

EL DORADO LOCAL AGENCY FORMATION COMMISSION

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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 (MSRs) in its county. The MSR serves as the basis for the accompanying sphere of influence determinations and the background information that will be utilized when considering future government reorganizations. This service review includes a summary and analysis of the ten fire protection districts in the county and one county water district, along with subsequent updates to their spheres of influence. The information contained in this document does not explicitly plan for future services, 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 services provided by the districts and is inherently retrospective, taking a "snapshot" of existing conditions.

This MSR is part of the Commission's adopted schedule for the second cycle of MSR/SOI updates. It is also part of the Fiscal Year 2008-09 Work Plan. Some of this report's key findings are summarized in the table below:

Agency	Agency Population (20100 FESS Estimate)	Percentage of Corps that is Volunteer	Average Property Tax Increment (not including Aid to Fire)	Agency Revenues FY2009	Agency Expenditures FY2009	Nonrecurring Revenues as Percent of Total Revenue	2010 FESS Fiscal and Deployment Condition Assessment
City of South Lake Tahoe Fire Department	24,176	0%	N/A	\$7,068,066	\$7,068,066	N/A	Best
Diamond Springs/EI Dorado FPD	15,618	28%	20.54%	\$4,345,266	\$4,195,266	16%	Best
EI Dorado County FPD	53,099	16%	13.89%	\$10,957,370	\$10,610,673	5%	Modest but Stretched
EI Dorado Hills CWD	31,027	15.5%	18.63%	\$16,404,780	\$15,260,924	5%	Best
Garden Valley FPD	7,376	33%	8.20%	\$2,366,649	\$2,238,076	73%	Unstable
Georgetown FPD	3,332	54%	12.29%	\$1,294,174	\$1,090,242	35%	Unstable
Lake Valley FPD	13,687	13%	20.20%	\$5,636,090	\$5,636,090	22%	Best
Latrobe FPD	901	59%	5.23%	\$372,733	\$334,103	60%	Unstable
Meeks Bay FPD	1,200	40%	7.96%	\$1,318,563	\$1,167,616	35%	Best
Mosquito FPD	1,235	71%	11.61%	\$517,418	\$424,358	25%	Unstable
Pioneer FPD	7,000	31%	10.02%	\$1,155,646	\$1,214,835	36%	Unstable
Rescue FPD	5,302	40%	10.81%	\$1,982,293	\$1,811,054	37%	Modest but Stretched

Agencies with shaded cells participated in the County's Aid to Fire program 2001-2009

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Overall, this MSR found that all fire agencies have properly trained personnel and sufficiently well-maintained equipment to serve the public well. This is true even when some agencies have no paid staff or rely on older-than-recommended equipment. Functionally the 12 agencies listed above, plus Cameron Park and Fallen Leaf Lake Community Services Districts (which are studied in separate reports), and CAL FIRE, operate as one, with any variance in service levels to be within the parameters acceptable by the communities they serve. The crown jewel of inter-agency cooperation is the agency's automatic aid agreement, where the nearest resource is dispatched to an emergency regardless of jurisdictional boundaries. To the public, this automatic aid is a blessing.

However, while automatic aid is a blessing to the public, it can be a curse to the agencies because of funding. Fire suppression and emergency services are expensive services to provide: From training personnel to purchasing and maintaining equipment. Consequently, there is a direct correlation between funding and the level of service to be provided. County residents expect a high level of service and the agencies have so far provided it. But there is a cost associated with that level of service and in certain areas residents have not provided the level of financial support to maintain them. Consequently, there is a disconnect between resident expectations of fire service and agency revenues.

Financially, the agencies can be divided in roughly three categories: those whose finances are secure, those whose finances are sound but not great, and those whose finances, at best, cover the bare minimum. Agencies in the third category can respond to no more than two, perhaps three depending on equipment and volunteer availability, simultaneous calls at any one time; assuming that the responding unit(s) are sufficient to respond and contain the emergency. For any subsequent emergency beyond that point, the agencies have to rely on automatic aid from their neighbors. That puts additional stress on the automatic aid responder, since they have to cover not only their own jurisdiction but their neighbor's as well. With the County canceling the Aid to Fire contract in 2009, these problems will become more acute if the funding is not restored (by the County) or replaced (by district residents).

This stress threatens to undermine automatic aid. The biggest policy question relating to fire suppression and emergency services is what residents in El Dorado County would tolerate more: Maintaining current service levels even if it means paying higher assessments or fees; or maintaining current funding levels and scaling back on expectations about service levels. While the public will have to answer that question, this MSR will endeavor to provide as much information possible so that policy makers and voters can make an informed decision.

There is also a development dimension that is also a factor in this discussion. As rural parcels are subdivided and development occurs farther out of the central, more urban core of the county, demand for services increases. Road and water infrastructure is, at best, built up concurrent with development, but in some cases this infrastructure lags behind. Further, in an ideal world, the local fire department is fully staffed and equipped to handle the increase in demand the moment the new

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residents move in. In reality, fire and EMS capacity to respond to the increase in demand builds up slowly over time. Any increase in assessed value is usually one year behind market demand. This means that, in a typical development, there will be a period in time in which fire departments will have to cope with an increase in demand with insufficient revenues to ramp up staffing or equipment. This will result in longer response times and inadequate roads or water infrastructure in case of emergencies. How long that period lasts depends on the current state of the fire department.

The structure of this report is as follows: Section II contains important background information, Section III contains the descriptions for all agencies covered in this report, Section IV contains the service review and sphere of influence determinations, Section V has the environmental review determinations, Section VI contains the references, and Section VII contains the appendices.

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

This MSR and LAFCO's adoption of subsequent resolutions making sphere of influence determinations are statutorily exempt from the California Environmental Quality Act [Class 6, §15061(b)(3)]. In undertaking this service review and making sphere of influence determinations, LAFCO considered its responsibilities under federal and state civil rights and environmental justice laws. The activities are covered by the general rule that CEQA applies only to projects which have the potential for causing a significant effect on the environment. Where it can be seen with certainty that there is no possibility that the activity in question may have a significant effect on the environment, the activity is not subject to CEQA. The MSR and sphere of influence updates have no possibility for causing a significant effect on the environment.

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 then-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 concluded that LAFCOs needed more specific background information, before decisions on specific applications were considered, 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 and as amended effective January 1, 2009, 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) Growth and population projections for the affected area.
 - (2) Present and planned capacity of public facilities and adequacy of public services, including infrastructure needs or deficiencies.
 - (3) Financial ability of agencies to provide services.
 - (4) Status of, and opportunities for, shared facilities.
 - (5) Accountability for community service needs, including governmental structure and operational efficiencies.

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- (6) The potential effect of agency services on agricultural and open space lands.
- (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

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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.

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* were released in August 2003. 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 six 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.

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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.

D. Why Most Fire Suppression Districts Are Included in the Report

Fire suppression in El Dorado County is provided through one city, one county water district, two community service districts, and ten fire protection districts (refer to Map 1). Ambulance services are overseen by the County of El Dorado, funded through two county service areas and outsourced to two joint powers authorities composed of the fire suppression agencies. With this structure in place, it may make more sense to the casual observer to have separate studies for each entity rather than a single study. However, the level of coordination and cooperation among the fire agencies in El Dorado County is extensive. Through the El Dorado County Fire Chiefs’ Association, the fire agencies coordinate the classification of calls, new recruit training, fire prevention standards, radio frequencies, and facilitate the discussion that affects all districts countywide. In addition, with the exception of Meeks Bay, all districts belong to a joint powers authority, providing the staff and ensuring the proper equipping of the ambulances that respond to medical calls. Consequently, conducting individual studies that looks at single districts misses the “big picture”: in El Dorado County, the fire and emergency response system is *functionally* integrated.

