together, free vegetation removal for seniors and disabled persons, defensible space inspection assistance, and ongoing public education. Education and outreach efforts include a video about defensible space, movie theatre slides, fair booths, flyers, yearly calendars, mailing lists, community speaking engagements, and the Council's website. The Council is developing and implementing projects with its affiliates on the Western Slope including a draft fire safe plan, road improvements, fuel breaks, fuels and vegetation management, and community fire/action plans.

Until 2005, the EDFSC was primarily funded through six grants totaling \$3,246,971. Twenty-five percent of the funds will come from 2005 approved grants totaling \$827,058. Twenty-four percent consists of Title III grants that total \$820,610. Once these Title III federal grants come in to El Dorado County, these funds are considered local and they enable the Fire Safe Council to use these grants as "local" funds to match other grants. Volunteer time is valued at \$15 dollars per hour and can also be used to match funds. Fifteen percent of the Council's budget consists of USFS Grants, totaling \$470,860. Thirteen percent or \$408,432 comes from the BLM for community-based wildfire prevention projects. Two types of grants from the CDF total \$719,787 with "in-kind" crew grants making up 12% and wildland urban interface grants making up 11% of the Council's overall budget.

Nine members, from throughout El Dorado County's Western Slope, sit on the El Dorado Fire Safe Council's Board of Directors. Three coordinators work under contract to administer the Council's goals and programs. There is an Executive Coordinator, a Chipper Program Coordinator, and a Senior/Disable Assistance Coordinator. The Chipper Program Coordinator and Senior/Disabled Assistance Coordinator

positions will most likely be merged into one position.

The El Dorado Fire Safe Council has moved to its new office location at the Gold Hill fire station as of January, 2005.

VI DESCRIPTION OF PRIOR LAFCO STUDIES

Prior to this study, LAFCO had not prepared a comprehensive MSR on fire suppression and emergency services. The last comprehensive sphere studies (SOIs) were completed in 1973. Consequently, the information contained in those SOIs is either outdated or no longer relevant for purposes of this report. Several reports were done on individual agency SOIs; however, these were done on a case-by-case basis, were intended to be for a specific purpose and were not necessarily comprehensive. The benefit of these is that the information contained in them is more up-to-date and the issues studied within them are still relevant. The following is a list of LAFCO projects which amended various agencies' spheres of influence from the last 10 years. Also included is a list of Findings pertaining to the action the Commission made at the time.

AA. Cameron Park CSD SOI Amendment (LAFCO Project #04-09)

Changed boundary for Parks and Rec. and related services only; no fire boundaries were changed (Rescue FPD area).

BB. El Dorado Hills County Water District & Rescue FPD SOI Amendment (LAFCO Project #00-08)

Concurrent amendment of the spheres of influence of both districts to transfer approximately 42.23 acres from the Rescue FPD to the El Dorado Hills CWD.

Findings outlined in LAFCO Resolution L-00-07

1. Services to support the present and probable land uses in the Salmon Falls area west of Salmon Falls Road are best provided by the El Dorado Hills County Water District. The area is a known high fire risk danger. The present and planned land uses in the area, including agricultural and open space lands, will require fire protection and emergency response services.
2. The present and future need for public facilities and services has been reviewed and considered, and the most logical and feasible alternative for services is the El Dorado Hills County Water District due to topography and existing transportation access. Existing homes and buildings and an increasing population in a high fire risk area need public facilities and services most logically provided by El Dorado Hills County Water District.
3. The present capacity of public facilities and services currently authorized or provided by El Dorado Hills County Water District are adequate for service in the sphere amendment area. Emergency response service

from Rescue Fire Protection District is infeasible due to topography and the absence of direct roadway access from Rescue Fire Protection District facilities into the sphere amendment area.

4. The existence of relevant social and economic communities of interest have been reviewed and considered, and the most feasible and logical alternative for the provisions of emergency and fire protection services is El Dorado Hills County Water District. Residents and landowners in the area are more likely to identify with the social and economic community of El Dorado Hills than the community of Rescue; topography and transportation corridors reinforce this connection.
5. The proposed sphere of influence amendments to the Rescue Fire Protection District and the El Dorado Hills County Water District are in the best interest of the community and the total organization of local government agencies in El Dorado County.

CC. Cameron Park CSD SOI Amendment (LAFCO Project #99-01)

Changed boundary for Parks and Rec. and related services only; no fire boundaries were changed (El Dorado County FPD area). The original intent of the sphere amendment was to include territory contained within the Cameron Park Community Region boundary as defined by the County General Plan, not currently included in the sphere of influence. The proposal was to detach territory from El Dorado County FPD and annex it into Cameron Park CSD for fire protection services.

The proposal was initiated by resolution from Cameron Park CSD. The proposal was opposed by the El Dorado County FPD, El Dorado Hills CWD, Garden Valley FPD, Rescue FPD, Mosquito FPD, Georgetown FPD, Pioneer FPD and the El Dorado County Fire Chiefs' Association. During the AB-8 process each of these districts submitted resolutions formally opposing the amendment's inclusion of fire protection services. The districts felt the action was merely to transfer revenue and would be detrimental to the first responder system. Cameron Park CSD withdrew their request for detachment from El Dorado County FPD, asking the Commission to consider only park and recreation services.

DD. Cameron Park CSD SOI Amendment (LAFCO Project #98-09)

The original intent was to amend the spheres of influence of Cameron Park CSD and El Dorado County FPD, adding approximately 200 acres to the Cameron Park CSD sphere and removing the same territory from the El Dorado County FPD sphere. The amendment was later changed to exclude fire protection services.

“Issues and Alternatives in Updating the Spheres of Influence of Special Districts in the Cameron Park Area,” was prepared for the project by Peter Banning, a consultant to LAFCO at the request, and with the assistance, of the Cameron Park Community Services District with the following objectives:

- § To describe the services of special districts in and around Cameron Park.
- § To describe problems created in the delivery of park and recreation services by the competing financial needs of these districts.
- § To identify different ways of addressing the perceived mismatch between park and recreation service demand in Cameron Park and the jurisdictional boundaries of CAM.
- § Recommend to LAFCO policy actions and a process for reviewing spheres of influence so that appropriate actions to address service problems may be taken by LAFCO and the affected agencies in the future.
- § Recommend to LAFCO policy changes to prepare for amending district spheres of influence and processing proposals for changes to the boundaries and organization of specific districts in the Cameron Park area.

As part of the study, six special districts were examined:

1. Cameron Park Community Services District
2. Rescue Fire Protection District
3. Cameron Estates Community Services District
4. El Dorado Hills Community Services District
5. El Dorado Hills County Water District
6. El Dorado County Fire Protection District

An analysis of the above issues resulted in a recommendation that LAFCO review and revise its policies in preparation for periodic review of special district spheres of influence. Within the structure of the revised policies, the study recommended that the Commission seek active involvement of the special districts in the Cameron Park vicinity in the revision of their existing spheres of influence.

As a result of the study, in November 1998 the Commission revised exiting policies and adopted new policies for general sphere of influence issues, periodic review and maintenance, limited service spheres, criteria for review of sphere amendments, and other related policies. At the same meeting, LAFCO established an original sphere of influence and a limited service sphere of influence for Cameron Park CSD that separated parks and recreation services from fire protection services.

Findings outlined in LAFCO Resolution L-98-06

1. Services to support the present and probable land uses in the Cameron Park area, including agricultural and open space uses, are best provided by Cameron Park CSD. Fire Protection services in the limited service area are best provided by El Dorado County FPD.
2. Territory contained within the boundaries of other existing providers of fire protection shall remain within the boundaries of those existing agencies, and services provided by the existing fire protection agencies adjacent to Cameron Park CSD are adequate.
3. The present and probable future need for public facilities and services has been reviewed and considered, and the most logical and feasible alternative for services other than fire and emergency services, within the boundaries of the existing fire protection providers in the Cameron Park area is the Cameron Park CSD.
4. Where there is a probable need for services provided by Cameron Park CSD, other than fire protection and emergency services, those areas shall be designated as a limited service sphere of influence for Cameron Park CSD.
5. The present capacity of public facilities and services currently authorized or provided by Cameron Park CSD are adequate.
6. The existence of relevant social and economic communities of interest have been reviewed and considered, and the most feasible and logical alternative for the provision of park and recreation services in the Cameron Park area is the Cameron Park CSD.
7. The proposed sphere of influence for the Cameron Park CSD, including the limited service sphere of influence, is in the best interests of the community and the total organization of local government agencies in El Dorado County.

EE. Enzler Reorganization / Cameron Park CSD & Shingle Springs FPD SOI Amendment (LAFCO Project #88-17)

Concurrent amendment of the spheres of influence of both districts to detach territory from Cameron Park CSD and Shingle Springs FPD and annex same to Shingle Springs FPD and Cameron Park CSD to align boundaries of these districts along roadways and property lines.

The following findings were not taken from the resolution, but instead were outlined in the Staff Report for the sphere amendment. LAFCO Resolution L-89-02 did not list specific findings for the amendment.

1. Eastwood Park subdivision is comprised of 87.7 acres, and is located adjacent to Meder Road in Shingle Springs.
2. The concurrent boundary line between Shingle Springs FPD and Cameron Park CSD bisects parcels that will be created by completion of this subdivision map.
3. This project represents both annexations and detachments of property to both Shingle Springs FPD and Cameron Park CSD and amendments to the spheres of influence of both these agencies.
4. This action will realign the boundaries along roadways.
5. Both agencies agreed to this realignment.

FF. Diamond Springs/El Dorado FPD & Pioneer FPD SOI Amendment (LAFCO Project #87-22)

Concurrent amendment of the spheres of influence of both districts to transfer territory from the Pioneer FPD sphere to the Diamond Springs/El Dorado FPD sphere. The area appears to have included approximately 100 parcels; however, neither the staff report nor the project file contained the total acreage involved. Consequently, the acreage information is not known.

The following findings were not taken from the resolution, but instead were outlined in the staff report for the sphere amendment. LAFCO Resolution L-88-03 did not list specific findings for the amendment.

1. Diamond Springs/El Dorado FPD requested an amendment to the spheres of influence for the Pioneer FPD and their own district.
2. At the time the original Diamond Springs/El Dorado FPD sphere was identified and the Pioneer FPD was formed, an area between the existing districts was not included in either district's SOI.
3. The area was subsequently included in the Pioneer FPD sphere, but the district did not feel it feasible to provide service to that area at that time.
4. Diamond Springs/El Dorado FPD received two requests from property owners within this sphere area to annex into their district. The property owners petitioned to amend the sphere areas for both districts.
5. The area would be removed from Pioneer FPD's sphere and placed in Diamond Springs/El Dorado FPD's sphere.

6. The Pioneer FPD agreed to the amendment, stating they felt it was not within the best interest of the property owners nor their District for the territory to be annexed into their District.
7. Pioneer FPD agreed that response time is quicker from the Diamond Springs/El Dorado FPD.

VII ENVIRONMENTAL REVIEW

The California Environmental Quality Act (CEQA, Public Resources Code §21000 et seq.) requires public agencies to evaluate the potential environmental effects of their actions. OPR's Service Review Guidelines Chapter 7, *Integrating Municipal Service Reviews with the California Environmental Quality Act*, advises that "no two municipal service reviews will be exactly alike and each needs to be evaluated on its specific merits and characteristics." The environmental review for El Dorado LAFCO's Service Review of Fire and Emergency Services is specific to this study and may differ from the environmental review of other service reviews and other LAFCOs.

Service reviews are intended to support sphere of influence updates, including the creation and amendment of SOI boundaries, as well as other government reorganization proposals. Such activities could influence future growth patterns, and as such are considered discretionary projects under CEQA. LAFCO has the principal responsibility for carrying out and approving this service review and therefore the principal responsibility for preparing CEQA documents as lead agency.

Exemption

This service review qualifies for a Class 6 categorical exemption as outlined in Public Resources Code §15306. This exemption "consists of basic data collection, research, experimental management, and resource evaluation activities which do not result in a serious or major disturbance to an environmental resource. These may be strictly for information gathering purposes, or as part of a study leading to an action which a public agency has not yet approved, adopted, or funded" (CEQA Guidelines §15306). This service review may lead to actions such as government reorganizations and SOI updates that could potentially affect the environment. However, as these actions have not yet been approved, adopted, or funded by LAFCO, the Class 6 exemption is applicable. A notice of exemption is attached as Exhibit A. Any future projects that make use of this service review and the information contained herein will be subject to separate environmental review under CEQA.

VIII ENVIRONMENTAL JUSTICE

State law defines environmental justice as “the fair treatment of people of all races, cultures, and incomes with respect to the development, adoption, implementation, and enforcement of environmental laws, regulations, and policies” (Government Code §65040.12(e)). OPR explains that “as the primary agency with responsibility for approving changes in boundaries, LAFCOs play an important role in coordinating growth and ensuring that proposed changes are consistent with environmental justice obligations.” Changes of organization must be consistent with spheres of influence, and the information contained in this service review will guide future updates to agency spheres of influence.

OPR identifies several uses for data obtained in the service review process:

1. Improving the community participation process.
2. Identifying low-income/minority neighborhoods under-served by public facilities and services that enhance the quality of life.
3. Considering the equitable distribution of public facilities and services.
4. Considering infrastructure and housing needs.
5. Identifying low-income/minority neighborhoods where facilities and uses that pose a significant hazard to human health and safety may be over-concentrated.
6. Screening of issues for potential environmental justice implications.

Consideration of the issues listed above will assist LAFCO and other public agencies in identifying, preventing, and reversing historical problems of procedural and geographic inequity. In undertaking this service review and making the nine determinations, LAFCO used an open public participation process to screen for and identify environmental justice issues.

Demographic data for the study area is limited and generally does not clearly distinguish between population groups of different races, cultures, and incomes. The most recent data available, from the 2000 Census, shows the following racial populations in the census communities. The census area boundaries do not correspond to agency boundaries or General Plan Community Region boundaries, but the data provides a demographic framework for the evaluation of environmental justice issues. Statistically significant populations of Hispanic/Latino (of any race) are located in the cities of Placerville (12.6%) and South Lake Tahoe (26.7%).

Data is available from the El Dorado County Office of Education regarding ethnicity of student populations. These statistics are based on school attendance areas and school districts. For school areas generally, the data confirms that minority populations tend to be small and dispersed throughout the county. The largest ethnic minority population listed is Hispanic/Latino in low percentages (4-9%) in the unincorporated areas and statistically significant Hispanic/Latino populations in the two cities (e.g. approximately 32% in Lake Tahoe Unified School District and approximately 13% in the Placerville Union School District).

The El Dorado Community Foundation recently conducted a study of the needs of Latino populations in the county. The Foundation estimated that the Latino population of El Dorado County might be about 24.7% of the total county population. Census data above notes 14,566 Hispanic or Latino persons in the county population, about 9.3%. Spanish-speaking volunteers conducted a home-based survey in areas where clusters of Latinos live near one another in Placerville-Pollock Pines and Cameron Park. Their analysis was more anecdotal and identified only small clusters of Latinos population groups.

The demographic data from the census suggests that the unincorporated county is relatively homogenous with low numbers of racial or ethnic minorities counted. Income data available from the census does not suggest that there are low income population concentrations in the countywide study area. While service levels vary greatly within the county, no specific ethnic or economic neighborhoods could be identified by LAFCO staff that are underserved by public facilities. Infrastructure and housing distribution is relatively even throughout the developed areas of the county with much lower levels of infrastructure and housing in the more outlying communities. No low income/minority neighborhoods were identified where facilities and uses pose a significant hazard to human health and safety.

The 2004 County General Plan does not address environmental justice directly. Although the Environmentally Constrained Alternative did contain related land use and housing policies, the 1996 Alternative and the 2004 General Plan do not contain those sections. The 2004 General Plan Housing Element includes Goal HO: "To provide housing that meets the needs of existing and future residents in all income categories." The housing element also discusses the following special needs groups: people with disabilities, seniors, agricultural employees, female heads of households, homeless persons, and large families and households.