The largest differences between the districts lie in the political and financial arena. However, differences in services and programs, mostly due to an agency’s funding levels, also arise as indicated in Chart 1 of Appendix A.

E. 2006 MSR and Its Immediate Results

As part of the inaugural cycle of municipal service reviews (2001-2008), El Dorado LAFCO issued the *Countywide Fire Suppression and Emergency Services Municipal Services Review*, adopted by the Commission in August 2006, reviewing the fourteen fire suppression agencies under its jurisdiction. The MSR found that population growth, State guidelines for equipment and training and rising costs of liability and workers compensation insurance have introduced financial challenges to some, if not most, agencies threatening their long term financial stability.

In addition to these, the MSR identified that the key service boundary-related issue facing these agencies was the provision of service without receiving revenues to offset this cost. Specifically, this issue comes in two varieties:

- 1) Areas outside of any fire agency, and
- 2) Service boundaries not matching current resources.

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In December 2006, LAFCO staff held a workshop in conjunction with the El Dorado County Fire Chiefs' Association to discuss this issue and brainstorm possible solutions, all centering around three potential proposals. In ascending order of complexity, the proposals were:

1. The annexation of service holes;
2. The annexation of service areas outside of, but between, fire agencies to the most logical service provider irrespective of current sphere designations; and
3. The realignment of boundaries based upon current and future resources on the ground.

The consensus was that the chiefs would pursue all three options and have further discussions with their neighbors and their respective boards of directors. In the meantime, they requested that LAFCO affirm their current spheres of influence in order to comply with the January 1, 2008 deadline established in State Law. Consequently, the Commission reaffirmed the spheres of influence for all agencies between 2007 and 2008.

A consequence of the MSR was that the topic of consolidation arose, not only among the fire agencies but among other governmental entities. While some FPDs have started discussing adjusting their boundaries, for a few others the report led to the topic of consolidation, the El Dorado County Grand Jury and the El Dorado County Board of Supervisors have also entered the discussion. In 2007, the Grand Jury openly questioned the County's contribution of funds ("Aid to Fire") to eight fire districts and recommended that those districts consolidate with larger neighbors. In June 2009, the County withdrew from the Aid to Fire contract.

F. Aid to Fire

Beginning in 2001, the County of El Dorado transferred monies out of its general fund to support eight of the county's 14 fire agencies. This program went by different names, such as "Augmentation Funds," "Parity Funds," "County Supplemental Funds" and "Aid to Fire." This report will use these different names, but they all describe the same program. The amount each agency received varied, depending on the average property tax increment percentage for the district and subject to amendments. The original August 28, 2001 contract specified that the County General Fund backfill to districts would be an amount sufficient to bring them up to a 13% property tax rate. Because of decreasing revenue coming into County coffers, since 2007 the districts and the County have negotiated an amount lower than the 13% threshold. The following table shows how the increments have changed over time, from the beginning of Aid to Fire to the last year where 100% of the negotiated funds were provided:

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FIRE DISTRICT	INCREMENT BACKFILL	
	2001 AGREEMENT	FY 2008-09
Fallen Leaf Lake CSD	6.47%	10.16%
Garden Valley FPD	5.95%	5.05%
Georgetown FPD	1.33%	1.30%
Latrobe FPD	5.97%	7.59%
Meeks Bay FPD	5.66%	4.04%
Mosquito FPD	3.01%	2.71%
Pioneer FPD	3.83%	4.35%
Rescue FPD	2.77%	2.45%

In 2009, the County terminated the contract on the grounds that it cannot continue this financial arrangement. Part of the termination of the contract was to use part of the Aid to Fire funds to commission a report on fire and emergency services. The end result was the 2010 Fire and Emergency Services Study (FESS), which recommended that the County continue the County Augmentation Fund for two years to give the districts sufficient time to develop and implement a plan to become self sufficient.

In June 2010, a fragmented Board of Supervisors has agreed to a revised Aid to Fire. Meeks Bay FPD would not be eligible for new augmentation funds. The new program approved in June would total \$1.2M over two years, but instead of the County General Fund, those funds would come from the ad valorem property tax revenues collected by County Service Area 7 (Fallen Leaf Lake CSD would receive augmentation funds out of the County General Fund). Not only is the allocation subject to final budget approval, but there are several issues associated with this arrangement. First, there is a legal question of whether the funds could be used in this manner: CSA 7 was created for the provision of ambulance services under then-Government Code §25210.4; in 2008, the CSA Law was subsequently revised and rolled ambulance services into the more general “emergency medical services” [Government Code §25213(t)]. Funds collected for a local entity in charge of ambulance purposes could not be used to support regular fire operations. While the recipient agencies are members of the joint powers authority that oversees ambulance services, they do not staff the ambulances. Complicating matters further, the JPA Board of Directors has voted to oppose the County’s allocation of these funds in this manner.

On February 2011, the six Western Slope agencies and the County approved the modified Aid to Fire agreement with the understanding that the funding is for only two years and the second year disbursement of funds is dependent on the districts meeting certain milestones. An analysis of the repercussions to the districts in particular and service in general will be included in the MSR determinations later in the report. But if Aid to Fire

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disappears before the districts are able to establish some other funding mechanism to replace it, it brings to question whether some, if not all, of the eight recipient districts will be fiscally viable in 2012-2013.

G. Changes in the 2011 MSR

The 2006 MSR also included a review of State and Federal fire suppression agencies under the reasoning that these agencies work in conjunction with the cities, fire protection districts (FPDs) and community services districts (CSDs) to prevent, minimize and mitigate the economic and personal impact of fires and emergency medical calls in El Dorado County. While all Federal and State agencies are outside of LAFCO jurisdiction, the information was provided to give the Commission and the general public a more comprehensive understanding of fire suppression and emergency medical services in El Dorado County.

For the second cycle, LAFCO will utilize a different approach. Because of the high operational coordination among Federal, State and local fire agencies in El Dorado County, it is still important for residents to see the larger picture of fire suppression services in the county. Fire service, and by extension emergency medical services since that service is provided through the fire departments, cannot be looked at in a vacuum. It is not possible to look at a fire district in a silo; to do so would be the analytical equivalent of building a puzzle without a picture for reference. However, including information on non-local agencies among the local agency MSR would create more confusion by implying that Federal and State agencies are subject to LAFCO jurisdiction and/or must be reviewed in a manner that complies with the MSR requirement in Government Code §56430. To minimize or prevent this confusion, this report will focus primarily on the local agencies which directly provide fire protection services. This report may include references to non-local agencies, especially the State's CAL FIRE, when appropriate; however, for more detailed information on the non-local agencies, please refer to Appendix B to this report or to the inaugural cycle *2006 Countywide Fire Suppression and Emergency Services Municipal Services Review*.

Two important caveats to this report must be given. First, with the exception of the City of South Lake Tahoe Fire Department, this report only covers the single purpose agencies involved with fire suppression and emergency medical services. It does not include information on Cameron Park and Fallen Leaf Lake Community Services Districts. Both of these districts provide other services besides fire suppression and EMS, so it seems more appropriate that all of their powers be analyzed in their own individual MSR. By the same token, any information on their fire suppression and EMS capabilities will be incorporated into this report where appropriate and the reader is encouraged to read those MSRs in conjunction with this one.

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The second caveat relates to the City of South Lake Tahoe Fire Department. Like Cameron and Fallen Leaf Lake CSDs, the City is a multi-service agency. However, excluding the City Fire Department would be too detrimental to the discussion on fire and EMS in the Tahoe Basin. Consequently, as a “splitting the baby” measure, a description of City Fire Department and analysis, where appropriate, is included in this MSR, but this report will not include determinations for the City. The data collected on the Fire Department for this report will also appear in the City’s MSR and any determinations for the Department will be provided at that time.

III **AGENCY DESCRIPTIONS**

A. **City of South Lake Tahoe**

Background

The City of South Lake Tahoe was incorporated on November 10, 1965. Ordinance No. 82, establishing a City Fire Department (SLT), was adopted by the South Lake Tahoe City Council on September 20, 1966.

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. The City includes a portion of the most southeasterly end of Lake Tahoe and extends from to the shore line to the south and east.

All incorporated land is considered "local responsibility area" (LRA) for fire and not part of a "state responsibility area" (SRA)¹. 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.

Lake Valley Fire Protection District surrounds the City, with other nearby California-based fire suppression agencies being Fallen Leaf Lake Community Services District and Meeks Bay FPD (on the northeastern corner of Lake Tahoe). USFS lands border the City's east and southeast sides.

Land Use and Population Forecasts

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 Highways 50 and 89 (the so-called "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

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.

Federal Responsibility Areas (FRA) – The primary responsibility for preventing and suppressing fires is that of the Federal Government. These lands are generally protected by the Department of Agriculture, Forest Service (USFS) and various other bureaus within the Department of the Interior: Bureau of Land Management, National Park Service, US Fish and Wildlife Service and the Bureau of Indian Affairs.

Fire suppression in Local Responsibility Areas (LRA) are lands not designated as SRA or FRA

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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.

The 2000 Census reports the population of South Lake Tahoe to be 23,609 people with approximately 8,390 registered voters. The average household size is 3.15 people with a total of 14,629 housing units (9,410 occupied). Over 4,000 housing units are renter-occupied. Seasonal/recreational use occupancy takes up 3,677 units. The 2010 Fire and Emergency Services Study (FESS) prepared by Citygate Associates for the County of El Dorado and the fire service agencies estimated the SLT population to be 24,176.

Residential growth is approximately 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. The City recently approved the creation of a redevelopment agency in the vicinity of Highways 50 and 89 at the "Y" and in the Al Tahoe city center areas along Highway 50.

Water Supply

Water supply for fire suppression is provided through a system of hydrants, with South Tahoe Public Utility District servicing most of them.

ISO Rating

The ISO rating of the city as of May 1997 is 5/9.

Infrastructure and Facilities

SLT currently operates and staffs three fire stations; Station 1 at 1252 Ski Run Blvd.; and Stations 2 and 3 at 2951 and 2101 Lake Tahoe Blvd., respectively. Station 3 also serves as the Fire Department's administrative offices. Station 4, located northeast of Lake Tahoe Airport is utilized as a storage space.

According to the 2010 FESS all four SLT stations will need to be replaced. Fire Station #2 was built in 1947 and does not meet seismic standards. Fire Station #3, built in 1953, was found to be poorly located. Both stations are well undersized for the department's needs. Fire Station #4 is supposed to serve the Lake Tahoe Airport. Located at an old aircraft hangar, is poorly located at one end of the runway and needs to be relocated to central runway/taxiway location. The City does not have funding reserved or identified for any of these needs.

Equipment and Vehicles

The equipment and apparatus of the Fire Department reflects its orientation towards structural fires and emergency medical services. The department staffs three engine companies that are Type I design, but according to an October 2000 Citygate Fire Planning Guidance document, budget

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considerations have currently reduced staffing to 36.8 budgeted positions and budget considerations may eliminate one engine company.

SLT owns and operates four Structure engines, with capacities of 500 to 750 gallons and the capability to deliver 1,500 gallons per minute (GPM), a 75 foot Ladder Truck with a capacity of 100 gallons and the capability to deliver 300 GPM, and one Wildland Patrol engine with a capacity of 250 gallons and the capability to deliver 300 GPM. In addition, two 2008 Wildland Brush engines were purchased by SLT and were delivered in 2009. Three of the engines are capable of delivering foam.

The Fire Department also owns a squad rescue vehicle, operates three medical vehicles owned by Cal Tahoe JPA, and operates a rescue boat. The boat 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, 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.

The 2010 FESS found that while the City's front line equipment is fairly new; it needs to replace three of its quite old reserve engines in the very near future at an estimated cost of \$1,050,000. Doing so will permit moving new equipment into reserve status and provide the City with a quite adequate fire apparatus fleet for the coming decade.

Personnel and Staffing

The SLT Fire Department currently has a total of 42 allocated full-time positions with a three-platoon system. Hence, at a minimum, 9 personnel are on duty daily. The 2010 FESS found that the total daily staffing is closer to 13 if volunteers are included. Department personnel includes a fire chief, four division chiefs (one of which also acts as the fire marshal), nine captains, nine engineers, twelve firefighter/paramedics, six firefighters, and one administrative secretary.

Additional staffing consists of one truck company and two 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.

Training requirements are set by the Fire Department and by the California Fire Service Training and Education System. Training standards for medical

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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 (Formerly Ascilimar Training Center).

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 six months with paid personnel on a three to four 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 and are given 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).

Administration, Management, and Operations

General

Administration and management of the Fire Department is under the City Council which has a Council/Manager form of government. 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 of 8:00 am to 5:00 pm, Monday through Friday.

Financial

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 participates in the League of Cities ABAG program and receives competitive rates on financing.

Operations

Call and Response Data

The Fire Department is dispatched through a combined Police/Fire

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Communications Center within the City. This Communications center also dispatches for the Lake Valley Fire Protection District, the Fallen Leaf Lake CSD Fire Department and California Tahoe Emergency Services Operations Authority. The definitions for the call categories to be used in this study are:

- 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.

Table 1: City of South Lake Tahoe Fire Department Call Log

Incident Type	2003	2004	2005	2006	2007	2008	2009	2010
Structure Fire	38	55	33	61	51	51	51	32
Non-Structure Fire	64	61	27	54	68	42	38	30
Vehicle Fire	12	9	11	8	6	10	10	5
Vehicle Accident	149	134	127	142	134	128	126	137
Medical Aid	1,727	1,509	1,442	1,831	1,851	1,999	1,878	1,883
HazMat	74	77	89	107	82	124	92	125
Good Intent/False Alarm	71	103	108	514	529	491	518	491
Other	601	623		199	211	172	213	246
Total Calls	2736	2571	1837	2916	2932	3017	2926	2949

Maintenance and Equipment

The Fire Department maintains 28 SCBAs for use during fire fighting operations and when hazardous atmospheres are encountered. A radio broadcast station isolation system was installed in 2009 to minimize crew disturbance due to the increased radio traffic. Prior to the full implementation of the new single channel dispatching system, a new dispatch procedure and policy was written, including dispatching procedures for Lake Valley Fire Department, Fallen Leaf Lake Fire Department, Cal Tahoe JPA Units, and the City of South Lake Tahoe.

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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.