Table 105: Study Area Population by Race

Area	Total	RACE							Hispanic or Latino (Of Any Race)
		White	Black or African American	American Indian and Alaska Native	Asian	Native Hawaiian and Other Pacific Islander	Some Other Race	Two or More Races	
El Dorado County	156,299	140,209 (89.7%)	813 (0.5%)	1,566 (1.0%)	3,328 (2.1%)	209 (0.1%)	5,547 (3.5%)	4,627 (3.0%)	14,566 (9.3%)

Source: 2000 Census

Percentages may not add due to rounding

IX SERVICE REVIEW ANALYSIS AND DETERMINATIONS

Fire and emergency services are directly provided by a diversity of local government agencies in El Dorado County including fire protection districts, a county water district, community services districts, and a city. Other related service agencies include County Service Areas, El Dorado County, California Department of Forestry, USFS, joint powers authorities and others. Because of LAFCO's role in evaluating boundaries, services, and spheres of influence, the analysis and determinations for the nine required factors focus on the 14 service provider agencies for which LAFCO must establish a sphere of influence. These agencies include: Cameron Park Community Services District, City of South Lake Tahoe (Fire Department), Diamond Springs/El Dorado FPD, El Dorado County FPD, Fallen Leaf Lake Community Services District, Garden Valley FPD, Georgetown FPD, Lake Valley FPD, Latrobe FPD, Meeks Bay FPD, Mosquito FPD, Pioneer FPD, Rescue FPD. While LAFCO has jurisdiction over county service areas, CSAs #3 and #7 do not directly provide service and are not analyzed under the nine factors framework. Their spheres of influence are coterminous with their boundaries and include the entire county.

The nine factors are listed as follows in Government Code §56430. While listed here, the following sections will detail the meaning of each factor and explain how it applies to the fire suppression and emergency services agencies:

- (1) Infrastructure needs or deficiencies.
- (2) Growth and population projections for the affected area.
- (3) Financing constraints and opportunities.
- (4) Cost avoidance opportunities.
- (5) Opportunities for rate restructuring.
- (6) Opportunities for shared facilities.
- (7) Government structure options, including advantages and disadvantages of consolidation or reorganization of service providers.
- (8) Evaluation of management efficiencies.
- (9) Local accountability and governance.

Infrastructure Needs and Deficiencies

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

OPR Definition: The term, “infrastructure,” is defined as public services and facilities, such as sewage-disposal systems, water-supply systems, other utility systems, and roads (General Plan Guidelines).

The OPR definition further explains “infrastructure needs and deficiencies” as the status of existing and planned infrastructure and its relationship to the quality and levels of service that can or need to be provided.

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

In the context of fire and emergency services, infrastructure needs and deficiencies signify facilities that do not provide adequate capacity to accommodate current or projected demand for service in the county as a whole or in a particular area or region. Adequacy of service can be understood by reviewing response times, coverage, mutual aid, staffing (including training and staffing levels per capita) and the underlying water and roadway systems. This study will carefully analyze whether any detected deficiency is indicative of a short-term situation or a long-term problem. If the situation is short-term, the affected agency may implement an internal solution requiring no LAFCO action. If the perceived deficiency is a long-term one, then it may be necessary for other agencies to provide some type of assistance, including, but not necessarily limited to, boundary changes requiring LAFCO action.

Infrastructure — Staff, Facilities and Coverage

The principal facilities for fire protection are stations. There are 56 local agency fire stations in El Dorado County. In the agency descriptions earlier in this report, each of the fire agencies provided the age of the structures, dates of renovations or remodels, and some information related to the condition of some of the structures. As a general rule, the age of the structures is indicative of their condition. While EDH has the most up to date facilities and recent development in Fallen Leaf Lake allowed for the construction of a new fire station, the majority of other agencies note important maintenance needs, facilities issues and lack of space. For example, CAM notes that Station 88 is inadequate to house 3-man staffing. ECF identified that many of its stations are metal buildings which are inherently energy inefficient and uncomfortable to house fire crews. ECF also lacks adequate office space for

administration. Several fire stations need storage areas (FLL) or engine bays adequate to accommodate newer model engines (Meeks Bay).

Fire stations are also living quarters and these buildings see hard use 24-hours per day. Kitchens wear out; older model appliances are inefficient. While fitness equipment and an adequate area in which firefighters may exercise are usually only found in the newest or largest fire stations, it is an important adjunct to physical training for fire fighters.

Widespread facility needs and deficiencies characterize the majority of the fire districts, especially those with older stations and those serving more rural populations, but these agencies have or are developing long range building improvement plans to address problems. Depending on budget priorities, funding availability and other needs, some of these deficiencies may eventually be addressed. In areas where growth rates are higher, development impact fees may be available in amounts sufficient to support needed facilities improvements.

The table below also attempts to determine the link between the number of stations and ISO rating. This is because part of the ISO formula for determining the agency rating is response time and the distance between homes and the nearest fire station. Ignoring other factors such as the roadway conditions, road infrastructure, that not all stations are manned year-round and water availability, the two are correlated closely since the closer a fire station is to a house, the shorter the response time would be. The chart below shows both the existence of the correlation and how well the agencies have planned the location of their stations. All districts have a rating of 5 or better in the urban areas. The rural ratings of 8 or 9 are typical and match statewide trends. Of note are the ratings for ECF, which maintains a high number of stations to cover such a large district. Several of these stations are either staffed by volunteers or staffed seasonally. These stations must still be maintained to some degree, having a budgetary impact on the district's finances regardless of whether these stations are staffed. Meeks Bay FPD uses its two stations to cover all service areas successfully. Maps 7 through 10 visually show the locations of these stations and their disbursement throughout the County.

**Table 106: Service Review Analysis and Determinations
Comparative Number of Stations and ISO Rating**

Agency	Number of Stations	ISO Rating	
		Urban	Rural
Cameron Park CSD	2	5	9
City of South Lake Tahoe Fire Department	3	5	9
Diamond Springs/EI Dorado FPD	6	5	8
EI Dorado County FPD	17	6	9
EI Dorado Hills CWD	3	3	8
Fallen Leaf Lake CSD	1	4	9
Garden Valley FPD	3	5	8
Georgetown FPD	5	5	9
Lake Valley FPD	3	5	8
Latrobe FPD	2	5	9
Meeks Bay FPD	2	N/A	5
Mosquito FPD	1	5	8
Pioneer FPD	6	5	9
Rescue FPD	2	4	8

However, stations alone do not tell the whole picture when it comes to coverage. The agency descriptions detailed the size of each service area and some of the physical restrictions and limitations encountered within the each district. While the physical size of the agency certainly has an impact on service provision, the number of people each agency must cover also has repercussions to an agency's ability to serve. In order to control for the variance in population and number of firefighters per district, a ratio of population to volunteers was calculated in Table 105. The size of the firefighting corps can vary from district to district since some rely more on volunteers than others. Consequently, this variance was controlled by using the ISO formula that three volunteer firefighters are equal to one salaried firefighter. Part-time firefighters were counted as 0.5 personnel.

**Table 107: Service Review Analysis and Determinations
Comparative Ratio of Firefighters to Population per
Agency**

Agency	District Population	Number of Firefighters*	Firefighters per Capita
Cameron Park CSD	18,225	25.7	1:709
City of South Lake Tahoe Fire Department	23,609	42	1:562
Diamond Springs/EI Dorado FPD	37,000	30.7	1:1,207
EI Dorado County FPD	61,639	68.3	1:902
EI Dorado Hills CWD	33,600	64.3	1:522
Fallen Leaf Lake CSD	500	9.3	1:54
Garden Valley FPD	8,000	14	1:571
Georgetown FPD	6,500	21.7	1:300
Lake Valley FPD	11,000	26.3	1:418
Latrobe FPD	900	10.2	1:89
Meeks Bay FPD	1,000	12.3	1:88
Mosquito FPD	1,600	10.8	1:148
Pioneer FPD	7,000	10.7	1:656
Rescue FPD	7,500	26.7	1:281

* Firefighter count weighted by ISO formula that 3 volunteers are equal to 1 paid firefighter. Part-time firefighters were counted as 0.5 firefighter. Vacant positions were counted in the personnel numbers.

The NFPA nationally recognized average fire district staffing level is 1.5 firefighters per 1,000 population in a rural area and three firefighters per 1,000 in an urban area. Urban is defined as a minimum density of 100 persons per square mile. By these standards, all rural districts except Diamond Springs/EI Dorado FPD are meeting the NFPA guidelines. None of the urban districts are within these guidelines.

Finally, the composition of the firefighting corps is important to note because a staff composed of salaried firefighters is more stable and can be more easily scheduled than a corps that is more reliant of volunteers. These statements take nothing away from the commitment of individual volunteers to the firefighting mission; however, fire chiefs throughout the County have indicated that volunteers are harder to recruit and schedule because of other commitments and that the agency always runs the risk of volunteers leaving for salaried employment. This is why the ISO calculates that three volunteers is the equivalent of one salaried firefighter. Again, in order to control for the variance in personnel, the ISO formula for counting volunteers was used as well as counting part time firefighters as .5 personnel. As the chart below indicates, several districts should be commended for maintaining high ISO ratings and meeting NFPA standards despite a high percentage of volunteer staff.

**Table 108: Service Review Analysis and Determinations
Comparative Ratio of Volunteer Firefighters to Total Staff**

Agency	Total Firefighter Staff*	Number of Volunteers (Number by ISO weight)*	Percentage of Corps that is Volunteer
Cameron Park CSD	25.7	20 (6.7)	26%
City of South Lake Tahoe Fire Department	42	0	0%
Diamond Springs/EI Dorado FPD	30.7	26 (8.7)	28%
EI Dorado County FPD	68.3	55 (18.3)	27%
EI Dorado Hills CWD	64.3	46 (15.3)	24%
Fallen Leaf Lake CSD	9.3	25 (8.3)	89%
Garden Valley FPD	14	21 (7)	50%
Georgetown FPD	21.7	35 (11.7)	54%
Lake Valley FPD	26.3	10 (3.3)	13%
Latrobe FPD	10.2	17 (5.7)	56%
Meeks Bay FPD	12.3	13 (4.3)	38%
Mosquito FPD	10.8	25 (8.3)	77%
Pioneer FPD	10.7	20 (6.7)	63%
Rescue FPD	26.7	2 (.7)	3%

* Firefighter count weighted by ISO formula that 3 volunteers are equal to one paid firefighter. Part-time firefighters were counted as .5 firefighter. Vacant positions were counted in total numbers.

Recruitment

Personnel numbers, like those of station numbers, also do not tell a complete story. Skilled providers of fire and emergency services are an essential piece of the service provision infrastructure. Many fire districts, especially those in more rural areas or with limited budgets noted difficulty recruiting and retaining paid personnel.

Part of it is that housing costs have risen dramatically statewide and in El Dorado County. Work force housing at levels affordable within the pay range for firefighters is in extremely short supply. Many fire and emergency services agencies statewide and in El Dorado County note that their forces are increasingly made up of commuter firefighters, who can afford homes in lower cost areas far from their work area. State research into housing issues supports this conclusion.

Another part of the puzzle is salary. Urban fire agencies with higher densities and higher total assessed values typically have a recruitment advantage over lower paying or more rural agencies because they can offer higher salary and benefit packages. While that helps with combating housing costs, it also inadvertently introduces competition among fellow agencies for a limited pool of qualified applicants.

Innovative measures implemented by some rural districts to combat both the salary gap and the workforce housing shortage such as resident staffing some of their stations help to some extent, but even these resources are limited. Other programs

have the potential to be taken advantaged of, such as paid training or apprenticeship. Aspiring firefighters become volunteers, get training at academy, work as volunteers of for low pay while working towards meeting requirements to qualify for paid regular positions then they search for paid positions and leave. Many leave the area. A counter solution implemented by some districts in the County and around the state is to require participants in these paid training/internship programs to commit a certain number of years of service within the district so that the agency can recoup some of these expenditures. Firefighters who leave before completing their tenure must repay the agency all or a portion of these costs.

Agencies that rely extensively on volunteers indicate that the volunteerism rate is declining. Agencies which historically could draw on citizen-residents as primary firefighters find that the pool of potential volunteers is diminishing. Many capable or interested citizen-residents who might meet the qualifications to serve as volunteer firefighters have employment out of the area. They have long work hours and increased commute times. As a result, are they may be available for only very limited time periods or may not have the time and energy to provide community service at the level of intensities required.

The time and effort to meet volunteer training requirements remains the same regardless of the number of hours the volunteer is on-call. For example, Mosquito FPD identified difficulties recruiting and retaining volunteers. Chief Chaloux explains that after attending the Firefighter Academy, volunteers are required to attend 50 training drills or 100 hours of training per year, take a physical agility and SCBA tests twice a year, and acquire CPR, EMT 1A, and Defibrillation Certification. Chief Sauer of Fallen Leaf Lake CSD likewise noted the time commitment required of volunteers to stay current with training.

Consequently, social and economic trends make it more difficult for agencies and communities to rely on volunteers as primary emergency responders. In El Dorado County, however, all fire agencies report active volunteer associations and many support functions continue to be filled by volunteers as noted in the agency descriptions.

Infrastructure — Apparatuses and Other Heavy Equipment

The Mosquito FPD fire chief notes that while there is sufficient revenue for annual operations and purchases of lower cost items, revenues are insufficient to fund large capital acquisitions, such as needed engines and water tenders. Several districts indicated heavy equipment that already exceeded or was at the limits of NFPA standards. The purchase of apparatuses and other vehicles is a quandary for any agency: such large purchases strain the district's finances, whereby the district either incurs long-term debt or has to ask the voters for an increase in assessments. However, failure to make these purchases leads to higher maintenance costs.

Infrastructure — Dispatch and Call Response

As described above, there is the Primary PSAP for law enforcement and Secondary PSAP for fire suppression and emergency response dispatch. In addition, the fire suppression and emergency response dispatch system within El Dorado County is divided in two: the ECC in Camino for the West Slope and the SLT Dispatch center for the Tahoe Basin. While these systems appear “fragmented” on the surface, the levels of coordination between dispatch systems and between dispatch center and responding agency is remarkably high, to the point where it is seamless for the 911 caller. The deployment of the nearest available resource also ensures prompt response times.

Further, in order to maintain reporting consistency and in order to deploy the appropriate resource, the dispatch centers and agencies, through the Fire Chiefs’ Association, coordinate the types of questions the 911 operator will ask the caller and the manner in which the call is categorized. A recommended extension of this effort is for fire agencies to catalog the calls in a consistent manner so that the data has practical applications internally and externally. In other words, the categories the fire agencies use to track their metrics vary from agency to agency, no doubt so that the data is useful to the agency for its internal reporting. However, the variance in cataloguing calls makes it difficult to track trends countywide. Consistent reporting would give the fire chiefs another tool at their disposal as they plan for emergencies, coordinate resources and apply for grants.

Finally, in the situations in which multiple agencies and units respond to the same incident, the El Dorado agencies should be commended in that they coordinate radio frequencies and channels to maintain communication among themselves and between agencies. While this coordination may sound like it requires little effort and “simple” on the surface, communication troubles among Bay Area and Southern California emergency responders in recent years demonstrate both the importance of this type of cooperation and the difficulty that other agencies have in breaking past institutional practices.

Call Analysis

As noted earlier, call data is tracked differently by the agencies, depending upon their local or internal needs. Consequently, emergency call statistics were collected for a three-year period (2003-2005) from the two dispatch centers in Camino and South Lake Tahoe in order to make valid comparisons for all agencies. Calls in the “incident summary” were categorized based on the following:

- **Structure Fire** – Any fire response with an ignition component to any structure or improvement on any parcel. This category does not distinguish between commercial or residential, but calls are not related to a vegetation or vehicle fire.
- **Non-Structure Fire** – Any fire response with an ignition component that does not

involve an improvement. This would be a vegetation fire, an escaped control burn or an illegal control burn.

- Vehicle Fire – Vehicle on or off roadway as primary ignition component.
- Vehicle Accident – Vehicular collisions, involving either singular accidents or multiple vehicles.
- Medical Aid – Calls requiring medical aid, not related to a structure or non-structure fire or to vehicle accidents and fire.
- Haz-Mat – Calls related to hazardous materials.
- Good Intent – False Alarms accidental pulls, smoke checks, etc.
- Other – Miscellaneous calls not related to any other category.