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 Department personnel repaired 2,600 feet of hose by re-coupling them in 2007-08. This saved the City approximately \$8,000 in what would be replacement costs.

Additionally, the Fire Department, in cooperation with the City police department, is recycling police SUVs for use as Fire Department staff vehicles. These vehicles are targeted to leave the police fleet when they reach either five 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 to the Fire Department.

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.

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Revenues

Table 2: City of South Lake Tahoe Fire Department Funding and Budget – Revenues

Revenues	2004-2005 Budget	2005-2006 Budget	2006-2007 Budget	2007-2008 Budget
General Fund	\$3,954,066	\$4,511,501	\$4,443,835	\$4,769,264
Administration	1,000	\$1,000	1,000	1,000
Suppression	58,500	\$61,940	65,900	118,832
Contract Services	13,500	\$13,700	13,700	14,482
Structural Fire Fee	5,000	\$5,000	5,000	5,000
Emergency Medical Service	39,000	\$42,240	46,200	91,350
Overtime Reimbursements	1,000	\$1,000	1,000	8,000
Prevention	300	\$139,682	244,576	307,938
Other State Grants	0	\$50,000	100,000	100,000
Miscellaneous Fees	300	\$300	600	600
OP in from Fire Safety	0	\$89,382	143,976	167,338
Building Structural License Permit	0	0	0	40,000
Support Svcs/Maintenance (FEMA)	0	0	100,000	66,175
Training/Safety	0	0	10,000	16,000
EMS – JPA	585,440	\$675,684	686,176	672,371
EMS – Inter-facility Transfers	90,000	\$160,000	160,000	170,000
Safety Sales Tax (Prop 172)	491,000	\$261,500	280,000	284,000
Vehicle Replacement	70,000	\$71,500	71,500	75,800
Interest/Dividends	0	\$1,500	1,500	5,800
Transfer-in Safety Sales Tax	70,000	\$70,000	70,000	70,000
Total Revenues	\$5,250,306	\$5,882,807	\$6,062,987	\$6,155,951

The City is currently revising development, inspection and impact fees across all departments. 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 Cal Tahoe 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. EMS-related revenue amounted to 13% in Fiscal Year 2008-09.

Grants

In 2007-08, the City received FEMA’s Assistance to Firefighters Grant Program, which enable it to replace all of its fire personal protective equipment (Turn-outs) and provide personnel with a secondary set of equipment, replace their SCBA units with new, NFPA-conforming Survivair Panther SCBAs at a cost of \$112,000, and purchase the second of two thermal imaging cameras with telemetry, which assist firefighters in locating entrapped fire victims, hidden or remaining fires, sources of heat, and other improvised uses.

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The Fire Department was also awarded grant funding through Fireman’s Fund Insurance for the replacement of wildland personal protective equipment.

Expenditures

Budget expenditure amounts for the following table were taken directly from information provided by the SLT Fire Department, although the amounts have been rearranged into separate categories for better comparison with other fire suppression service providers.

Table 3: City of South Lake Tahoe Fire Department Funding and Budget – Expenditures

Expenditures	2004-2005 Budget	2005-2006 Budget	2006-2007 Budget	2007-2008 Budget
Salaries and Wages	\$2,793,792	\$2,829,963	\$2,887,366	\$3,116,368
Health Benefits	473,372	602,970	582,252	618,147
Retirement & Other Benefits	961,719	1,145,037	1,098,380	1,338,863
Worker’s Compensation	211,067	225,560	234,615	175,100
Utilities	28,592	41,891	54,500	56,380
Administration	185,367	247,946	290,995	331,539
Operating Expenses	344,899	587,558	669,803	580,145
One-time Expenses	8,000	0	3,600	0
OP Transfers to General Fund & Other City Departments	243,500	201,882	241,476	264,838
Total Expenditures	\$5,250,307	\$5,882,807	\$6,062,987	\$6,481,380

The Fire Department has been fortunate to receive support from local area Service Clubs and private citizens. Led by David Kelly, the Kiwanis Club of Lake Tahoe coordinated an effort to raise significant funds for the department, assisting in the purchase of the first two thermal imaging cameras.

Boundaries

Consolidation

The City has considered consolidating services with another agency on more than one occasion. As recently as 2003-2004, the City contracted with Citygate and Associates, a consulting firm, to complete 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.

Boundary Realignments

Since 2008, the City Manager has indicated to LAFCO that the City 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.

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Thus, typical annexations to the City for services to support development are extremely 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 numerous associations and organizations.

B. Diamond Springs/El Dorado Fire Protection District

Background

The Diamond Springs/El Dorado Fire Protection District (DSP) was formed in 1979 through the consolidation of the Diamond Springs Fire Protection District and the El Dorado Fire Protection District. The district operates under Health and Safety Code §13800, et seq.

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

Land Use and Population Forecasts

The district can be divided into four major land use types: industrial, commercial, semi-urban and rural. Rural residential areas 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 is primarily devoted to grazing, but it does contain pockets of other types of agricultural development, such as growing various crops and orchards.

Semi-urban residential uses contain small subdivisions and isolated residential developments that are characteristic of a suburban ranch environment. These

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areas are located immediately north and south of the district's commercial and industrial center.

Concentrated in the area between Highway 50 and Pleasant Valley Drive, 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, the county materials recycling facility, County transportation and service facilities, and large, multi-story retirement and convalescent complexes.

The district has two main industrial areas. The first is a light industrial park located on the corner of Highway 49 and Missouri Flat Road in Diamond Springs. 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 in the County because of the number of propane extraction, storage and distribution facilities found there.

The district's current population range estimate is 15,000 to 20,000 with an annual growth rate of 4%. 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 the Missouri Flat Corridor and in the Park West Industrial/Business Park. The community is home to several large tax exempt senior housing and care facilities such as: Eskaton, Abraham Lincoln Manor and Gold Country Retirement Housing Foundation.

Water Supply

Water suppliers, including the El Dorado Irrigation District (EID) and the El Dorado Northern Lumber Company, are responsible for maintaining approximately 900 hydrants with sufficient fire flow in the district. Few fire hydrants exist south of the town of El Dorado; consequently most residents rely on private wells that may have insufficient fire flow. The district has begun to impose a residential water supply and sprinkler standard on certain projects.

ISO Rating

The district has an ISO rating of 5 in areas within 1,000 feet of a hydrant and 8B in areas further from a hydrant. DSP's last ISO rating was completed in July 2004. The district continues to participate in voluntary updates to On-line Community ISO-GIS Program.

Infrastructure and Facilities

DSP currently operates five fire stations; Station 44 at 6109 Quartz Drive, El Dorado; Station 46 at 6170 Pleasant Valley Road, El Dorado; Station 47 at 2312 Oakvale Drive, Shingle Springs; Station 48 at 2840 Missouri Flat Road

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near Placerville, and Station 49 at 501 Main Street, Diamond Springs, which serves as district headquarters. DSP leases the Training Facility and Station 49 that is owned by the Firefighters Association.

Stations 44 and 47 are resident stations, each housing a firefighter. The district allows firefighters to live in these stations in exchange for 24-hour emergency response coverage, maintenance of vehicles and equipment, cleaning and upkeep. All of the resident firefighters are full-time paid staff or volunteer members that provide services in lieu of rent.

Station 47 is in good condition, but is not strategically 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.

In April 2007, Station 46 was staffed with career personnel as a result of the outcome of DSP's 2007 Standards of Cover. This facility continues to have significant volunteer participation and turnout.

Station 48 houses a staffed medic unit and combination staffed Type 1 engine. A new station, based on needs assessment, would better serve this north area of the district. The survey process is underway and financing is included in the Long Range Plan and Community Facility District programs.

Station 49 functions as a meeting center and hosts many active groups in the community. In addition, the district provides office space at Station 49 complex to the program administrator of JPA.

Equipment and Vehicles

DSP operates six engines; four are Type I with a capacity of 500 gallons and the capability to deliver 1,000 to 1,250 gallons per minute (GPM). The other two engines are Type II with a capacity of 750 gallons and the capability to deliver 750 GPM. All six of the engines are capable of delivering foam.

The district also owns six utility vehicles, one truck, one heavy rescue vehicle, and one water tender with capacity of 3,000 gallons. This district operates a second privatized water tender on a seasonal basis. DSP also operates two medic vehicles that are owned by the County.

NFPA recommends that second line equipment should not be more than 20 years old; the age of three of the district's major response apparatus exceed this recommendation. The district conducts scheduled inspections and maintenance. An engineer/mechanic, located at Station 46 in the town of El Dorado, performs maintenance in-house for the entire district.

Personnel and Staffing

DSP is staffed by 18 to 27 full-time paid personnel, between 30 and 32 volunteer firefighters and six non-safety volunteers. Among the full-time paid personnel, six of DSP's firefighter/paramedics are funded by the El Dorado County Emergency Services Authority (West Slope JPA) to staff an ambulance

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stationed in the district. Overall, the district staffs a two-person medic unit out of Station 48 and two-person engine company 24-hours a day, seven days per week at Station 49. The district has added positions to establish a second engine company in the town of El Dorado. The district maintains a minimum staffing level of 2/0. Due to a final lease payment for Station 49 in FY 2004-2005, funds were available to add administrative staff, fire prevention and community development personnel starting in Fiscal Year 2005-2006.

The district's volunteer firefighters augment district staffing and respond out of the district's five stations. Volunteer firefighters meeting criteria established by the district are eligible for promotion to a career position. The volunteer association maintains a "feeder" program for staffing the district. The district operates an Explorer Post in conjunction with the Boy Scouts of America. This remains a successful adjunct to community service and operations efforts. Several explorers have completed the program to become volunteer or career firefighters.

The 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 Assistant Chief/Training Officer interprets Federal and State training mandates for the district. 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.

DSP's training enterprise and onsite training facility enables the district to provide training to firefighters inside and outside of the district. In addition, DSP is beginning to offer specialized training classes, which attract people from other parts of the state. The objective for making classes available to others is to augment its training classes, while off-setting costs.

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 Ross is the district's primary 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

DSP is composed of a five-member Board of Directors. Members serve four-year staggered terms. Meetings are held the second Wednesday of every month at 7:00 pm at Station 49. Public notices are posted at Station 49 and online in conformance with the Brown Act. Special meeting notices are published in the Mountain Democrat. Meeting attendance is typically low. Board members each receive \$100 per month and educational incentives at the discretion of the district training officer.

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 www.diamondfire.org.

DSP contracts for Public Liability and Property Damage insurance with Northern California Fire District Association. As a member of the Fire District Association of California, the district provides workers compensation to all of its employees and volunteers through the Fire Association Self Insurance Program, an insurance pool program. Bickmore Risk Services administers the program for the district.

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

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

Administration—Financial

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, class-related programs and prevention fees.

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

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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 and Response Data

DSP’s 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. Call logs are used to predict future activity, calculate statistics, discover correlations, report out, track information, view participation, determine training hours, and write civil or criminal reports.

The following call data was collected from CAL FIRE’s Camino Dispatch Center. These data are the calls generated within the district and do not necessarily include all of the calls that the district responded to with its own resources. In addition, the data were separated into two groups (2003-2005 and 2007-2008) in the table below because CAL FIRE switched computers 2006 and data from that year are irretrievable. The 2003-2005 historical data is provided here for descriptive purposes only. Please refer to the City of South Lake Tahoe section for a description of the categories.

Table 4: Diamond Springs/El Dorado Fire Protection District Call Log

Incident Type	2003	2004	2005	2006	2007	2008	2009	2010
Structure Fire	31	26	29		28	53	19	22
Non-Structure Fire	46	47	60		42	45	28	29
Vehicle Fire	31	21	35		29	16	9	12
Vehicle Accident	224	213	196		172	168	146	141
Medical Aid	1261	1347	1451		1518	1504	1430	1416
HazMat	37	27	33		21	38	47	32
Good Intent/False Alarm	133	134	113		293	243	195	187
Other	330	339	279		45	35	41	32
Total Calls	2093	2154	2196	0	2148	2102	1915	1871

Maintenance and Equipment

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.

Equipment quality standards for items such as adapters, nozzles, and hose

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coupling thread are set by the National Standard Thread to ensure that equipment is compatible. Fire hose is usually replaced on a rotational basis.

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.

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. DSP generates two annual budgets; one that is exclusive to JPA funds and JPA expenditures and a general budget that includes all other revenue sources and district expenditures.

Revenues

Table 5: Diamond Springs/EI Dorado Fire Protection District Funding and Budget – Revenues

Revenues	2004-2005 Actual	2005-2006 Actual	2006-2007 Actual	2007-2008 Actual
Fund Balance	\$ 1,037,337	\$ 799,145	\$ 911,313	\$ 506,159
Taxes	2,281,998	2,661,862	2,912,691	3,119,805
Property Taxes	2,250,682	2,630,562	2,881,265	3,087,385
SHPTR*	31,316	31,300	31,426	32,420
Penalties/Cost Delinquent Taxes	1,032	1,150	2,093	2,575
Interest	14,123	27,753	37,628	18,210
Development Impact Fees	0	188,363	232,415	26,956
Miscellaneous Revenue	236,834	109,516	247,079	415,796
Total Revenues	\$ 3,571,325	\$ 3,787,788	\$ 4,343,420	4,089,501

* State Homeowners Property Tax Relief

Total assessed value within the district was \$136,220,496 in FY 2008-2009. DSP currently receives approximately 20.54% of the property tax revenue within district boundaries; the district does not receive any augmentation funds from the County. The County does not allocate any Proposition 172 backfill revenue to the district.

District landowners do not pay additional assessments per parcel. Previous attempts by the district to pass a benefit assessment and special tax were unsuccessful. The district does utilize a community facilities district as an alternative funding mechanism. This applies only to certain new development.

The 2010 FESS found that only 16% of the district's total revenue came from non-recurring sources.

Development impact fees (DIF) were approved under Resolution 2006-12 on December 2006. The current fee structure is based on property use and square footage. DSP offers fee reduction incentives for structures that have

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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. Residential per square foot DIFs range from \$0.16-0.18 for sprinklered homes to \$0.36 for unsprinklered homes. Commercial per square foot DIFs range from \$0.51 to \$0.77.

Grants

DSP did not notify LAFCO of any grants awarded to it since 2006.