The Exhibits contain the number of incidents that occurred within the agency boundary; however, the data does not describe who the first responder to the call was. In other words, if in a given year a district experienced 500 calls for medical aid, it is possible that a neighboring district responded to 40 of those calls first. In addition, the incident numbers do not reflect the number of resources deployed to answer a call. Based on these data, the following trends can be observed:

- Calls rates related to structure and non-structure fires are decreasing in the Tahoe Basin but increasing in the Western Slope. Some agencies, however, experience fluctuations in this category from year to year.
- Urban districts continue to experience a notable number of non-structure fires.
- “Medical Aid” calls constitute the largest incident category, both in quantity and as a share of total calls. This is especially true in districts with assisted living facilities, such as CAM and DSP and with district with recreational facilities, such as SLT and MEK.
- The number of vehicular fires and accidents remain relatively stable, both at the county-level and for each agency, despite tourists constituting a major portion of traffic within El Dorado.

Mutual Aid

As noted many times throughout this report, mutual aid greatly enhances services to the residents of the county because it guarantees that a response will be received by the closest available resource regardless of jurisdictional boundaries. On the other hand, while firefighters have an overall mutual respect for each other and an agency’s mission may not directly address financial equity, costs are incurred during

mutual aid calls. Most fire chiefs have noted that mutual aid agreements have a real fiscal cost in that they can put a strain on an agency's resources, both from the perspectives of maintenance to equipment and coverage.

Exhibit E contains the "Mutual Aid Given" and "Mutual Aid Received" calls for each agency. This Exhibit details the number of calls an agency either responded to an incident outside its area or received assistance from a neighboring district. Each call is counted as one distinct occurrence, regardless of the number of resources providing assistance to another agency or that were deployed to respond to a call.

It is important not to assume that the number of mutual aid calls is in place of, or in addition to, the numbers in the incident summaries of Exhibits B-D. This is because these two sets of Exhibits track different metrics that use related, but not entirely similar, data. For example, a 2005 non-structure fire in DSP may have required a multi-resource response, prompting not only the commitment of DSP resources but also resources from CAM, CDF, ECF and EDH. This incident would appear in both Exhibit D (as an incident occurring within the DSP service area) and in Exhibit E (as a mutual aid received by DSP). Consequently, it would be erroneous to simply add the mutual aid number to the DSP total incident call.

Several trends emerge from this information:

- There is a significant mismatch between mutual aid provided and received for Cameron Park CSD, El Dorado County FPD and South Lake Tahoe FD. Over the three-year period studied, CAM provided assistance at an average of 350 more calls than it received in return. For SLT, the average rate is 410 more calls in which it provided assistance than it received. In contrast, ECF received an average of 185 mutual aid calls more than it gave in return. It must be again noted that the data does not differentiate between calls where mutual aid provider was the first and only responder to the incident or where their deployment was in assistance to the local resource. However, if an agency is consistently the first (or only) responder to an area within a neighbor's boundaries, then a mismatch does indeed exist. The degree of the mismatch in these instances is significant enough to postulate that there is some service area misalignment between those departments and their neighbors.
- There is a moderate mismatch between mutual aid provided and received for El Dorado Hills CWD and Garden Valley FPD. EDH gave assistance to an average 126 more calls than it received and GRV gave an average of 100 more calls than it received. While not to the extent as the cases of CAM, ECF or SLT, these mismatches point to a possible misalignment of the service areas.
- Low instances of mismatches include Lake Valley FPD (LAV gave an average of 82 more calls more than it received) and Rescue FPD (RES gave an average of 70 more calls than it received). For these districts, further study may be needed to determine whether there is a misalignment of the service areas between these districts and their neighbors or whether other factors were present.

- Proportionally speaking, Meeks Bay FPD is encountering a significant mismatch between aid given and received; however, that may be the result of its relative isolation from other agencies and its frequent assistance to the USFS.

Every agency has needed the assistance of its neighbor on occasion, but as it can be seen in Exhibit E, some districts are sending resources out of its service area more than it receives in return. These situations suggest that a review of service area boundaries may be warranted to determine whether any adjustments are necessary. However, such a review will require that it be done in a methodical fashion and with proper buy-in to ensure that the adjustments are done for the right reasons: to remove fiscal inequity from a misalignment of service area and coverage and, most important of all, so that it is to the benefit of residents. A process similar to that described below for Service Area Islands should be followed.

Infrastructure —Water Supply

Water supplies available for fire suppression in El Dorado County vary widely from area to area. Primary public water purveyors include EID, South Tahoe Public Utility District (STPUD), Grizzly Flats CSD (GFCSD), Georgetown Divide PUD (GDPUD), McKinney Water District (principally in Placer County), Tahoe City PUD (which primarily serves Placer County), Kirkwood Meadows PUD (which primarily serves Alpine County) and the City of Placerville. As explained above, the ISO ratings for a fire suppression agency is, among other variable, partly a function of the variable range of water supply for fire suppression. The ISO ratings summarized here are more fully described in another section. However, the chart shows that the ISO ratings improve significantly in areas where the agencies have a reliable water source.

**Table 109: Service Review Analysis and Determinations
ISO Ratings**

Fire Protection District	ISO Rating	
	Areas with water hydrants*	Areas with no hydrants**
Cameron Park Community Services District	5	9
City of South Lake Tahoe	5	9
Diamond Springs/El Dorado Fire Protection District	5	8
El Dorado County Fire Protection District	6	9
- City of Placerville	6	9
El Dorado Hills County Water District	3	8
Fallen Leaf Lake Community Services District	4	9
Garden Valley Fire Protection District	5	8
Georgetown Fire Protection District	5	9
Lake Valley Fire Protection District	5	8
Latrobe Fire Protection District	5	9
Meeks Bay Fire Protection District	5	N/A
Mosquito Fire Protection District	5	8
Pioneer Fire Protection District	5	9
Rescue Fire Protection District	4	8

*Within 1,000 feet of a hydrant

**More than 1,000 feet from a hydrant

Many places of the County, both in rural regions as well as some portions of developing areas such as El Dorado Hills, do not have public water service. Numerous private water companies supply water for fire suppression, including water to hydrants, in some of these territories, especially those in the Tahoe Basin. For the balance of the County, citizens rely on wells for residential uses, but these sources may not be adequate for structural fire suppression. Mosquito FPD specifically noted one of the greatest barriers to providing services via wells is water supply for adequate fire flow. In addition, some wells may not have the appropriate parts so that firefighting equipment can be easily connected to them.

Rescue FPD, Garden Valley FPD and other agencies explain that water to fight fires is brought on site through the use of water tenders and tankers and through water drafting in the areas where private wells are the only alternative. Rescue FPD notes that drafting from natural water sources is the water supply of last resort. Fallen Leaf Lake FPD uses drafting from Fallen Leaf Lake as its primary source of water for fire suppression and has stationed equipment for this purpose in residential areas near the water. Mosquito FPD relies on a mobile drafting station that pumps water from lakes and ponds.

Most rural districts use a “water shuttle” system to effectively provide an unlimited water supply to for fire suppression in areas without hydrants. Water is transferred to the principal engine or tender at the scene from later arriving engines. The now-empty engines then drive to the nearest hydrant and refill, ferrying water as needed to the principal engine/fire tender.

Water supply problems from public utilities were noted as a challenge to some agencies. Meeks Bay FPD reports periods of water shortage to its hydrants and has increased its capacity to transport water to prepare for fires in those parts of the district. Some areas of Cameron Park had experienced low pressure for fire flows during some periods of high water demand. System improvements constructed there by EID, including storage tanks, have resolved these problems. Mosquito FPD reports that they are waiting for EID to install hydrants along a water line extension in Rock Creek Road and will be able to avoid installing tanks and other infrastructure when these hydrants become available. USFS and CDF have the capability to dip for water and transport it to fires by helicopter.

Fire suppression is far more complicated and costly for those agencies that do not have reliable public utility systems to supply water for firefighting. Clearly, without this resource an agency is not adequately equipped to fight fires.

Infrastructure — Roads

Roadways are the conveyance infrastructure for the delivery of fire and emergency services. Fire protection and emergency response is more complicated and more costly in El Dorado County because of deficiencies in road infrastructure. Emergency services are difficult to provide where road infrastructure is deficient. In addition, historic land use patterns within the County contribute to some of these conditions; however, topography and climactic conditions also play a significant role. Widespread concerns about transportation problems in El Dorado County led to the passage of Measure Y in 1998.

Road efficacy for delivery of emergency services is determined by several factors including congestion levels; road width (for ease of moving equipment); slope gradient and road or street layout; surface type (pavement, gravel, dirt, etc.); and obstacles and barriers such as high center dividers. As noted several times, in some parts of the County climate and weather conditions contribute to hazardous conditions including road closures which prevent access of emergency vehicles. Most of the factors that impede movement of emergency vehicles also contribute to a higher incidence of motor vehicle accidents, which then result in requests for service.

Fire chiefs and emergency service providers contacted for this study universally noted roadway and access problems as a significant impediment to the delivery of services. EDH notes the poor road conditions in outlying parts of its district. Garden Valley, Rescue, El Dorado County, Latrobe, Pioneer, Mosquito and Georgetown FPDs identified roadless areas within their boundaries. Rescue FPD also noted a high seasonal demand for service along the American River where there is no roadway access. Mosquito FPD noted that the “greatest barriers to providing services are...narrow roads and long response times for mutual aid and ambulance services.” All agencies at higher elevations noted the likelihood of road closures due to weather conditions. Meeks Bay FPD is the only provider that can access areas

within Lake Valley FPD when Highway 89 is closed due to snow. Lake Valley FPD also identified mudslides and flooding of roads as a constraint to emergency access. Unfortunately, local fire agencies are not empowered to directly improve this component of their infrastructure and depend on the state, County and city discretion and funding to make infrastructure improvements.

In 1991, the state adopted “SRA Fire Safe Regulations” requiring road and street networks to provide for save access for emergency vehicles and evacuation. They also specify minimum road widths, grade and surface requirements and turnarounds. The fire safe regulations are incorporated into County requirements; however they do not apply to roads in existence prior to 1991.

The 2004 County General Plan Circulation Element introduction states, “Access to property is either directly from a fronting arterial road or from public or private local roads, many of which are narrow and unpaved”. It also notes that portions of State Route 49 contain sections that are narrow, winding and steep and identifies that State Route 193, a two-lane highway, is, with the exception of certain portions, generally far narrower than the Caltrans standard for this type of highway.

El Dorado County, through implementation of the Measure Y concepts in the 2004 General Plan, hopes to improve levels of service. While historically the County may not have required standards for fire access on all projects and fire providers did not necessarily review development plans for roadway issues as part of the planning process, the 2004 General Plan standards now require their involvement in plan checks and discretionary approvals. Further, the County Department of Transportation’s CIP continues to be developed and revised. The Interim Capital Improvement Program – Fiscal Years 2003-2004 through 2007-2008 is available on the County web page and notes in the overview section that “there are significant funds available to fund many capacity-increasing projects on the west slope and environmental improvement projects in the Tahoe Basin. The program continues to be significantly under-funded in the road rehabilitation and reconstruction category...general road rehabilitation/overlay projects continue to lag behind need.”

Unfortunately, like water, roadway infrastructure serves as a “trump card” for an agency’s ability to provide fire suppression and emergency medical services. An agency can have sufficient staffing, apparatuses and equipment, but if it is not able to get its resources to the emergency site of the on time, then it cannot fulfill its mission.

Infrastructure Needs and Deficiencies – Lands Outside Service Areas

Islands

Several districts have islands within their service areas: completely encircled but technically outside of the agency (refer to Map 11). These islands are not service “holes” because, by the nature of the firefighting mission, the agency will still

respond to any emergency located within those territories. However, the islands essentially become “holes” within the agency’s finance structures. The district will spend resources to provide service to the area but will not receive revenues to offset those costs. These islands’ property taxes do not have a component that goes to the fire district nor will the islands’ property owners be responsible to pay any fire suppression assessment like their neighbors who are within the district. In economic terms, residences and other developed properties in these islands become “free riders”. The same dynamics occur on developed parcels (or parcels slated to be developed in the near future) that are adjacent to, but outside of, fire districts.

The creation of these islands was the result of various occurrences, either in combination or as single events: LAFCO’s misinterpretation of Government Code §56749, which forbid the annexation of Williamson Act lands into a city; the County Development Department’s past practice of not requiring that the landowner submit a LAFCO application to get the land annexed into a fire district as part of the planning process; the sale of former Federal lands that transferred from public ownership to private ownership; and the unwillingness of fire districts to file a LAFCO petition to annex those islands into the district, most likely because of the costs involved in filing such a petition.

Regardless, the existence of those islands poses a fiscal and equity dilemma that both needs to be corrected in the present and prevented in the future. Consequently, a dialogue needs to occur with County, district and LAFCO officials to discuss the following:

- Identify already developed parcels that are outside of a fire district;
- Identify the fire suppression agency best suited to provide service to the area;
- Identify a method for funding the LAFCO application into those districts;
- As part of the planning process, the County should adopt an ordinance (or enforce if the ordinance is already in place) requiring the annexation into a fire district as part of the planning process. This would ensure coverage, resolve inequitable fiscal issues for the district and that the landowner is responsible for any costs associated with the annexation.

Lands Outside of Service Areas

Lands outside of service area boundaries create the same problems as service area islands. Maps 12 through 15 show the areas outside of district boundaries that either currently contain structures or will contain structures in the next few years. The solution to this problem is the same as that for islands: annexation of these lands to an agency. However, unlike islands – which are surrounded by a single district – most lands outside of agency boundaries may be between districts, introducing the additional factor as to which agency these lands should be annexed

into. It can be seen from these maps that most of these lands fall inside the sphere of influence for a district. Nevertheless, automatic annexation is not a prudent option, since the current fire protection agency SOIs were created years ago without a thorough analysis of agency capability and capacity to serve or expand into those areas. Consequently, LAFCO would necessarily have to consider the current SOI when determining the most logical agency to serve these areas. Instead, LAFCO should use the information contained in this report to determine the appropriateness of the current SOIs and adjust them accordingly.

The following items relate to each agency's infrastructure needs and deficiencies. For further explanation on these or other items, please refer to the agency descriptions in this report.

Cameron Park CSD (CAM)

- The chief observes that turnover will be increasing due to an anticipated spike in CDF retirements statewide over the next one to three years. More than 50% of the CDF personnel working in CAM are eligible for promotion in the next year.
- CAM is attempting to increase its staffing so that it can maintain three staff per engine at all times.
- CAM is structured to operate with a maximum of 20 volunteers, but currently has 10.
- One Type I engine is over 20 years old, a second is close to this age and CAM's other two engines are within the recommended 20 year lifespan.
- All fire services and staff are provided through the "Schedule A" contract with CDF.
- The district's two stations appear adequate for current needs. CAM plans to build a third station on the western end to accommodate future needs.
- Between 2001 and 2003 CAM provided 2½ times more automatic aid to surrounding districts than it received in return (CAM aid provided was 1,626 incidents. Aid received from neighboring fire districts was 633 incidents for the same period).
- Cameron Park's service demand costs (personnel, services and supplies) increase while revenues remain flat and service is provided outside the agency's boundaries.
- CAM's fire and recreation functions each serve different service areas by allowing CAM's recreation boundaries to overlap other fire districts.

El Dorado Hills CWD (EDH)

- Most urban areas within the district have good road access.
- EDH's three stations seem adequate for current needs.
- All engines and water tenders are within the recommended 20-year lifespan.
- The district recruits from a waiting list of staff and volunteers and does not experience any significant problems with finding employees. The district proposes to hire an additional nine personnel in 2006-2007 for the planned Station 87.
- EDH received a total of 2,416 calls in 2003. Nearly half of all calls were reported from the El Dorado Hills Boulevard corridor and the northwest portion of the district.

Diamond Springs/El Dorado FPD (DSP)

- One of the DSP's important challenges is retaining trained, experienced staff. Increasing development and emergency calls increase service demand, but the district has fewer resources at its disposal with which to pay its firefighters to keep pace with this increase.
- DSP's increasing call volume and dispersed development increase service response times. DSP relies on mutual aid assistance for simultaneous calls. "The increasing call volume correlates to approximately two hours each day that the district's engine is unavailable for calls", noted in the Long Range Plan/Capital Improvement Plan.
- The Long Range Plan states that the district has only been able to conduct a small number of inspections and plan reviews associated with business licenses issued by the El Dorado County Tax Collector's Office.
- A new station is needed to replace Station 47 in the Sleepy Hollow area and Station 48 in the Missouri Flat area. Station 47 is in good condition, but not conveniently located within the district. Station 48 has been noted to be too small for current apparatuses. DSP's other three stations appear to be adequate for the district's current needs.
- The district has two engines that are outside the recommended 20 year time span. All other engines are within this time span. However, the chief notes that the district apparatus and equipment have a shorter lifespan due to heavy use from high call volumes, acuity of call activity and failing road infrastructure.
- The district has begun to add firefighter/paramedic positions on an incremental

basis to establish a three-person engine company with the eventual goal of establishing a second engine company.