Expenditures

Table 6: Diamond Springs/El Dorado Fire Protection District Funding and Budget – Expenditures

Expenditures	2004-2005 Actual	2005-2006 Actual	2006-2007 Actual	2007-2008 Actual
Salaries and Benefits	\$ 1,592,131	\$ 1,838,750	\$ 2,510,410	\$ 3,336,847
Salaries/Wages	929,884	1,073,227	1,548,876	2,213,602
Retirement and Other Benefits *	340,496	392,492	527,268	702,169
Health Benefits	189,625	223,387	315,138	329,275
Workers' Comp Insurance	132,127	149,644	119,128	91,801
Services and Supplies	984,783	479,534	549,778	486,707
Other Charges	325	1,430	0	1,950
Fixed Assets **	177,632	412,245	467,072	90,252
Reserves	0	157,356	310,000	0
Total Expenditures	\$ 2,754,871	\$ 2,889,316	\$ 3,837,261	\$3,913,807

* Includes Disability, Medicare, Unemployment, Deferred Comp and Flexible Benefits

** Includes Land, Buildings and Improvements, and Equipment

The primary expenditure for DSP is salaries and benefits, which increased by approximately \$1,745,000 from FY 2004-2005 to FY 2007-2008. This represents an increase in percentage of total expenditures of 28%. Salaries and benefits have further increased into FY 2008-09, primarily due to the staffing of an additional engine company, expansion of volunteer activities, employment of prevention and clerical personnel.

Boundaries

DSP contains a number of service area holes of developed parcels, most of which 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. The chief indicates that DSP has adopted out of agency fees, so that landowners in these holes are charged the full encumbered cost of providing service in case DSP responds to an emergency call.

DSP also states it is consistently the first responder in areas outside its boundaries in the southwest area of the City of Placerville, near the Weber Creek Bridge. Isolated areas, such as the southeast portion of the district

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make some parts of the district difficult to serve. Pioneer Fire Protection District has been the first responder in those areas.

Historically, DSP was also the first responder to the Shingle Springs Rancheria. Despite the Rancheria being within DSP's boundaries, the Tribe has contracted with El Dorado County Fire Protection District to provide emergency services. In a lawsuit, the DSP contended that ECF's actions are in violation of the requirements of State Law and has asked a court to void the contract. At a trial and on appeal, the lawsuits have been dismissed.

In addition, DSP wrote to LAFCO staff stating, "This situation leaves the district and its taxpayers in an untenable position of liability. El Dorado County Fire Protection District unilaterally altered the response criteria to this area of our jurisdiction, further straying from general equipment utilization practices." In 2010, DSP also pursued petitioning LAFCO to detach the Rancheria from its borders but subsequently withdrew the proposal to concentrate on the appeal. Since the suit has been subsequently dismissed, it is unknown what steps will be taken next.

Community Outreach and Involvement

The Firefighters Association provides many benefits to the district, primarily through providing the district with additional funding sources. The Association built station 49 for \$750,000 and leased it to the district at a low cost. The district and Association have since retired the debt on this project. The Association funds most public education and some 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.

C. El Dorado County Fire Protection District

Background

The El Dorado County Fire Protection District (ECF) was formed on March 1, 1991 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. The district operates under Health and Safety Code §13800, et seq.

Elevations within the district range from the lower foothills near Salmon Falls at an altitude of 500 feet 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 topography is characterized in various areas by grassy hills, brushy valleys, heavy timber, canyons, and from gently rolling to extremely steep terrain.

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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 and have an SRA designation, with the exception of Placerville. However, while the City of Placerville is considered LRA, according to the district's fire chief, CAL FIRE nevertheless treats the City of Placerville as SRA land because a fire in the City would directly threaten the surrounding SRA.

Land Use and Population Forecasts

The 2010 FESS estimates that ECF's population is approximately 53,099 with 23,831 dwelling units. The 2006 MSR contained the district's estimate of a total of 25,732 parcels within the district. All major land uses in the El Dorado County and City of Placerville General Plans are represented within the district.

The City of Placerville is a small municipality of approximately 10,000 persons within an area of 6 square miles. The core commercial and light industrial areas center around Main Street, Broadway and Placerville Drive. A municipal airport is located on the southeast side of town.

Designated unincorporated community regions in ECF 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 because they are recognized as centers of activity, historically providing goods and services to the surrounding areas. The predominant land use in rural centers is commercial and higher density residential. Mixed commercial-residential uses are encouraged. The maximum residential density in these areas 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 ECF's 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 is expected to develop in the

future.

There are several regions within 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 Ten-Year Plan. Currently, developing areas include the commercial area in Cool and a golf course and hotel complex in the Camino region.

Water Supply

The El Dorado Irrigation District (EID) supplies water for fire suppression to many of the inhabited areas of the district south of the South Fork of the American River 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, Pilot Hill and surrounding communities north of the American River. 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.

ISO Rating

The district has an ISO rating of six in areas within 1,000 feet of a hydrant and nine in areas further from a hydrant. ECF's last ISO rating was completed in September 2000.

Infrastructure and Facilities

ECF currently operates 15 fire stations; eight "staffed" and seven "unstaffed." "Staffed" stations are staffed 24 hours a day, seven days a week by paid personnel, with volunteers and off-duty personnel staffing additional apparatus at these stations when there is need for extra response. "Unstaffed" stations house additional apparatus and are only in use when there is a call for service. When a call comes in, volunteer and off-duty personnel go to the station and respond with the apparatus housed at the station.

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Table 7: El Dorado County Fire Protection District Stations

Station	Address and Location	Status
Station 15	16211 U.S. Highway 50, Strawberry	Unstaffed
Station 16	13275 U.S. Highway 50, Kyburz	Unstaffed, seasonally used by the USFS
Station 17	6430 Pony Express Trail, Pollock Pines	Staffed
Station 18	5785 Sly Park Rd., Pollock Pines	Unstaffed
Station 19	4429 Pleasant Valley Rd., Placerville	Staffed
Station 21	4040 Carson Rd., Camino	Staffed, ECF Headquarters
Station 23	1834 Pleasant Valley Rd., Placerville	Staffed
Station 24	3370 Texas Hill Rd., Placerville	Unstaffed
Station 25	3034 Sacramento St., Placerville	Staffed
Station 26	730 Main St., Placerville	Unstaffed, used by Placerville Police Dept.
Station 27	6051 Gold Hill Rd., Placerville	Unstaffed
Station 28	3860 Ponderosa Rd., Shingle Springs	Staffed, but scheduled to be replaced
Station 72	7200 St. Florian Ct., Cool	Staffed
Station 73	4302 State Highway 49, Pilot Hill	Unstaffed
Station 74	5122 Firehouse Rd., Lotus	Staffed

Station 28 is being replaced with a new station, also being built in Shingle Springs. However, the 2010 FESS noted that at least two other stations should be replaced because they are considered outdated, aged and in deteriorating condition. The district has no identified funding plan or savings to fund either of these replacements.

The chief is interested in moving administrative operations, possibly from Station 21 in Camino to Station 25 in Placerville on Sacramento Street, because the latter station is centrally located to the District as a whole and a more convenient location for administration and services. Station 21 would be kept open for equipment storage, conferences, meetings training, and classes. Conference rooms would also be remodeled and retrofitted to provide additional office space.

Placerville contains another station, Station 27, but that station is mostly utilized for equipment and vehicle storage. The offices within the station are leased by the Sheriff’s Department.

A majority of ECF’s stations are available to the community and the public groups. Election polls take place at a majority of the district’s stations. A mobile rabies clinic uses the bay out of one of the stations for vaccinations. The exception is Station 21 in Camino. It is not available for public use because of a shortage of space.