- According to the district's Long Range Plan, the district's "population consists of a large number of retired individuals and senior citizens who reside in senior and retirement communities or the skilled nursing facility. These citizens are at risk for medical and injury-related problems".
- The County General Plan establishes an "eight minute response time standard to 80% of the population within a community region" and a 15-45 minute response time standard to rural centers and regions. According to the 2003 Long Range Plan, "The District is having increasing challenges meeting this standard".
- Additional operating revenue became available after a final lease payment on Station 49 in FY 2004-2005. This additional revenue will allow the district to prioritize personnel and hiring issues.
- In order to augment its revenue streams, DSP attempted a benefit assessment four years ago and a special tax three years ago. Both attempts were unsuccessful.
- The 2004 Audit noted that, "The DSP receives \$3,000 per year from the Joint Power Authority to fund the future liability for the post retirement medical insurance benefits for individual who retire as employees of the JPA. This was to cover six employees. The district now has ten employees assigned to the JPA. This annual funding needs to be increased to include the additional employees".

El Dorado County FPD (ECF)

- The district revised its volunteer program to make it more efficient and cost effective by trimming staff and volunteers and keeping some volunteers as associate members.
- There is a shortage of firefighters in the Kyburz and Silver Fork Canyon areas and in communities with seasonal residents.
- The chief is interested in moving administrative operations to a more centralized location.
- Half of the district's engines and tenders are more than 20 years old.
- The district's Apparatus Replacement Program includes the purchase of a new truck, command vehicle, utility vehicle, and two engines.

- The chief revised the district's volunteer program to make it more efficient and cost effective.
- The principal staffing problem for the agency is a high rate of turnover due to retiring personnel. According to the chief, vacant positions are filled as soon as possible. However, the hiring process is very selective, as the district only hires paramedic-certified personnel.
- There is no property in the rural centers and regions that is not within a 15-45 minute response time according to the Ten-Year Plan. According to the chief, the district meets the General Plan standard 90% of the time with some exceptions.

Fallen Leaf Lake CSD

- Narrow, dead-end and seasonal roads are a significant impediment to fast response time by emergency vehicles. Day-use visitors further congest roadways with vehicles, especially if they park them illegally.
- Under the provisions of an annual contract with the district, the City of South Lake Tahoe (SLT) provides one Type 1 engine and battalion chief available on a 24-hour basis to respond automatically to fires, provided that the roads are passable.
- The district's station is adequate for its current needs. However, infrastructure needs noted by the fire chief include a one bay storage building for the west side area.
- One innovative program implemented by district to reduce fire risk is to train a select group of citizens to access a floto pump hose and nozzle located in a secure centralized location and connected to a dry standpipe from the lake. The intent is to respond to a fire with this equipment in order to slow its spread until the fire department arrives.
- With the number of residents swelling during the summer and on weekends, it is difficult to find stable volunteers who can provide the required minimum shift of 24-hours per week.
- The average response time is 8 minutes, with a range of 4 to 14 minutes depending on location within the district.
- Between 75% and 90% of the district's equipment are more than 15 years old.

Garden Valley FPD (GRV)

- The district plans to upgrade Stations 51, 52, and 53 in future years, according to the district's administrative assistant, and as indicated in the 2006 Five-Year Plan.
- Four of the district's eight engines are at least 20 years old and three of the engines are at least 15 years old.
- Staffing is two or three personnel on duty during all daytime hours (7:30 am to 5:30 pm) plus the chief and a volunteer duty officer. The volunteer duty officer covers 24-hours, is scheduled one week at a time and is provided with a utility vehicle for prompt response.
- Garden Valley FPD meets or exceeds County minimums. All rural areas of the district can be reached within the 15-45 minute standard.
- The greatest challenge to the district's funding goals, according to the fire chief, is reconciling service needs with funding.

Georgetown FPD (GEO)

- According to the fire chief, district stations are strategically located throughout the district, but firefighters are not always in the station to respond to calls. Four of the district's five stations are entirely staffed by volunteers.
- Because of the topography and distance, the district built its fire stations in order to make equipment available to volunteers to respond to calls, shorten response times and to ensure that most of the populated areas were within five miles of a fire station.
- Four out of the district's five stations may need moderate to extensive remodeling to accommodate the district's future needs. A new Main Street station is planned to serve the district for the next 50 years.
- Two of the district's seven engines are at least 20 years old with one other engine approaching 20 years. Both water tenders are older than 20 years. The district plans to continue to upgrade its fleet of apparatus in the next five years.
- The chief states that the district does not have enough staff for full-time paid engine coverage; however, the district's highest priority is to secure sufficient funding for 24/7 paid firefighter coverage.
- The fire chief noted that calls are increasing every year.

- From the inception of the district's development impact fee in 1986 to FY 2003-2004, the district collected \$328,547. In the same period, the district spent \$697,524 in capital improvements, almost twice the total amount of development fees.

Lake Valley FPD (LAV)

- One of the three fire stations may not be adequate for the district's current needs.
- The vehicles described in the district's list of assets range in age from 20 years old to one year old. The oldest engine is a 1991 Hi Tech engine.
- Medical aid emergencies and vehicle accidents accounted for 64.3% of all emergency calls.
- Three duty officers working a 24-hour shift cover day shift hours. The annual report notes that 2/0 staffing is available for the initial response, with medics, officers and volunteers arriving immediately.

Latrobe (LTB)

- LTB does not provide ALS service. The district has contemplated staffing an ALS engine to enhance service but no plans are currently in place.
- Areas that are difficult to serve include the southeast corner of the district which is characterized by rugged terrain with narrow, windy roads.
- LTB is not within the boundary of a public water provider and must conserve pond water and use or develop new wells to fill its water tenders.
- A future Station 93 may be needed in 5-10 years depending on future growth within response area 93. The district has no other plans to expand its facilities.
- The district relies on volunteers because of its limited funding situation.
- The chief notes continued growth in call volume from the 1980s (averaging 20 to 30 calls per year), the 1990s (30-80 calls per year), and 2000-present (80-120+ calls per year). Approximately 20% of all calls are mutual aid. Last year mutual aid was given by neighboring districts approximately 10 times, and LTB assisted other districts on 20 calls.
- Plans to replace equipment and vehicles are included in the capital improvement plan. A replacement Type 2/3 engine is the first priority
- The district does not currently charge any other fees although building plan review fees have been discussed from time to time as a means of cost recovery.

Meeks Bay FPD (MEK)

- According to the chief, extreme winter conditions can slow response times.
- Financial issues confronting the district prevent them from having adequate year-round staffing
- To encourage private fire protection efforts, the district has been lobbying insurance companies to provide a discount for property owners who maintain defensible space.
- The chief indicates that additional garage space and staff living quarters are the most needed facility improvements. The district is building a new fire station in 2010 to serve its most immediate needs.
- The district is staffed 24-hours a day, seven days a week with two or more personnel on during the days, and one staffing nights.
- The chief identifies that insufficient revenues are available to increase staffing.
- There is a charge for emergency medical aid to those who are not residents or landowners. The fee schedule lists the charge for EMS response for DUIs as “actual cost plus 15%.”

Mosquito FPD (MQT)

- MQT station is geographically located in the center of the district on the periphery of the major population center. Most of the district’s population is located around the station and east and north to the district boundary.
- The district’s Advanced Life Support services are limited.
- Both of the district’s water tenders and two of the three engines are more than 20 years old. According to the Development Improvement Plan, the district is putting aside funds to purchase a new water tender in 2008.
- According to the fire chief, daytime staffing, recruitment, and turnover are challenges for the district.
- The district does not have response time standards, but MQT typically responds to the central part of the district in six to eight minutes and to the east and west portion of the district within 10-12 minutes.
- Necessary maintenance and improvements have been deferred for paving, parking, and grounds improvements due to budget constraints.

- The chief notes that there is sufficient revenue for annual operations and purchases of lower cost items, revenues are insufficient to fund large capital acquisitions, such as needed engines and water tenders.

Pioneer FPD (PIO)

- The Pioneer Firefighters Association (PFA) assists in funding a resident program and the district has raised the stipend to attract volunteers to live at the stations and improve response times to these and other areas. The resident program is strong in winter but most volunteers leave the program in the summer to pursue jobs at CDF.
- Station 38 is staffed and equipped year-round. Station 31 is staffed and equipped seasonally during the winter months. All other stations with the exception of Station 37 are equipped and rely on volunteer staffing.
- Based on statistical population data and call volume data in the district's capital improvement plan (CIP), a new station will be needed in the Fairplay/E-16 corridor area and a replacement station will be needed in Grizzly Flats.
- PIO staffs one engine at a time and requires two people per primary engine. Engine 38 is always staffed; however, if the resident program provides necessary staffing, engine 31 is also staffed.
- The CIP notes that it could be necessary during the next five years to purchase an additional fire apparatus.
- District staff notes an underlying countywide shift in volunteerism that is especially prevalent in PIO.
- According to ECC data, the average response time throughout the district was 15 minutes, 17 seconds in 2003 and 16 minutes, 19 seconds in 2004 through October. The average response for 69 fire calls from January to October 2004 was 22 minutes, 57 seconds.
- Prior to 2005, building maintenance has been deferred for six years because district resources had been dedicated to engines/equipment and personnel.

Rescue FPD (RES)

- The chief notes that geography, topography and road access are the greatest challenges and barriers to service provision. The northern areas of the district are along the South Fork of the American River and are the most difficult to serve. Some areas lack roads altogether or contain only dirt or gravel roads.

- At least one of the two fire stations is adequate for the district's current needs. The district has a long standing desire to construct a new fire station in the west end of the district to ensure fast and adequate response to calls in that area and to serve expected growth, especially in the Silver Springs area. The chief states that it would also be desirable to have the new station located close to the site of the high school and middle school on the south side of Green Valley Road.
- A minimum of two firefighters are scheduled on duty at all times in addition to the fire chief.
- Some Rescue volunteers are paid staff of the Diamond Springs-El Dorado FPD. The chief states that recruitment and turnover are not a problem for the district.
- Rescue FPD is the first responder for the northernmost portion of the Cameron Park Community Region.
- RES' response times in that area exceeds the County minimum

City of South Lake Tahoe Fire Department (SLT)

- Staff members note that Stations 2 and 3 will need to be replaced because of size limitations and to accommodate new equipment.
- Budget considerations have currently reduced staffing to 36.8 budgeted positions and budget considerations may eliminate one engine company.
- The fire department, through the use of Safety Sales Tax, budgets replacement funds to replace major equipment and apparatus.
- SLT has a reserve training program designed to be hands-on and familiarize them with department practices and procedures.
- The fire department's overall incident volume peaks in July and August due to the influx of tourist and the community pursuing recreational activities and the average volume of calls peaks during the weekends on Saturdays and Sundays.
- The fire department, in cooperation with the City police department, is recycling police SUV's for use as Fire Department Staff Vehicles.

Determinations Related to Infrastructure Needs and Deficiencies:

Determination 1-1

Demand for fire suppression and emergency services is potentially limitless.

Determination 1-2

Rapid population growth along with a high tourist-related traffic has contributed to almost yearly increases in calls.

Determination 1-3

Road infrastructure and availability of water supply directly impacts an agency's ability to provide fire suppression and emergency medical services.

Determination 1-4

Community needs change over time as the character of the community changes. Service providers must be responsive to service users= needs and must modify infrastructure and services to maintain adequate capacity for services over the long term.

Determination 1-5

Over the years, conditions added to or omitted from development approvals by the County or changes from public or private ownership have contributed to the creation of areas outside of fire suppression and emergency service agency boundaries. Residents in these areas create demand for facilities and programs although they do not fully contribute financially to the districts that provide them.

Determination 1-6

Because of changes in demographics, development, service area islands and mutual aid coverage, current service area boundaries may no longer reflect the true area that a district may serve.

Determination 1-7

The NFPA, ISO, OSHA, OES (both State and Local) standards are appropriate guides for evaluating infrastructure needs.

Determination 1-8

All agencies have engaged in mid- to long term planning to assess current infrastructure capacities and identify current and future needs. Some agencies have adopted or instituted comprehensive plans and time tables for equipment replacement.

Determination 1-9

All agencies have adequate ISO ratings in both urban and rural areas.

Determination 1-10

Almost all agencies meet NFPA standards for staffing in rural areas. None of the urban agencies are within NFPA average fire district staffing recommendations.

Determination 1-11

Several districts are able to maintain high ISO ratings and meet NFPA staffing standards despite a high percentage of volunteer staff.

Determination 1-12

Accelerated development in both several rural and urban areas will place more pressure on nearby fire suppression agencies to augment their service capacities.

Determination 1-13

Renovation of aging infrastructure will be needed to maintain quality of service, especially in areas where use and infrastructure may add to a vehicle's "wear and tear".

Determination 1-14

Almost all agencies may not have sufficient personnel and equipment to respond to calls during the long term, especially in remote areas or in areas with little or no road infrastructure.

Determination 1-15

Agencies may need to explore revenue enhancement options in order to meet the increasing need for medical assistance and fire suppression in the future.

Determination 1-16

Several agencies have been aggressive in pursuing additional funding, such as grants and out-of-district medical reimbursement.

Determination 1-17

Non-resident emergency calls use may create an unanticipated demand and may negatively impact the facilities and services provided to resident users. User fees may partially or wholly offset the long term and capital costs of infrastructure.

Determination 1-18

In areas with homogenous population densities and service expectations, a single government agency, rather than several agencies, is better able to assess and be accountable for service needs.

Determination 1-19

Where an agency provides lower levels of service than are available from other nearby agencies, use and demand for service will shift to the agency providing higher levels of service. In rapidly developing areas with populations that need and expect high levels of fire suppression and emergency services, the agency providing the lower level of service may be unable to meet demand.

Determination 1-20

Deficiencies in existing infrastructure are compounded as demand for service increases. New development is the principal source of new funds for the County and fire suppression and emergency medical services agency. However, such additional revenues alone may not fully offset all current deficiencies.

Determination 1-21

Financial constraints are greater for community services districts with little growth and levels of service may be affected.

Determination 1-22

Integrated planning for services assists an agency to provide higher levels of service at a lower overall cost.

Determination 1-23

Call data and mutual aid statistics suggest that there is a mismatch between service boundaries and current service capabilities among some agencies.

Determination 1-24

Historic actions by LAFCO, especially the lack of adequate spheres of influence, did not adequately address future growth, service levels, or need for service.

Growth and Population Projections for the Affected Area

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

Countywide Growth

The methods and sources for determining population are extremely varied. While gathering population information for this report, staff found different sets of data from the 2000 Census, Sacramento Area Council of Governments (SACOG), State Department of Finance, County Planning Department, County Geographic Information Systems, County Assessor, County Building Department, consulting firms, and the local agencies themselves. The definitive growth projections and analysis for El Dorado County, however, are contained in the *El Dorado County Land Use Forecasts for Draft General Plan* (March 2002), prepared by Economic & Planning Systems (EPS). Land use sets the stage for determining population growth and density. The general plan is the basis for projecting land use patterns and population growth; however, the current El Dorado County Zoning Ordinance does not conform to the 2004 General Plan yet. This discrepancy contributes some level of uncertainty in population calculations, but is not likely to be significant within the generally descriptive scope of this review.

The EPS report contains land use forecasts for three of the general plan alternatives (the 2001 Project Alternative, the No Project Alternative, and the 1996 General Plan Alternative) under consideration at the time of their study. The forecasts are based solely on the land use designations and associated densities for each alternative. According to EPS, their report does not consider the effects of general plan policies or other policies such as Measure Y on the cost, extent, and location of future development. Calculations prepared by SACOG do take these factors into consideration. In addition, the EPS report does not consider constraints such as water supply uncertainty, which has historically placed significant limitations on growth. Using slightly different methodologies, Sacramento Area Council of Governments projects the population will reach 194,415 by 2025. Department of Finance calculates the population will be 219,000 by 2020.

El Dorado County's population increased steadily between 1980 and 2000, growing by 70,487 people at an average annual growth rate of 3.2%. Table 108 below, showing the EPS figures, indicates the growth trend during the period 2000 to 2025. These population projections are based on market research and historical growth patterns. They include approximately 15,000 units in pre-general plan county land use commitments that would be absorbed by 2015 according to EPS forecasts. These existing commitments translate into 37,000 new residents.

**Table 110: Service Review Analysis and Determinations
El Dorado County Land Use Forecast¹**

	2000	2010	2020	2025
Population	122,000	153,000	185,000	200,000
Additional Population from Previous Period	26,000	31,000	32,000	15,000
Average Annual Growth Rate from Previous Period	2.4%	2.3%	1.9%	1.6%

Excludes Tahoe Basin

Source: Economic & Planning Systems, Inc. 2002

EPS projects a new housing unit demand of 32,000 by 2025, including pre-general plan existing commitments.

EPS estimates approximately 85-87% of the new residential development will be concentrated in western El Dorado County. The General Plan EIR notes that “under all four alternatives considered, new residential development is concentrated in four Market Areas in the western portion of El Dorado County. This is due to the proximity to public services and the regional job base. The El Dorado Hills Market Area is expected to experience the largest growth.” The EPS Study further clarifies that the market areas identified for greatest growth include El Dorado Hills, Cameron Park/Rescue/Shingle Springs, Placerville/Camino, and Coloma/Gold Hill. SACOG forecasts show a total of 13,370 new households in the El Dorado Hills/Cameron Park/Shingle Springs area from the period 2000 to 2025.

Based on projections by the Tahoe Regional Planning Agency (TRPA), the El Dorado County portion of the Lake Tahoe Basin is expected to grow at a rate of 0.4% per year between 2000 and 2010, from 31,514 to 32,793 persons. Assuming a constant growth rate through the year 2025, then the El Dorado County portion of the Lake Tahoe Basin would add roughly 3,151 persons between 2000 and 2025. This reflects a substantially lower growth rate than that projected for the Western Slope areas and results from restrictions imposed by TRPA regulations on the total amount of annual development in the Basin portion of the County.

The table below shows the County=s existing development commitments located within the study area. The data is organized into market areas, sub-regions defined by EPS based on established socio-economic trends (refer to Map 16). EPS defines existing commitments as parcels that, as of January 1999, had an approved project in one of the following four categories: (1) a building permit was issued but construction is not complete, (2) a tentative parcel map was approved but not recorded, (3) a tentative subdivision map was approved but not recorded, or (4) the parcel is subject to a development agreement for a specific plan. This definition does not account for annexations and other boundary changes necessary for full development entitlement. Under reasonable assumptions, including water supply availability, EPS predicts that these units will more than likely be absorbed by 2015. It is important to note that the market areas do not conform to agency boundaries.

Consequently the population numbers below do not necessarily reflect the population of the fire suppression agencies (refer to Map 17).

**Table 111: Service Review Analysis and Determinations
El Dorado County Land Use Forecasts**

Existing Commitments Summary					
Projected New Dwelling Units for all 3 Alternatives [1]					
Existing Commitments (EC) under all 3 Alternatives					
Market Area	Issued Permit (IP)	Tentative Parcel Map (PM)	Development Agreement / Specific Plan (SP) [2]	Tentative Subdivision Map (TM)	Total Existing Commitments (EC)
#01 – El Dorado Hills					
Bass Lake Hills	0	0	315	0	315
Carson Creek	0	0	1,700	0	1,700
Promontory	0	0	1,097	0	1,097
Serrano	0	0	3,860	0	3,860
Valley View	0	0	2,837	0	2,837
Other	200	17	0	1,398	1,615
El Dorado Hills Sub-Total	200	17	9,809	1,398	11,424
#02 – Cameron Park / Shingle Springs / Rescue					
Bass Lake Hills	0	0	710	0	710
Serrano	0	0	120	0	120
Other	198	14	0	1,054	1,266
Cameron Park/Shingle Springs/Rescue Sub-Total	198	14	830	1,054	2,096
#03 – Diamond Springs	37	14	0	7	127
#04 – Placerville / Camino	28	58	0	419	505
#05 – Coloma / Gold Hill	30	4	0	0	34
#06 – Pollock Pines	21	3	0	0	24
#07 – Pleasant Valley	33	7	0	0	40
#08 – Latrobe	19	2	0	133	154
#09 – Somerset	30	3	0	1	34
#10 – Cool – Pilot Hill	32	19	0	0	51
#11 – Georgetown / Garden Valley	39	5	0	0	44
#13 – American River	22	0	0	0	22
#14 – Mosquito	10	0	0	0	10
TOTAL	699	146	10,639	3,081	14,565
[1] Figures current as of 1999; excludes Tahoe Basin					
[2] All Specific Plan units are shown in the Specific Plan/Development Agreement column, regardless of whether they are in the TM, PM, or IP development stages.					
Source: El Dorado County & Economic & Planning Systems Prepared by EPS					
11470 – Existing Commitments 3/12/2002					

Seasonal Population

In addition to the projected growth, El Dorado County's population experiences significant seasonal increases due to tourism and agriculture. Agricultural worker populations include those needed for work in timber, apples, grapes, and other products. The scenic eastern part of the County, especially in the areas surrounding Lake Tahoe, accommodates large numbers of recreational users and is a vacation destination for outdoor and wilderness activities such as skiing and hiking. According to the Mosquito FPD chief, the MQT provides service to some structures in USFS lands such as the Rock Creek Off-Road Vehicle Park, north of the district. The chief states that service there is manageable, but it may become a problem if park use increases and more people get injured. The district does not charge people who need service on USFS lands. The Meeks Bay FPD chief also indicated his district faces the same issues on adjacent USFS lands.

While these visitors cause an increase demand for services such as medical and vehicular accident response and search and rescue, there is no commensurate increase in revenues available to provide those services. Fire and emergency agencies derive revenue principally from property based taxes. In addition, none of these agencies indicated they bill out of district residents' insurance companies for any emergency medical response services.

Growth in demand for fire protection and emergency services

County growth is in a transition period, moving from mostly rural areas with low service needs to a more suburban pattern, especially in the western regions of the county.

Demand in the Urban Regions

These higher population densities are associated with an increased need and/or demand for services. In addition, there may be an increased expectation of service at higher levels by newer residents. Many recent arrivals have moved into the area from other jurisdictions where services of all kinds may have been available at higher levels. Currently urban districts, such as CAM, EDH, ECF and SLTFD are maintaining high service levels but are finding their finances severely strained trying to keep up with these expectations. Rural districts serving increasingly urbanized areas, such as DSP and RES are already testing the limits of their resources.

It is unknown whether this situation will be sustainable for some district. Under the assumption that the per capita demand will remain the same, the estimated number of calls per capita for future population growth will increase.

It is also probable that current demographic trends will lead to overall aging in the population. This is likely to increase the number of calls for medical and transports. Seniors are more likely than younger persons to travel to emergency rooms by

ambulance than by other transportation means. Seniors are also likely to have a higher incidence of health problems or medical conditions of a serious nature than the general population.

Demand in Rural Regions

Citizens, especially those moving from more urban areas into less densely populated areas, may be unaware of any service level variation between urban and rural districts. This will lead to unmet expectations for service. Because of the FPDs' current financing streams, low population densities cannot support the desired infrastructure to meet national standards for staffing, PPE and apparatuses.

In addition, lower levels of service are inevitable in less densely populated areas. The road conditions are not at the same levels as those in the urban areas. Because there is little large scale development, the probability of large capital improvement projects is low. There is also an issue of spacing and geography – resulting in longer response times and more gas usage by the agency – and finances – properties have lower assessed values, resulting in lower property tax revenues.

There is also the issue of the disconnect between land use decisions in rural areas and long term costs of fire and emergency medical services. Historically the trend is for large tracts of land to be subdivided into smaller pieces. This is a financial decision by the property owners as either families abandon agriculture as a way of life or as families cash in on the equity or value of their properties. It is a little known fact that one of the fastest growing areas in the County is in the Mosquito area. While no one would deny the rights of property owners, an increase in the number of homes and residents in rural areas through subdivision will have an effect on the resources of an FPD. Of course, some of these effects are partially offset by an increase in property tax revenues. However, the issue remains unresolved, as private property rights must be balanced with the viability of agencies to provide services within their territory. One way to accomplish this balance is to have comprehensive planning requirements in rural areas similar to those in existence for urban areas. For example, Georgetown FPD is now conducting inspections and planning reviews on new structures within its service area.

Determinations Related to Growth and Population Projections for the Affected Area

Determination 2-1

The population on the Western Slope of El Dorado County will continue to increase, causing an increasing demand fire and emergency medical services.

Determination 2-2

Population increases result from (1) an increase in births over deaths in existing developed areas, (2) new residents moving into existing developed areas, and (3)

occupancy of new residential development. New residential development will cause the greatest growth in population within the study area.

Determination 2-3

Land use sets the stage for determining population growth and density. Approximately 50-60% of the total county development capacity is concentrated between the market areas of El Dorado Hills and Cameron Park/Shingle Springs/Rescue.

Determination 2-4

The methods and sources for determining each agency's population are extremely varied. Population growth projections are less precise due to general plan uncertainties and a nonconforming zoning ordinance.

Determination 2-5

Residential land use dominates the territory north of Highway 50. The territory south of Highway 50 is generally more rural and less developed than the territory north of Highway 50. Residents of the Western Slope generally commute westward to Sacramento County and beyond for employment.

Determination 2-6

The demographic profile of residents (average household size and age) within the study area contributes to demand for services.

Determination 2-7

As a community matures and the population ages, the average household size may diminish and overall population growth may decelerate. This may contribute to changes in demand for emergency services.

Determination 2-8

Population growth associated with development in areas outside of agency boundaries will increase the demand for fire suppression and emergency medical services from non-district residents.

Financing Constraints and Opportunities

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

A successful financing plan for government services requires the right match between the type of expense and the source of funds. Types of expenses generally fall into one of three categories: (1) acquisition of facilities and major capital equipment (2) employee expense (3) ongoing operations and maintenance. Sources of revenue for local agencies who are direct providers of fire and emergency service agencies include:

- Existing residents/taxpayers who provide ad valorem property taxes, special tax and benefit assessment district funding, funds to repay general obligation bonds, certificates of participation, and loans.
- Future residents in the form of development impact fees, and property tax increment growth.
- General county residents/taxpayers whose general taxes allow the Board of Supervisors to supplement the ad valorem revenues of certain fire districts whose share of the base property tax would be less than 13%.
- Users of ambulance services, those who pay fees for specific services such as facilities rental fees, plan check fees, etc.
- Groups or individuals who volunteer time or donate money or land.
- Grants from the Federal or State government and other entities.

The primary criteria that should be considered when evaluating adequacy of potential funding sources is availability, adequacy to meet the need, equity between existing and future residents, stability, and ability to cover on-going operating and maintenance costs.

Funding Sources**Property Taxes**

All of the districts discussed in this study are primarily dependent on property taxes as their single most important source of revenue. Since the approval of property tax limitations under Proposition 13 in 1978, the sufficiency of these revenues to fund local facilities and services has steadily declined. The ERAF shift further diminishes the property tax revenues available to local agencies by 29% or more. Property tax revenue is important for its long-term consistency but is insufficient to fund major

capital improvements and their associated increase in operation and maintenance costs. Districts theoretically have the option of negotiating a larger share of the ad valorem tax base, but would have to compete with other insufficiently-funded agencies. Consequently, most districts turn to other financing methods to supplement limited and diminishing property tax dollars and increasing costs of service.

Ad Valorem County Supplement for Rural Fire Protection Districts

El Dorado County provides discretionary funding for fire protection and medical emergency services to designated fire protection districts. For many districts, the County supplement represents a substantial portion of the budget for providing service. Without this funding, service would be severely compromised. The districts who receive the supplement are:

- Fallen Leaf Lake CSD
- Garden Valley FPD
- Georgetown FPD
- Latrobe FPD
- Meeks Bay FPD
- Mosquito FPD
- Pioneer FPD
- Rescue FPD

These agencies serve the more rural parts of El Dorado County and suffered from a substantial reduction in property tax revenues following Proposition 13 and the ERAF shift. The program is intended to assist fire providers achieve long term financial stability. Funds received from the County can only be used to provide equipment and manpower for enhanced fire protection and emergency medical services within the fire districts.

The funding augmentation program is implemented through a resolution of the Board of Supervisors, first adopted August 28, 2001. The County has affirmed and/or reauthorized the agreement annually in its budget process. Under the agreement, the County provides supplemental funding to each district in an amount sufficient to ensure that the ad valorem property tax otherwise accruing to the district, when added to the County supplement, totals 13% of the property tax revenue generated within the respective district's combined tax rate areas. The amount contributed by the County is calculated annually, based on the prior tax year's tax revenues and growth in assessed values.

The County may cancel the agreement or discontinue the supplemental funding program by giving notice as specified in the agreement and making certain findings that the supplement would impair the provision of other important services or the achievement of County objectives. In addition, the County has established a trust fund for this purpose and makes annual payments into an account for transition year

funding should the program is discontinued. The trust funds are intended to provide one additional year of revenues to the fire providers, allowing them time to seek alternative funding sources, make any appropriate staffing adjustments and/or implement service reductions if necessary.

Development Impact Fees (DIFs)

These fees are charged to developers when building permits are issued to secure advanced funds for the expansion of existing facilities or construction of new facilities needed to serve new development. Fees are based on a nexus study that identifies the relationship between new development and the cost of new facilities and improvements. These fees are also used to partially fund existing programs and services based on the degree to which new users will increase demand. DIFs are typically absorbed into the total cost of new homes and are therefore indirectly paid by new residents.

As defined in County Ordinance 13.20.020, a fire suppression and emergency service agency in the unincorporated area must request that the Board of Supervisors adopt the fee, and the Board must hold a public hearing on the adoption. The Board must review the fee annually and the district must update its plan annually. Certain types of development may be exempt from impact fees, such as senior housing projects and non-residential development. The types of residential DIFs charges in the County are undergoing a transition. Unlike commercial development's DIFs – which are based on square footage – residential DIFs used to be a flat fee regardless of the size of the home. After extensive debate at the Fire Chiefs' Association, FPDs are now moving towards a square footage fee for dwellings as well.

Districts with DIFs in place include:

- Cameron Park CSD
- Diamond Springs/EI Dorado FPD
- El Dorado County FPD
- El Dorado Hills CWD
- Garden Valley FPD
- Georgetown FPD
- Lake Valley FPD
- Latrobe FPD
- Meeks Bay FPD
- Mosquito FPD
- Pioneer FPD

Benefit Assessments/Fire Suppression Assessments

Benefit assessments are levied on property owners at a maximum amount of the increase in property value created by the installation of public improvements.

Assessments must be approved by a weighted majority of property owners and are more feasible in a limited geographic area. Special taxes are legally restricted as to use and must be approved by a two-thirds majority of registered voters. Either of these two revenue vehicles can be used for capital improvements, bonding for improvements, ongoing maintenance costs, overhead and administration costs, land acquisition, and facility improvement. Special taxes and assessments are collected on the county's annual tax roll. Revenues are generated annually over many years; hence benefit assessments have limited effectiveness for raising funds up-front for large acquisition or construction projects.

This funding source is attractive to local government service providers because of its versatility and long-term stability. As hinted immediately above, the benefit of these assessments is that the use of these funds is not restricted, unlike development impact fees (DIFs) which must be used for capital expenses only. Consequently, these revenues can be used to cover operational costs. Proposition 218 requires a fire suppression assessment be approved by voters. The assessment would have to be justified in terms of how much benefit each property owner receives from the agency's fire suppression services and then ratified by the landowners that would be subject to the increase. If a majority votes against the assessment, it would not be imposed. Consequently a district must expend time and funds to generate that support. Political factors can influence a successful ballot measure, and timing and presentation must be carefully considered. For these reasons, this funding source may be unavailable to a district even if it is the most logical and effective means to raise funds.