Equipment and Vehicles

ECF owns and operates 30 engines, five water tenders, five rescue vehicles, 25 utility vehicles and four medic vehicles. NFPA recommends that second line equipment should not be more than 20 years old; thirteen of the 32 of the district’s major response apparatus are at least 20 years old and, according to the 2010 FESS five more vehicles are at least 10 years old.

Personnel and Staffing

The 2010 FESS indicated that ECF has 81 paid personnel and 30 active volunteers. Paid staff includes eight administrative positions and three support and clerical staff. Due to the size of the district, the chain of command includes one chief, two assistant chiefs (one for operations, one for administration/fire marshal) and four battalion chiefs (one EMS, one of facilities and equipment, one training officer).

Staffing levels and standards are based upon the ISO rating, internal evaluations, reviews from a self-assessment panel and funding. District engines are staffed with a minimum of two personnel. Four of the seven staffed engine companies are staffed with three personnel. Ninety percent of the time, the fire engines are staffed with firefighter/paramedics. The district's goal is for all of its firefighters to be licensed as paramedics; consequently, current practice calls for hiring only paramedics.

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 approximately four 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 a minimum of 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 second program is the Apprentice Firefighter Program, which uses personnel to assist with staffing of the district's stations.

Recruit Firefighters are required to attend and successfully pass a 16-week firefighting academy sponsored by the California Regional Fire Academy in Sacramento.

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 FPD's training facilities.

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Three different bargaining units represent ECF employees under three separate MOU contracts. The Management Employee Association represents management employees. The El Dorado County Professional Firefighters Association, Local 3556, International Association of Federated Firefighters or 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. Members serve four-year staggered terms. Board members are offered dental and vision benefits and they receive a \$100 per meeting stipend for a maximum of three meetings per month. Meetings are held the third Thursday of every month in Placerville at 2850 Fairlane Court, Building C. Meeting notice is posted at all district stations.

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.

Administration—General

Office hours are 8:00 am to 4:30 pm Monday through Friday at 4040 Carson Road in Camino. Records and archives are housed at the same station. The district's website is www.eldoradocountyfire.com

Fire Agencies Self Insurance System (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

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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. The Board has adopted administrative procedures covering financial transactions, purchases and personnel.

The Board of Directors approves the district budget and the fire chief and chief officers 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

Call and Response Data

ECF generates monthly and annual call log reports and provides this information to NFIRS.

The following call data was collected from CAL FIRE's Camino Dispatch Center. These data are the calls generated within the district and do not necessarily include all of the calls that the district responded to with its own resources. As indicated earlier, the 2006 data is irretrievable. Please refer to the City of South Lake Tahoe section for a description of the categories.

Table 8: El Dorado County Fire Protection District Call Log

Incident Type	2003	2004	2005	2006	2007	2008	2009	2010
Structure Fire	91	90	102		128	153	95	62
Non-Structure Fire	183	183	202		171	171	107	103
Vehicle Fire	100	72	83		53	46	38	38
Vehicle Accident	722	695	693		688	616	539	516
Medical Aid	4809	4716	4699		3948	3922	5226	5324
HazMat	113	122	125		114	173	152	143
Good Intent/False Alarm	391	537	343		757	634	685	633
Other	1002	1031	812		196	329	305	202
Total Calls	7411	7446	7059	0	6055	6044	7147	7021

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 80% of the time with some exceptions. The findings of the 2010 FESS support these findings.

Maintenance and Equipment

ECF 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. ECF supplies all

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firefighters with PPE as required by Federal, State and local laws and standards, including those established by OSHA and NFPA.

Major equipment repairs are performed by or under the direction of the Maintenance Division. The Placerville Union School District has two certified mechanics on staff, so ECF contracts with them for general maintenance. The district prioritizes the necessary maintenance of the apparatus.

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 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. ECF generates two annual budgets; one that includes JPA funds and expenditures exclusively and a general budget that includes all other revenue sources and district expenditures.

Revenues

Table 9: El Dorado County Fire Protection District Funding and Budget – Revenues

Revenues	2004-2005 Actual	2005-2006 Actual	2006-2007 Actual	2007-2008 Actual
Fund Balance	\$ 1,831,714	\$ 2,085,718	\$ 316,219	\$ 1,226,148
Taxes	6,840,687	7,692,905	8,460,978	8,780,368
Property Taxes	6,202,405	7,075,098	7,609,831	7,928,223
Direct Assessments	520,859	518,345	516,305	510,218
Special Assessments	31,971	15,936	252,454	259,267
SHPTR*	85,452	83,526	82,388	82,660
Penalties/Cost Delinquent Taxes	8,457	6,907	10,726	10,808
Interest	40,722	96,844	131,765	129,306
Intergovernmental – State	108,355	33,488	184,465	396,929
Intergovernmental – Federal	0	605,814	7,070	0
Intergovernmental – Other	0	13,150	0	0
Development Impact Fees	211,620	-13,250	516,361	530,748
Ambulance Services	35,000	35,000	2,788	35,000
Charges for Services	15,106	81,350	70,518	81,184
Miscellaneous Revenue	87,496	32,816	148,525	20,567
Other Financing Sources**	5,693	89,507	3,131	0
Total Revenues	\$ 9,184,848	\$ 10,760,250	\$ 9,852,545	\$ 11,211,059

* State Homeowners Property Tax Relief

** Including the sale of Fixed Assets

All funds indicated in the chart above were retrieved from the County auditor-Controller’s website. All funds are actual amounts collected by the district for their respective fiscal year except those amounts from “Development Impact Fees.” Typically, development impact fees are deposited into a trust fund and are only transferred into the operating budget general ledger category at the time of an actual expenditure. Consequently, the -\$13,250 for ECF above

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does not mean that the district owed DIFs in FY 2005-06. Rather, it means that the district transferred funds out of its operating budget into its Development Fee Fund for that year. According to the district's own budget information, ECF collected \$384,512 in FY 2004-05, \$387,551 in FY 2005-06 and \$431,602 in FY 2006-07.

Total assessed value within the district was \$6,231,429,226 in FY 2008-2009. ECF currently receives approximately 13.89% of the property tax revenue within district boundaries.

Assessment charges vary by area. 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. Direct and special assessments generated approximately \$769,500 in FY 2007-2008, which accounted for approximately 7% of the district's budget.

ECF has development impact fees of \$1.10 per square foot for residential units; commercial, industrial and institutional structures. These fees were last updated on August 15, 2007.

Grants

ECF did not notify LAFCO of any grants awarded to it since 2006.

Table 10: El Dorado County Fire Protection District Funding and Budget – Expenditures

Expenditures	2004-2005 Actual	2005-2006 Actual	2006-2007 Actual	2007-2008 Actual
Salaries and Benefits	\$ 5,824,287	\$ 6,678,676	\$ 7,004,212	\$ 7,983,797
Salaries/Wages	3,478,409	3,933,302	4,378,225	5,009,319
Retirement and Other Benefits *	1,077,020	1,158,559	1,224,755	1,507,547
Health Benefits	663,376	805,362	944,772	1,127,305
Workers' Comp Insurance	605,481	781,453	436,458	339,625
Services and Supplies	948,886	847,039	1,001,825	950,347
Long-Term Debt	175,262	254,216	568,188	228,137
Interfund Expenditures	0	-35,000	-105,000	-35,000
Fixed Assets **	75,833	870,726	87	425,637
Reserves	113,000	53,000	50,000	50,000
Total Expenditures	\$ 7,137,267	\$ 8,668,656	\$ 8,519,312	\$ 9,602,917

* Includes Disability, Medicare, Unemployment, Long Term Disability and Deferred Comp

** Includes Land, Buildings and Improvements, Equipment and Computer Systems

The primary expenditure for ECF is salaries and benefits, which increased by approximately \$2,159,500 from FY 2004-2005 to FY 2007-2008. However, this only represents an increase in percentage of total expenditures of approximately 1.5%.