Currently, a little over half of the agencies have fire suppression assessments as a revenue source:

- El Dorado County FPD
- Fallen Leaf Lake FPD
- Garden Valley FPD
- Georgetown FPD
- Lake Valley FPD
- Latrobe FPD
- Meeks Bay FPD
- Mosquito FPD
- Rescue FPD

The record is mixed on the successfully adopting or updating a fire assessment. Consequently, it is understandable why some agencies are reluctant to pursue additional revenue through an increase of this assessment out of fear that it might be defeated at the ballot box after spending scarce resources to study and justify the assessment and for voters to approve it.

JPA Funding

Budget appropriations are disbursed through the JPA to fire districts who operate medic units and pay for and manage JPA employees. The provider agencies submit a list of JPA funded employees to the JPA. Salaries, benefits, PERS, and deferred compensation that these agencies receive are charged against the JPA's subject object code within the County's finance system. Non-providers receive funds from CSA 7 for medical supplies and training to operate full-paramedic engines or part-time advanced life support engines without medic unit/ambulances. "Provider" districts that receive JPA funding include:

- Cameron Park CSD
- Diamond Springs/EI Dorado FPD
- El Dorado County FPD
- El Dorado Hills CWD
- Georgetown FPD
- Lake Valley FPD

Because the "provider" member agencies operate medic units/ambulances and receive funds from the JPA for personnel, operating expenses, equipment and administrative overhead, those providers tend to have increased staffing (e.g. firefighter paramedics) and provide higher levels of service across the board because of the JPA revenue support.

User Fees

Agencies can recover costs directly from service users by charging fees, although most emergency service providers are reluctant to charge fees for service and typically do not do so. Direct user fees supplement the indirect revenues acquired through taxes, developer fees and other revenue streams outlined above. Fees are charged for ambulance services, including non-emergency transport. This was done previously by the County's medical billing department; however, that job has been outsourced and will be performed by a contractor starting in the fall of 2006. The agencies should contact the contractor to enquire whether it is feasible and/or cost effective to add a line item to recover service provider costs.

Districts should consider recovering the cost of emergency medical services, either from all recipients of that service, for only out-of-district residents or for recipients who live outside the County. As noted above, the influx of drivers traveling across Highway 50 increases the demand for emergency services. A rate schedule could be created to bill insurance companies for emergency medical services, either by adopting lower fees for district residents than non-residents or by charging a set amount regardless of the recipient's residence. Charging out-of-district residents is logical because they have not contributed to an agency's general revenue streams.

Emergency response services are charged by Meeks Bay FPD to non resident users of emergency services, typically visitors to campgrounds or wilderness areas. Lake Valley FPD also has a similar fee schedule in place.

Grants

Grant income is subject to State and Federal planning priorities and voter discretion. As such, local agencies have little or no authority over the availability of this funding source. After passage of grant propositions, the State or Federal government must then appropriate the funds into its budget and the local agency may have to compete for the funds with thousands of other eligible agencies statewide or nationwide. Conditions of use often apply as well. Consequently, the agency must invest a substantial amount of time and staffing to prepare a competitive application.

Grant money is a one-time source that is useful in funding certain special projects but may be too unreliable or variable for ongoing expenses or recurring needs. Grants have helped get funding for items that would have to be purchased out of budget. Nevertheless, grants from the California Office of Emergency Services and the Federal Department of Homeland Security and FEMA have been successfully secured by local fire and emergency service agencies in El Dorado County, including Cameron Park CSD, El Dorado Hills CWD, Lake Valley FPD and Meeks Bay FPD.

During the study period, successful grant securing agencies, such as Meeks Bay, initially provided support and assistance to other agencies to enhance grant writing techniques and by providing models and examples. In recent years, the success of local agencies in securing grants has improved dramatically. The Fire Chiefs' Association has become a forum for exchange of ideas and knowledge about grants available. Coordination has occurred among groups of agencies for regional grants with one fire district taking the lead on behalf of the group of agencies. This approach has also proved to be very successful.

From time to time private grant funding may be available as a funding source. Funding from foundations and charitable organizations could be available though a local or regional foundation. This study did not identify private grants that were available to El Dorado County fire and emergency agencies.

Community Facilities Districts

Community facilities districts (CFDs) can cover a broader range of public improvements and facilities than special assessment districts, namely the purchase, construction, expansion, or rehabilitation of governmental facilities that have a useful life of five years or more. Usually improvements funded by CFDs provide a general benefit to the community such as school facilities or major thoroughfares. The ongoing costs of police and fire protection services, ambulances, recreation, library services, parkways maintenance, flood control, and storm drainage maintenance are

some of the other services funded by this mechanism.

CFDs are funded via special taxes approved only after a public hearing and a favorable two-thirds vote of property owners or sometimes by registered voters who live within the proposed community facilities district. Unlike assessment districts, CFD taxes are levied against the specific areas where proposed services or facilities are to be provided. The special taxes are levied on the “rate and method of apportionment” approved by the voters at the time of formation of the CFD. This “rate and method” typically allows for different levels of taxation based on land use. Billing is generally on the tax roll, though alternate billing is possible following an election conducted by the governing party. Single owner developers of large sites that require a substantial infrastructure investment often utilize community facilities districts as a funding mechanism well before individual homeowners are ever involved.

After the district is formed, governing agency boards typically review and approve the levy of the special tax on the properties, a requirement that assessment districts do not have. The bonded, land-secured districts serve as a financial vehicle used to pay for infrastructure and may be paid off between 10 and 40 years. Service-related CFDs have the option of going on in perpetuity.

Debt

Districts can borrow money in the form of general obligation bonds, limited obligation bonds, certificates of participation, bank loans, or Mello-Roos community facilities districts bonds. Debt is an effective means to collect funds up-front for large capital facility construction. Bonds generally require two-thirds majority approval from voters. Larger agencies with higher credit ratings and more stable incomes are generally more successful with debt. For smaller agencies that lack these qualifications, community facilities districts may be a more a more viable option. Regardless of the method, the agency must ensure that it has sufficient, long-term, stable revenue streams to retire the debt.

As with special taxes and assessments, debt is also subject to political factors and voter preferences.

Agency Funding

The following table shows the various financing methods employed by fire suppression and emergency medical services. The City of South Lake Tahoe Fire Department was not included in the table because, as a department within a city, its financing mechanism is different. For a more detailed description of SLT's revenue streams, please refer to its agency description.

**Table 112: Service Review Analysis and Determinations
Financing Methods by Agency**

Agency	Average Property Tax Increment (not including County Supplement Fund)	County Supplement Fund	Impact Fees	Assessments	JPA Provider	Out-of- District Fees	Grants
Cameron Park CSD	18.83%		Yes		Yes		
Diamond Springs/EI Dorado FPD	20.54%		Yes		Yes		Yes
El Dorado County FPD	13.59%		Yes	Yes	Yes		
El Dorado Hills CWD	18.61%		Yes		Yes		
Fallen Leaf Lake CSD	5.33%	Yes		Yes			Yes
Garden Valley FPD	8.20%	Yes	Yes	Yes			
Georgetown FPD	11-12%	Yes	Yes	Yes	Yes	Yes	Yes
Lake Valley FPD	15%		Yes	Yes	Yes	Yes	
Latrobe FPD	5.22%	Yes	Yes	Yes			
Meeks Bay FPD	9%	Yes	Yes	Yes		Yes	Yes
Mosquito FPD	11-12%	Yes	Yes	Yes			
Pioneer FPD	9%	Yes	Yes				Yes
Rescue FPD	16%	Yes		Yes			Yes

All Financial information is general and descriptive, based on estimates and information from agencies

With the increase in growth, previously adequate funding arrangements may no longer be adequate. To fund the infrastructure needed to support new residents and potential future annexations, agencies may need to utilize new financing mechanisms such as impact fees, grants, and partnerships. A nexus study and capital improvement plan would be needed to fairly distribute the burden of future costs among existing and future residents. A consultant would likely need to be hired to complete the necessary studies and to obtain grant funding, and the district may need to hire permanent staff. Absent such changes, an agency would be hard pressed to maintain service levels in the long run. Some agencies may have reached that stage.

While each option is limited, all of the above are potential options for revenue enhancement. However, many agencies, especially smaller ones, may not have skilled internal financial administrative staff or board members to prudently manage

the various financial vehicles. Consequently, agencies must balance revenues against local needs, goals, money management capacity and long term planning and forecasting. To do this, every agency must look at its current financing portfolio and revenue option and figure out how to best utilize them. But because of the current staffing shortages some districts face and the immediate attention that must be paid to the firefighting mission, it becomes difficult to focus on long range goals.

Questions that must be answered include:

- Is the revenue source right for the type of expenses it is used to cover (for example ongoing costs vs. one time funds)?
- Will the revenue source increase as the cost goes up? Assessed values for property taxes goes up and so do wages and benefits, but this has not kept up (post-Prop13) with huge increases.
- What would be the true cost to institute a new revenue source?

Determinations Related to Financing Constraints and Opportunities

Determination 3-1

The sufficiency of property tax revenues to fund local facilities and services has steadily declined over time.

Determination 3-2

There are significant financing constraints in both rural and developed areas. It is difficult or impossible to maintain existing service levels as costs increase over time. It is difficult or impossible to improve or increase services as demand goes up and needs change over time.

Determination 3-3

Benefit assessments or special taxes are an excellent means of providing or improving service because this financing device is versatile and has long-term stability. Benefit assessments have limited effectiveness for raising funds up-front for large construction projects because revenues are generated annually over many years. Super-majority voter approval and technical requirements may make benefit assessments and special taxes unavailable to a district even if it is the most logical and effective means to maintain or improve services.

Determination 3-4

In areas with growth in service demand due to planned new development, financing opportunities exist that enable agencies to fund infrastructure improvements.

Determination 3-5

One-time development impact fees are an effective financing opportunity for the expansion of existing facilities or construction of new facilities needed to serve new

development. The long term costs of the service needs of the new population must be financed in other ways.

Determination 3-6

Development increases the assessed value of property and the total property tax amount paid to underwrite the cost of government services. In areas where annexations are needed to support development, AB 8 property tax negotiations provide a financing opportunity; however, all service provider agencies must compete for a share to support a wide range of needed services. A careful cost-benefit analysis by agencies, including evaluation of long term costs of providing service, should be a beneficial prerequisite to accepting annexations.

Determination 3-7

Efforts to secure grant funding could be increased by agencies. The cost of professional staff to prepare applications and administer grant funds is not inconsequential. Grants restrictions and the unpredictability of securing funds may make this source infeasible for long range planning, but it may be feasible for parkland acquisition and improvement.

Cost Avoidance Opportunities

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

OPR Definition: Actions to eliminate unnecessary costs derived from, but not limited to, duplication of service efforts, higher than necessary administration/operation cost ratios, use of outdated or deteriorating infrastructure and equipment, underutilized equipment or buildings or facilities, overlapping/inefficient service boundaries, inefficient purchasing or budgeting practices, and lack of economies of scale.

Because the level of cooperation among fire agencies has increased over recent years, they are already in the process of exchanging best practices and sharing information that help the agencies reduce or avoid unnecessary costs. For example, Meeks Bay FPD has assisted other FPDs with grant writing. Other FPDs have banded together and submitted joint applications for grants or have made joint purchases. Many agencies noted that they make some of their purchases through associations in order to take advantage of discounts or lower prices. In addition, several agencies conduct joint training exercises, share classes, facilities (such as air filling stations) and mechanic, auditing and legal services.

One cost that plagues certain districts is that they spend limited resources to train volunteer personnel only to have those qualified volunteers leave. As noted earlier, some volunteers join an agency to learn, train for the job but leave for higher salaried positions elsewhere. A possibility is for geographically close districts to coordinate benefits offered to volunteers (such as paying for training courses or for PPE) so that they inadvertently do not compete with each other at the recruitment stage. They could also have benefit contracts so that a volunteer agrees to be with the district for a certain tenure or reimburse the district. A further step is for districts to create a joint "Pool of Volunteers" that they may share and assign based on the needs of the participating districts. DSP has created such a pool to a certain extent. The benefit is that it would be a rotating pool that could be utilized to support a district that is short staffed.

The biggest, and most cited, cost avoidance opportunity is agency consolidation. There have been various consolidation efforts, such as a proposed Rescue FPD/EI Dorado Hills CWD merger, the Lake Valley FPD/Fallen Leaf Lake CSD and several attempts to reorganize the FPDs on the Georgetown Divide. The preliminary information regarding the Rescue FPD/EI Dorado Hills consolidation suggested that the reorganization would result in significant cost avoidance and higher levels of service.

It must be kept in mind, however, reorganizations do not, on the whole, lead to substantial cost savings. The biggest expenditure for any agency is the cost of labor, and a consolidated district would face the same costs associated with on-the-

line personnel salary, if any, if the number of firefighters remains the same. There would also be little cost reduction in the maintenance of facilities if the number of stations remains the same, as is the current experience with ECF in maintaining a high number of stations.

Savings can be achieved if the number of personnel is cut, if management levels are reduced or flattened, through economies of scale for purchasing and equipment maintenance and through a reduction in administrative and facilities costs:

- The combined district could hire one or two mechanics who could maintain all vehicles and machinery beyond the maintenance levels currently realized.
- A larger district would be in a better position to reallocate existing resources in a more cost-effective manner. For example, three districts may need to maintain a total of six stations to obtain a moderate ISO service level. A consolidated district may only need three stations to maintain the same level of service if those stations are strategically located so as to triangulate coverage over the entire service area.
- A larger district may also find it easier to reassign or deploy volunteer forces across the service area as the need arises.
- Many agencies with outdated equipment, especially engines which are older than industry standards, may find it easier to replace in a consolidated district with a combined revenue base and larger pool of funds.

In addition, consolidation can be best achieved among agencies that have cooperated, shared and coordinated resources significantly in the past. Districts whose main communities of interest have deep historical and social ties or, conversely, districts where the communities of interest are too new to have formed distinct identities from its neighbors have a successful consolidation track record. In either case, a consolidation would have to demonstrate that service levels would increase or remain the same; that it would reduce redundancies in resources by a noticeable amount and that the service area would be a well-defined geographic area.

Consolidation would also entail a combination of the oversight boards and an expanded administration overseeing the combined firefighting corps. A consolidated district would need to address what would happen with the fire chiefs currently in place. An agreement amongst the incumbents would have to be set up for the administrative structure of the combined force. Some possible solutions would be for the selection of one chief and two or three assistant chiefs to ensure efficiency, accountability and delegation of duties to both the firefighters and the oversight board.

Further, the merger of the oversight boards could be a politically sensitive since most FPDs have communities of interest with distinct identities and may wish to retain local oversight of their fire districts. In the instance of the Rescue FPD/EI Dorado Hills CWD consolidation, an advisory vote on the matter was held on the Rescue side and residents there indicated that they did not wish to combine with EDHCWD. The vote may have been based more on community and political factors than the opportunity to reduce cost and increase service. Nevertheless, such sentiments cannot be easily dismissed.

Determinations Related to Cost Avoidance Opportunities

Determination 4-1

Low administrative cost is not necessarily an indication of efficiency.

Determination 4-2

The relationship between cost and service levels is important. Where simple services are provided to a small stable neighborhood, basic administrative functions may be efficiently performed at a low cost by volunteers. In areas with growing populations or complex service needs, it may become difficult or impossible for a small agency to administer needed services efficiently at the lowest possible cost.

Determination 4-3

Adequate insurance is an effective cost avoidance measure.

Determination 4-4

Integrated planning, especially long range planning, is an important part of cost avoidance.

Determination 4-5

Use of volunteers is an appropriate cost avoidance strategy to the extent that volunteers possess adequate knowledge, skills, and experience.

Determination 4-6

In some cases, consolidation of districts may be an appropriate method of lowering or avoiding cost. However, consolidation efforts must be approach in a methodical fashion to ensure the objectives of achieving cost savings, retaining or improving service levels and among agencies where the combined service area is logical.

Opportunities for Rate Restructuring

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

OPR Definition: Rate restructuring does not refer to the setting or development of specific rates or rate structures. During a municipal service review, LAFCO may compile and review certain rate related data, and other information that may affect rates, as that data applies to the intent of the CKH Act (§56000, §56001, §56301), factors to be considered (§56668), SOI determinations (§56425) and all required municipal service review determinations (§56430). The objective is to identify opportunities to positively impact rates without adversely affecting service quality or other factors to be considered.

As noted in the Financing Constraints and Opportunities Section, all districts' finances are composed of property taxes combined with either fire suppression assessments, DIFs, JPA funding and other smaller funds. Each of these categories has inherent constraints that prevent an agency from restructuring them.

- **Property taxes** – In California, the maximum property tax assessed on any land is generally 1% of the said property's value. Agencies with a substantial portion of land under Williamson Act contracts have a lower assessed value, do not collect as much in property taxes in those parcels as comparable land and rely on the County Augmentation Fund to partially offset the lower collection of revenues.
- **Fire Suppression Assessments** – The expansion or augmentation of this source has limits under state law. Nine of the FPDs in El Dorado County have a fire suppression assessment, meaning every property within their district is also charged an additional assessment for fire protection. However, Proposition 218 provides that any increase of an existing assessment is subject to its calculation and election requirements: the increased assessment would have to be justified in terms of how much benefit each property owner receives from the District's fire suppression services and then ratified by the landowners that would be subject to the increase. If a majority of the weighted ballots votes against the increase in the assessment, it would not be imposed.
- **Development Impact Fees** – California Health and Safety Code §13916 prohibits fire protection districts from imposing DIFs. Consequently, DIFs are adopted by the County Board of Supervisors on the agency's behalf. These can partially offset the cost of services, but cannot cover underlying operational expenses, such as overhead, capital costs and stand-by (readiness) costs.
- **JPA Funding** – This funding is determined by the County Board of Supervisors based upon the recommendations of the JPA/CalTahoe Board of Directors.

Each fire suppression and emergency services agency submits a CalTahoe/JPA Budget to the respective Board for approval every year. CalTahoe/JPA only provides funding for personnel, equipment, operating expenses and administrative costs to administer the EMS program.

The following items are offered for the agencies to review and judge as to the feasibility of instituting these recommendations for increasing revenue:

- **Out-of-District Medical Reimbursement** – All agencies without a fee schedule to recover costs for the administration of emergency medical services provided to out-of-district or out-of-county visitors should consider adopting one. Currently there is ambulance billing to patients' insurance companies, but not for any other medical aid rendered. The level of effort for calculating the cost of the services should be fairly low since most if not all districts have capital improvement plans that document the cost of service provision. Georgetown, Meeks Bay and Lake Valley FPDs have programs to recover these costs and would be able to provide some assistance. In addition, the County Auditor-Controller's Office has the expertise to calculate hourly rates.
- **Usage Fees** – If the agencies have not already done so, agencies should consider implementing usage fees for direct services rendered, such as plan reviews, and these methods should be explored and implemented to the extent possible by the agencies; however these sources of revenue will never be sufficient or reliable enough to address the long term capital needs, staffing needs. However, LAFCO staff is aware that calculating capital costs and staffing expenses can be problematic for some agencies.
- **Facility Rental Fees** – Agencies should also consider renting their halls to be used for community events. This may be an additional source of revenue, similar to the practice of other governmental and private entities with similar facilities. The fire agency may decide to limit the rental proceeds for the maintenance and upkeep of the hall or use the rental fees as additional operating revenue. However, charging facility rental fees can be problematic. On the one hand, at the very least facility usage charges will assist the agency in offsetting its costs maintenance and upkeep of the facility. However, in many cases the fire district is seen as hub of community identity and many would find charging rental fees to be disrespectful to the community that has supported the district; not to mention that some FPDs have Board policies that forbid these fees. In addition, in some areas there are few, if any, alternative places large enough for community meetings or large gatherings. Consequently, the spirit of volunteerism would have to be balanced against need for revenue.
- **Inter-Governmental Contracts** – Several districts indicated that they respond to emergency calls on Federal or State lands. While SRAs and FRAs are in place to recover the costs of fires, these designations do not appear to address the issue of emergency medical response in FRAs and SRAs. If responding to

these types of calls are quantifiably placing a strain of agency resources, perhaps an effort should be made to request some type of reimbursement from the State or the Federal Government if calls are answered by a local FPD on State or Federal parks. The method could be a contract to outsource the staffing of USFS or CDF stations to a local agency or the establishment of a rate schedule for medical services when Federal or State resources are not available. However, it is unknown whether these types of contracts may require special legislation. Consequently, LAFCO staff concedes that the probability of these contracts becoming a reality is significantly low.

- **Fire Suppression Assessments** – The following districts should consider asking their voters to approve an assessment that would assist the fire district with its operational costs.
 - Cameron Park CSD
 - Diamond Springs/EI Dorado FPD
 - Pioneer FPD
- **Development Impact Fees** – The following districts should consider asking the County Board of Supervisors to adopt DIFs on their behalf.
 - Fallen Leaf Lake FPD
 - Rescue FPD

Determinations Related to Opportunities for Rate Restructuring

Determination 5-1

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

Determination 5-2

Costs associated with providing services to recipients may be partially or completely offset by user fees, either targeted at every recipient regardless of residence or solely to out-of-district residents.

Determination 5-3

Charging fees to non-residents is an appropriate way for districts to recover part of the cost of providing services to members of the general public who do not contribute to agencies via property taxes or assessments.

Determination 5-4

The consideration of charging rental fees for the usage of agency facilities would have to be balanced against the community's perception of the agency as a social hub.

Determination 5-5

Agencies that provide services in Federal or State lands should pursue service contracts with the appropriate entity to ensure some of the costs incurred for the provision of services is recovered.

Opportunities for Shared Facilities

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

When considering annexation of new lands into a district, LAFCO can evaluate whether services or facilities can be provided in a more efficient manner if service providers develop strategies for sharing resources. Inter-agency sharing of facilities as well as public-private partnerships are widespread within the County and include Georgetown and Garden Valley FPDs sharing and operating joint training facilities; El Dorado Hills CWD's soon-to-open facility that will be utilized by public safety organizations from the region; El Dorado County FPD's sharing resources and stations with CDF; and joint purchases of equipment or multi-agency applications for grants. All agencies studied have sharing arrangements with public and private entities, either formal agreements or informal arrangements or both.

The most beneficial sharing of resources to residents in the County is the practice of deploying the nearest resource to an emergency. While there are costs associated with mutual aid and/or automatic aid, there is a direct benefit when an agency can rely on its neighbors for support. This ensures that residents of the County can be assured that there will be someone who will respond to an emergency without regard to jurisdictional issues. In this regard, the El Dorado County agencies probably coordinate resources as well, if not better than, similar agencies statewide.

There may be other opportunity for enhanced sharing of resources and facilities, such as

- Creating a "Pool of Volunteers" that can be assigned and deployed depending on the participating agencies' circumstances.
- Seasonal CDF stations could be shared with local providers so that the agencies can realize cost savings by sharing the costs of maintaining facilities.

Sharing of facilities and equipment can maximize use of limited facilities and partially compensate for shortages in resources and funds. But while sharing can stretch resources farther, it cannot unilaterally overcome fundamental shortages and deficiencies in funding or infrastructure. Among the impediments to increased cooperation and sharing of facilities are geographic distance, political preferences and limited space. Some of these deficiencies can only be overcome by revenue enhancements, through reorganization of the districts and/or service area boundary readjustments.

The following are some of the steps agencies have taken to use or share resources:

Cameron Park CSD (CAM) – CAM facilities are used by the County Sheriff, the Fire Safe Council and CDF.

Diamond Springs/EI Dorado FPD (DSP)

- While the Rancheria provides its own fire protection, the fire chief and tribal leaders acknowledge the need for a cooperative plan to provide services for future growth.
- The district provides temporary office space at Station 49 to Dan Francis, the program administrator of CSA #7.
- The ECF attends shared training sessions with Rescue FPD, El Dorado Hills CWD, Cameron Park CSD, and Pioneer FPD at Diamond Springs/EI Dorado County FPD facilities.

El Dorado County FPD (ECF) – The El Dorado County Sheriff's Department currently leases office space in the Placerville Station and USFS staffs the Sierra Springs and Kyburz stations.

Fallen Leaf Lake CSD (FLL) – The Fallen Leaf Lake Fire Department uses a USFS storage building for seasonal winter storage. In addition, it uses Lake Valley FPD and South Lake Tahoe's air filling station to refill air bottles for self-contained breathing apparatus units.

Garden Valley FPD (GRV) – GRV occasionally trains with Georgetown and Mosquito FPDs at the training academy in Georgetown. Garden Valley and Georgetown FPD share a cascade air system to fill SCBAs in each district.

Georgetown FPD (GEO)

- The district also trains with Mosquito and Garden Valley Fire Protection Districts.
- Georgetown can use Garden Valley firefighters to staff the Office of Emergency Services engine that is stationed at Georgetown Station 61 for state mutual aid calls.
- Garden Valley, Georgetown, and Mosquito FPDs share a cascade air system to fill SCBAs (self-contained breathing apparatus) in each district.

Lake Valley FPD (LAV) – Neighboring fire departments use Station 7 facilities for training, including that station's live fire facility for gaining experience in structural firefighting. Fallen Leaf Lake Fire Department uses Lake Valley FPD facilities to refill SCBA equipment.

Meeks Bay FPD (MEK)

- MEK uses County facilities, including the fueling station, at the DOT maintenance yard.
- MEK has informal agreements with El Dorado County for purchasing fuel and for financial services. MEK also has fuel-purchasing arrangements with the California State Parks.
- MEK participates in group purchasing through the state GSA and the El Dorado Fire Chiefs' Associations.

Mosquito FPD (MQT) – The Mosquito chief requests command officers from Garden Valley and Georgetown to provide district coverage when necessary. All three districts share a cascade air system to fill SCBAs.

Pioneer FPD (PIO)

- PIO informally shares volunteers with other agencies such as Diamond Springs/El Dorado FPD, CDF, and USFS.
- Group purchasing with CDF may be utilized when cost effective.
- Some engines may be purchased from OES bids.
- The district occasionally uses County Central Stores for supplies.

Rescue FPD (RES) - Station 81 on Lotus Road has been used as a search and rescue base of operations.

Determinations Related to Opportunities for Shared Facilities

Determination 6-1

Inter-agency sharing of facilities as well as public-private partnerships are widespread within the study area.

Determination 6-2

Sharing of facilities can maximize use of limited facilities and may partially offset capacity shortages. Cooperative agreements are a highly effective means of sharing the cost of equipment acquisition and maintenance as well as maximizing the use of available resources.

Determination 6-3

Enhanced sharing of resources and facilities would result from additional cooperative agreements among and between agencies, especially among

geographically close agencies.

Determination 6-4

Existing impediments to greater sharing of resources and facilities include geographic separation (location), political preferences (agency policy), and limited infrastructure or resources.

Government Structure Options

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

Existing Government Structure

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

Fire and emergency services are directly provided by a diversity of local government agencies in El Dorado County including fire protection districts, a county water district, community services districts and a city. Other related service agencies include County Service Areas 3 and 7, El Dorado County, CDF, USFS, joint powers authorities and others. Because of LAFCO's role in evaluating boundaries, services and spheres of influence, this discussion of government structure options will focus on the local agencies which are direct providers of fire and emergency services which are:

- Cameron Park Community Services District
- City of South Lake Tahoe Fire Department
- Diamond Springs/El Dorado Fire Protection District
- El Dorado County Fire Protection District
- El Dorado Hills County Water District
- Fallen Leaf Lake Community Services District
- Garden Valley Fire Protection District
- Georgetown Fire Protection District
- Lake Valley Fire Protection District
- Latrobe Fire Protection District
- Meeks Bay Fire Protection District
- Mosquito Fire Protection District
- Pioneer Fire Protection District
- Rescue Fire Protection District

County Service Areas #3 and #7 do not directly provide service and are not analyzed under the nine factors framework.

Of the various types of districts of limited purposes, community services districts are empowered to provide the greatest range of services to their communities. Most

CSDs in El Dorado County exercise only one or two of the powers authorized under Government Code §61000 et seq. Cameron Park and Fallen Leaf Lake exercise their powers for fire protection and emergency services along with parks and recreation. Cameron Park CSD also provides other supporting services. Fire protection districts in the county exercise a wide range of powers, but not emergency medical functions. Those functions and services are provided by El Dorado County through its CSAs and the two JPAs.

This government structure arrangement allows for centralized medical emergency services and decentralized fire protection/suppression services provided by different agencies and different types of agencies. The structure of local government in El Dorado County consists of many overlapping single purpose special districts. Other special districts exist within the boundaries of each fire protection provider.

In regions with separate, distinct communities that are geographically remote from each other, services are most logically provided by several local single purpose agencies. Among such communities, service needs may vary widely based on community preferences, civic cooperation and available revenues. In this setting single purpose special districts may be the best arrangement for providing desired governmental services, customized to the needs of the area and financial resources available.

In contrast, the most rapidly growing areas of the County that once contained several distinct communities now contain developed areas between the original small communities. Growth that will occur under the 2004 County General Plan will likely to diminish the distance between distinct historic communities. Agencies that once reflected the core community have become mismatched to areas that have “grown up” since the agencies were created. There is no longer a universal understanding of the location of community boundaries. For example, some residents who reside in the Cameron Park CSD perceive that they live in the community of Rescue, and vice versa. Service needs of populations inside and outside of one agency’s boundaries may be exactly the same. New residents who have moved into areas with recent rapid growth are demographically more homogenous to each other, have generally similar service needs and may have expectations for higher levels of service than can easily be provided by individual special districts designed and funded for lower levels of service. The decentralized government structure that may have been most effective in providing services historically to unique, separate communities may no longer be the best structure for public services where development and growth have created a larger population base with homogenous service needs. Consequently, districts should consider consolidation as a way to achieve economies of scale, realize cost savings and have the ability to respond to increased service needs among the population.

Government Structure and Cost Effectiveness

Multi-purpose service providers and larger agencies generally have the advantage of economies of scale, cohesive planning and fundraising capability. Administration and overhead costs for several separate agencies may be higher than those for a single larger agency. Within a highly populated urban area where service needs are relatively homogenous, segmenting service among several providers will be unlikely to result in the highest service levels at the lowest possible cost. Where service levels vary among the agencies, as in the study area, the service cost burden is not equitably distributed among residents, even when fire suppression and emergency medical services are accessible to all.

Typically for consolidations to occur there has to be significant (and popularly desired) cost savings or increase in service:

1. A reduction in the number of stations where service coverage might create unnecessary overlap.
2. An increase in the staffing of stations where currently staffing is limited (e.g. the station is seasonal or not staffed 24-hours a day). The issue of unmanned or undermanned stations is most likely to occur in rural districts.
3. An increase in staffing that reduces response times can be achieved.
4. A reduction in the number of senior administrative staff can be achieved. Consolidations often occur, or at least are considered, when a chief is retiring.
5. Economies of scale for costly services can be attained. Such services include mechanics shops and SCBA filling stations. These types of facilities and equipment can be costly to purchase or maintain. Currently, some of the smaller agencies avoid these costs by outsourcing their mechanic services to another agency. For example, Fallen Leaf Lake CSD uses Lake Valley FPD's facilities; Garden Valley, Georgetown and Mosquito FPDs already have a shared Mobile Air Filling Station.

As noted earlier, there might be some difficulties with consolidating districts. Certainly roadway infrastructure may limit the ability for some districts to consolidate, even if those agencies are viable candidates in every other respect. For some, it may be technically feasible but not politically feasible. In all cases, the issue of consolidation raises these questions:

- What happens to community identity in a larger district? Communities, especially in rural areas or where volunteers are active, often look to fire protection providers as a center of community identity. These agencies provide opportunities for citizen participation. In areas where the fire agency is the most visible government entity, the agency often functions as a social center as well

as a center of public safety. In very remote areas, the fire agency is often seen as the heart of the community and the steward of community life. In every case, fire departments provide vital services to communities that encompass more than saving lives and structures from fire. They provide the extent and range of services that individual communities need and are willing to support.

- Should a fire suppression agency's boundary conform to community lines? In rural areas, this is highly probable because the fire provider may be the only government agency or may be the only *visible* public entity. This may result in the district encapsulating community pride given the emotional nature of emergency services and that volunteers connect the district to the community. However, having a community-based district may not result in cost effective services as defined as highest service at lowest cost. This is especially true when communities undergo the historic transformation from a village to a town to a larger community. Growth has an interim effect in that it leads to a regionalist reality intermixed and mismatched with a community mentality: a functional community is much broader (market areas, shopping access, location of jobs versus housing) than the traditional idea of a small historic/rural community or neighborhood. Eventually, people come to identify themselves with a larger area. Whereas a citizen of Kelsey would think of himself as "from Kelsey" in the early 1900s, one hundred years later he would describe himself as a resident from the (Georgetown) Divide; a person born in Grizzly Flats now would say she is from "the South County."
- What would be the fiscal effects of consolidation? There would be legal and fiscal consequences to reorganization: If an agency that's not exempt from ERAF annexes to one that is (bi-county agencies were exempted from the ERAF shift), will the tax base remain the same in the newly added territory? In the Citygate South Lake Tahoe study, the County Auditor explains the uncertainty of this situation. It is unknown whether the Auditor has the discretion to adjust property tax base for annexations to an ERAF-exempt district.
- Would the cost savings of combined agencies offset the costs of retiree health benefits? Retiree health benefits are ongoing costs and the proportion of these costs against all expenditures vary from district to district. The benefits and benefit programs being offered may also differ between those agencies looking to combine. This could result in a significant cost, especially if the firefighting bargaining groups demand that the combined district adopt the costlier plan. The PERS valuation of new employees transferring into a different system with years of service also drives up the retirement unfunded obligation. Usually the consolidated district adopts the better benefits and the higher salary schedule as an incentive to staff members to support the reorganization, but somebody has to pay for those costs.

Agencies whose geographic location, history of shared facilities and/or community ties would make them candidates for consolidation include the following. As noted

earlier, careful and methodical consideration would be advised before a consolidation effort is attempted:

- Fallen Leaf Lake CSD and Lake Valley FPD
- Lake Valley FPD and South Lake Tahoe Fire Department
- Diamond Springs/EI Dorado DPF and EI Dorado County FPD
- Garden Valley, Mosquito and Georgetown FPD

If consolidation is not a feasible option, then the readjustment of service boundaries would be needed in the near future in order to ensure that:

- Growing communities of interest are not split between service agencies. In other words, residents may have a community identity with one service provider while services are actually delivered by another.
- Issues of fiscal inequity brought to the surface by mutual aid are removed.
- Remove issues of increasing service demand upon districts that currently do not have the capacity or resources to address this increase.
- Remove any issues of “free riders”.

In that respect, based on the concept of community identity, location of fire stations and mutual aid calls given and received, the following agencies are candidates for a readjustment of service boundaries, including lands already in an agency and lands that are currently outside of any fire suppression agency:

- EI Dorado Hills CWD and Rescue FPD
- Cameron Park CSD and Rescue FPD
- Cameron Park CSD and EI Dorado Hills CWD
- Cameron Park CSD and EI Dorado County FPD
- EI Dorado County FPD and Garden Valley FPD
- Diamond Springs/EI Dorado DPF and EI Dorado County FPD
- Latrobe FPD and EI Dorado County FPD

When considering consolidations or service area adjustments, the Commission will need to draw distinctions between:

- § Short term allocation problems that should be addressed by the affected agencies themselves (with additional growth and investment) and long term problems that require boundary changes;
- § The need for changes of organization that equitably re-allocate revenues and the simple need for increased revenues; and
- § The extent to which special district boundaries and jurisdiction can or should be used to define and reinforce the identities of the unincorporated communities and instances in which district boundaries must extend to wider areas.

Finally, all agencies that currently have service area islands should pursue annexation of those islands.

Determinations Related to Government Structure Options

Determination 7-1

The structure of local government in the study area consists of many agencies whose boundaries no longer reflect service capability, current infrastructure realities, development patterns and social and community ties.

Determination 7-2

In regions of the county with separate, distinct communities that are geographically remote from each other, public services are most logically provided by a combination of several single purpose special districts.

Determination 7-3

The decentralized government structure that may have been most effective in providing services to separate communities may no longer be the best structure for public services in places where development and growth have created a population with similar service needs both inside and outside of district boundaries.

Determination 7-4

Multi-purpose service providers and larger agencies generally have the advantages of economies of scale, cohesive planning and greater fundraising capability. Assuming the same levels of service, administration and overhead costs for several separate agencies will likely be higher than those for a single larger agency. Within a highly populated region segmenting service among several providers is unlikely to result in high service levels at the lowest possible cost.

Determination 7-5

Mutual aid imbalance between given and received may signal that service area coverage may no longer reflect current service area boundaries, requiring a re-evaluation of those service area boundaries.

Determination 7-6

Changes to the organization and structure of government alone cannot address the problem of insufficient revenues to support desired services.

Determination 7-7

Service area islands and developed lands outside of any fire suppression agency introduce “free rider” problems where a district becomes responsible for providing service but does not receive revenues from those lands to offset service provision cost.

Determination 7-8

Attempts at reorganization should be conducted in a methodical manner to ensure the best outcome for both the agencies involved and the residents of El Dorado County.

Evaluation of Management Efficiencies

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

OPR Definition: The term, “management efficiency,” refers to the organized provision of the highest quality public services with the lowest necessary expenditure of public funds. An efficiently managed entity (1) promotes and demonstrates implementation of continuous improvement plans and strategies for budgeting, managing costs, training and utilizing personnel and customer service and involvement, (2) has the ability to provide service over the short and long term, (3) has the resources (fiscal, manpower, equipment, adopted service or work plans) to provide adequate service, (4) meets or exceeds environmental and industry service standards, as feasible considering local conditions or circumstances, (5) and maintains adequate contingency reserves. According to Commission on Local Governance for the 21st Century staff, “Management Efficiencies” was not about union issues or collective bargaining, but was generally seen as organizational efficiencies including the potential for consolidations.

The purpose of management is to effectively carry out the principal function and purpose of an agency. Good management will ensure that the agency’s mission is accomplished and that the agency’s efforts are sustainable into the future. A large part of the evaluation of management quality and efficiency is subjective.

The lack of objective standards for management in general complicates the evaluation of government management efficiency. Without objective standards relating to the whole of management performance, objective factors have to be reviewed in a piecemeal fashion. Objective standards include winning awards, having adequate reserves, adopting policies and procedures to ensure continuity, avoiding financial failures and planning for future responsibilities. Beyond such indirect indicators of management quality, understanding management effectiveness and efficiency is relative and subjective. Determining quality is dependent on agency characteristics that can only be indirectly measured and cannot be directly seen or observed. A few simple characteristics or events must be used to infer broader conclusions.

Evaluating efficiency is not simply related to high levels of service. An agency with a generous budget need not be efficient to be effective. Where resources are scarce, one indication of management efficiency may be how effectively the available resources are applied to the agency’s highest priorities and whether available resources are spent to provide the highest levels of service possible.

LAFCO staff identified one, admittedly imperfect, measure of reviewing services and cost. The table below apportions agency expenditures to population as an approximation of per capita cost. It is important to note that service levels, as described elsewhere in this report, vary widely among the agencies and a

comparison of actual service levels to cost is necessarily subjective. For example, an agency with a high per capita cost may not be “less efficient” per se but instead currently investing heavily in capital and equipment, resulting in higher costs. Consequently, the table below should not be used as a “shortcut” to determine efficiency. Instead, the agency descriptions above serve as a better guide for management practices. In addition, because portions of this report were written at various times between 2004 and 2006, the agency information herein was gathered at various times. In order to make valid and comparable assessments throughout this report, LAFCO staff has established the FY 2003-2004 budget as a benchmark budget across all agencies (with certain exceptions). Further, because the table below only has one year’s budget, it is not possible to indicate a trend. No long-term inferences should be made from this table. The amounts on this table are descriptive and approximate based on information received from the agencies and other sources.

Table 113: Service Review Analysis and Determinations
Comparative Ratio of Fire Protection Expenditures to Population per
Agency *

Agency	District Population	Fire Protection Expenditures	Expenditures Per Capita
Cameron Park CSD	18,225	\$2,142,671	\$117.57
City of South Lake Tahoe Fire Department	23,609	\$4,701,941	\$199.16
Diamond Springs/EI Dorado FPD	37,000	\$2,170,929	\$58.67
EI Dorado County FPD	61,639	\$6,775,404	\$109.92
EI Dorado Hills CWD **	33,600	\$9,074,074	\$270.06
Fallen Leaf Lake CSD	500	\$116,334	\$232.67
Garden Valley FPD	8,000	\$555,287	\$69.41
Georgetown FPD	6,500	\$935,274	\$143.89
Lake Valley FPD	11,000	\$3,431,050	\$311.91
Latrobe FPD	900	\$272,891	\$303.21
Meeks Bay FPD	1,000	\$1,002,372	\$1,002.37
Mosquito FPD	1,600	\$276,058	\$172.54
Pioneer FPD	7,000	\$882,327	\$126.05
Rescue FPD	7,500	\$851,458	\$113.53

* Population data is approximated for districts with seasonal fluctuations

** EI Dorado Hills CWD budget data is from FY 2004-2005

According to academic studies, approximately 65-80% of a government agency’s budget is devoted towards labor costs (salaries, benefits and insurance). The table below shows the personnel cost as a percentage of the FY 2003-2004 budget. It is important to note that, with a few exceptions, the agencies whose cost percentages are below 60% tend to be volunteer agencies (those with volunteer corps of 50% or more). It is important to note again that the table below only has one year’s budget, it is not possible to indicate a trend and that no long-term inferences should be made from this table.

**Table 114: Service Review Analysis and Determinations
Comparative Personnel Cost Percentage of Total Budget
per Agency**

Agency	Administrative Costs *	Total Budget	Percentage of Total Budget
Cameron Park CSD	\$1,923,688	\$2,142,671	89.78%
City of South Lake Tahoe Fire Department	\$3,979,012	\$4,701,941	84.62%
Diamond Springs/El Dorado FPD	\$1,301,735	\$2,170,929	59.96%
El Dorado County FPD	\$5,342,178	\$6,775,404	78.85%
El Dorado Hills CWD**	\$7,681,194	\$9,074,074	84.65%
Fallen Leaf Lake CSD	\$73,421	\$116,334	63.11%
Garden Valley FPD	\$426,004	\$555,287	76.72%
Georgetown FPD	\$504,540	\$935,274	53.95%
Lake Valley FPD	\$2,568,271	\$3,431,050	74.85%
Latrobe FPD	\$104,820	\$272,891	38.41%
Meeks Bay FPD	\$601,848	\$1,002,372	60.04%
Mosquito FPD	\$169,065	\$276,058	61.24%
Pioneer FPD	\$17,550	\$882,327	1.99%
Rescue FPD	\$751,358	\$851,458	88.24%

* Administrative Costs include Employee Salaries and Benefits

** El Dorado Hills CWD budget data is from FY 2004-2005

At the very least, LAFCO staff can state that, based on the research for this report, all agencies have management and accountability structures in place that adequately provide fire protection and emergency medical services to their respective service areas. All agencies also encourage public participation during their monthly hearings by posting notices in accordance with the Brown Act. Their finances are held in public accounts and are periodically reviewed or audited by either the County Auditor-Controller or a private independent auditing firm. All audits reviewed by LAFCO staff indicate that the agencies' finances are in healthy shape and its reporting practices are in compliance with accepted standards. Any agency that received Grand Jury recommendations implemented them within a reasonable amount of time.

Another determination is that, as noted earlier, several districts are at or near their limits in terms of funding and infrastructure. However, as also noted earlier, these agencies are able to maintain high service levels despite these challenges. Agencies are making the most with engines that are beyond their recommended service life, inadequate facilities and space for equipment and are still able to continue to provide services. The agencies are also implementing innovative solutions to combat equipment deficiencies, sharing facilities to reduce costs and cooperating extensively with one another. Consequently, the residents of El Dorado County should be proud and supportive of the work their fire suppression and emergency services agencies are doing.

Determinations Related to Evaluation of Management Efficiencies

Determination 8-1

The management policies and practices of an agency affect every aspect of operations and services.

Determination 8-2

Management will ensure that the agency=s mission is accomplished and that the agency=s efforts are sustainable into the future.

Determination 8-3

Special district management can be provided directly by a board of directors. Where all management is by the board, the directors= individual skills, knowledge, experience, qualifications, motivation and the time they have available for their duties determine the effectiveness of the agency and its efficiency.

Determination 8-4

There is no coordinated support system in El Dorado County to guide or assist small agencies with planning, legal, administrative and management decisions. Member services of the California Special Districts Association can assist districts with management issues.

Determination 8-5

Part-time volunteer district boards acting informally without adequate education or legal support are unlikely to understand their responsibilities and may find it difficult to implement and comply with state laws and agency service obligations.

Determination 8-6

With a few exceptions, agencies whose corps is composed of at least 50% volunteers tend to have lower personnel costs relative to their budgets.

Local Accountability and Governance

Purpose: To evaluate the accessibility and levels of public participation associated with agencies decision making and management processes

OPR Definition: The term, “local accountability and governance,” refers to public agency decision making, operational and management styles that include an accessible staff, elected or appointed decision-making body and decision making process, advertisement of and public participation in, elections, publicly disclosed budgets, programs and plans, solicited public participation in the consideration of work and infrastructure plans; and regularly evaluated or measured outcomes of plans, programs or operations and disclosure of results to the public.

In May 2000, the State’s Little Hoover Commission published “Special Districts: Relics of the Past or Resources for the Future?” The report found that “special districts are often invisible to the public and to policy-makers, compromising oversight and accountability.” The report notes that districts are required to adopt budgets at open public meetings and file their budgets with county auditors. They are required to have annual or biennial independent audits. Districts are subject to the Ralph M. Brown Act for meetings, agendas and minutes. They are also subject to the Public Records Act. Election of district board members provides accountability, although in many cases the Board of Supervisors appoints district board members in uncontested elections.

The Little Hoover report states that complying with the minimum open meetings and information requirements is not sufficient to allow an adequate amount of visibility and accountability. Outreach efforts, including convenient meeting times, additional notice of meetings and dissemination of district information are desirable. In particular, the Little Hoover report urged better financial disclosure, noting that budgets and audits are public documents.

Agencies reviewed in this study enhance local accountability and governance in many ways, depending on local conditions and circumstances. While community or public involvement with the fire service is strong in all agencies, accountability hinges on access and availability of information in the central decision making functions of the agency. However, many agencies report that few members of the public attend board meetings unless a controversial item is on the agenda.

Agencies appear to consistently comply with open meeting regulations by posting agendas and staff reports in advance. Access and parking for physically handicapped persons is not always adequate; only the newest facilities meet ADA requirements. Agendas for some agencies do not typically specify what to do if accommodations are needed. Some agencies, such as DSP, solicit input from their communities to establish service levels and determine the residents’ expectations.

An option for the agencies that receive funding from outside sources, such as from the County Augmentation Fund or from the JPA, to consider is to adopt similar practices for the reporting of those funds. Variances in their reporting practices may lead to allegations that those agencies not reporting those revenues in their budget summaries are “hiding” funds and to unnecessary investigations. Again, all agencies are conducting their agency functions publicly, but inconsistencies in the way some of the data is reported may lead to unwarranted questioning.

Although difficult, some agencies may want to consider adopting budget accountability metrics and performance measures to present to the public as to how well their district is doing. Another benefit of adopting these measures is that it becomes easier to give good reasons for raising or establishing assessments or user fees if the public has a quantified method that justifies such increases or fees.

Another recommendation in this area is that JPA analysis and decision making on many facets of JPA operations (e.g. funding, placement of ambulance, etc.) are not transparent or easily accessible to many participants in the study. Many sources noted their inability to obtain information or understand the decision making rationale. From a regular citizen point of view, it would be difficult to understand the complex legal relationships, roles and responsibilities of the various participants in the Emergency Medical System (the County Board of Supervisors, CSAs, JPA, EMS Management), providers and others. Tracking of revenue and revenue decisions is not easily accomplished. Perhaps the JPA should assist local agencies to standardize fiscal accountability, budget reporting and transparency at the local level with a goal of facilitating public and agency understanding of the process, flow of revenue and improve accountability throughout the County.

Determinations Related to Local Accountability and Governance

Determination 9-1

All agencies in the study area encourage participation in district affairs. Notice of meetings exceeds minimum legal requirements.

Determination 9-2

Disclosure of district information to the public is difficult for smaller agencies. Pursuant to LAFCO requests for information, some agencies have difficulty locating and providing records, including financial records.

Determination 9-3

For districts that lack administrative staff, public accessibility to district information is limited and is often based on the availability of the board officers.

Determination 9-4

Some agencies solicit public involvement in district planning and operations.

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