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JPA Funding and Budget

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 28 firefighter/paramedics that staff 4½-ambulance units in the district. Four 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 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.

Boundaries

ECF 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 Fire Protection Districts.

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 historically the district 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, CAL FIRE 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

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under mutual aid and automatic aid agreements. As discussed in the DSP section, ECF has a contract with the Shingle Springs Band of Miwok Indians to provide emergency services to Red Hawk Casino and the rest of the Rancheria. Now that the appeals court has dismissed DSP's legal challenge to the contract, DSP may pursue detaching the Rancheria from its service boundaries.

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 1000, 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 Firefighter's Association.

D. 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 boundary includes the greater community of El Dorado Hills and a portion of Sacramento County south of Highway 50 (this land is now inside the City of Folsom's sphere of influence). 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.

The district is bounded on the west by the City of Folsom and Sacramento County, on the north by Folsom Lake, on the east by Cameron Park CSD and El Dorado County and Rescue FPDs, and on the south by Latrobe FPD.

The EDH 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.

Land Use and Population Forecasts

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," and associated commercial and retail uses. Agricultural lands include the Tong ranch in the center of the district, some grape-growing areas to the north and grazing lands in the south. Although a significant portion of the grazing lands within the district are currently under Williamson Act contract, most of them are in a non-renewal status. Most 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. A portion of Folsom Lake and Brown's Ravine Marina lies within the boundaries of the District.

The 2010 FESS estimated the population within the district to be 31,027 people based on the number of homes in the district and estimated household size. 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.

Water Supply

The water supply source for fire suppression throughout EDH is EID, although some parts of the fire district are not within EID's boundaries.

ISO Rating

The district has an ISO rating of 3 in areas within 1,000 feet of a hydrant and 8B in areas further from a hydrant. EDH's last ISO rating was completed in February 2006.

Infrastructure and Facilities

EDH currently operates four fire stations; Station 84 at 2180 Marina Station; Station 85 at 1050 Wilson Boulevard; Station 86 at 3670 Bass Lake Road; and Station 87 at 4680 Golden Foothill Parkway. All stations have operated with ALS since 1995. The 2010 FESS indicated the district plans to replace Station 84 and has partial capital improvement funding to build the new facility.

The district also owns a 21-acre regional training facility on Cypress Point

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Court the El Dorado Hills Business Park. The facility includes an administrative office, classrooms, driving area, rescue area and training tower. EDH opens the training facility up to other agencies, including the California Highway Patrol, for a fee.

Equipment and Vehicles

EDH owns nine engines; three Wildland, five structure engines and one Quint truck with a 105-foot ladder truck. The engines all have a capacity of at least 500 gallons and have the capacity to deliver from 500 to 1,500 gallons per minute (GPM). EDH also owns ten utility vehicles, two medical vehicles, and operates one OES 2,000 gallon water tender free of charge.

None of the district's major response apparatus listed are more than 20 years old. The 2010 FESS also indicated that the district has savings for planned replacements in sync with national best practice recommendations.

Personnel and Staffing

EDH is staffed by seven chief officers (including the fire chief, deputy chief, two division chiefs, and three battalion chiefs), 72 career personnel, five administrative support personnel, and over 30 volunteers.

The district uses 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. The district maintains 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. An internal staffing analysis is performed annually.

EDH does not have shared employed personnel with other agencies. All non-management employees are members of the IAFF and the district has an MOU for benefits with its bargaining unit. The district recruits from a waiting list of staff and volunteers and does not experience any significant problems with finding employees.

The El Dorado Hills Firefighters' Association (EDHFA) is compensated \$15 per call and \$15 per drill for every volunteer from the district. 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. Paramedics are trained according to state standards. EDH contracts with a private company for an employee assistance program, consisting of annual training in eight areas, including employee violence and sexual harassment.

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Although EDH does not have any formal shared training arrangements, the district occasionally participates with other districts in drills and special programs, including a joint Live Fire Training Series with the Folsom Fire Department at the Roseville Tower and the Sacramento Regional High Rise Drill in Sacramento. EDH hosts the region's Low Rise Drill.

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. 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. Public attendance at meetings is usually low; 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. 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.

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 website at 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.

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.

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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. A standard 1% tax collection administration fee is charged by the Auditor. 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. 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 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.

The 2010-2011 Grand Jury took EDH to task over the cost of "hidden escalators" in the current labor contract, finding that the district was "overspending its budget" in "questionable spending practices" in salaries and benefits that were disproportionate given the district's size, in comparison to other jurisdictions and the Grand Jury's finding that call volume was down from 2006-2010.

Administration—Operations

Call and Response Data

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.

The following call data was collected from CAL FIRE's Camino Dispatch Center. These data are the calls generated within the district and do not necessarily include all of the calls that the district responded to with its own resources. As indicated earlier, the 2006 data is irretrievable. Please refer to the City of South Lake Tahoe section for a description of the categories.

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Table 11: El Dorado Hills County Water District Call Log

Incident Type	2003	2004	2005	2006	2007	2008	2009	2010
Structure Fire	34	29	51		76	75	47	33
Non-Structure Fire	52	72	76		48	53	39	42
Vehicle Fire	43	32	33		11	10	15	14
Vehicle Accident	176	200	193		189	158	161	153
Medical Aid	900	914	1029		1218	1193	1198	1235
HazMat	39	46	33		31	28	49	26
Good Intent/False Alarm	227	209	231		504	437	438	491
Other	597	697	582		34	42	32	45
Total Calls	2068	2199	2228	0	2111	1996	1979	2039

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.

Maintenance and Equipment

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. These guidelines are also used to determine the range of types of equipment and the number of staff per piece of equipment. Currently, the amount of personal equipment currently meets district requirements.

EDH has an internal vehicle and facility maintenance and record keeping program through Fire House. 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 amounts cited are approximate, based on information provided to LAFCO or available at the time of this report from other reliable sources.

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Revenues

Table 12: El Dorado Hills County Water District Funding and Budget – Revenues

Revenues	2004-2005 Actual	2005-2006 Actual	2006-2007 Actual	2007-2008 Actual
Budget from Reserves	\$ 6,443,384	\$ 0	\$ 1,018,883	\$ 2,826,575
Property Taxes	8,367,860	10,295,403	12,204,093	13,497,570
Interest	200,000	100,000	200,000	400,000
JPA Revenue	0	0	739,000	918,000
Development Impact Fees	2,200,000	2,900,000	2,500,000	1,200,000
Misc. Operating Revenue - Other	716,830	739,000	1,000,000	335,340
Total Revenues	\$ 17,928,074	\$ 14,034,403	\$ 17,661,976	\$19,177,485

EDH currently receives approximately 18.63% of the property tax revenue within district boundaries. The district does not have any special taxes or assessments.

EDH receives development impact fees of \$1.16 per square foot for all residential, commercial/industrial, and institutional units. These fees were last updated by the district on May 21, 2008 by Resolution 2008-02.

Grants

EDH did not notify LAFCO of any grants awarded to it since 2006.

Expenditures

Table 13: El Dorado Hills County Water District Funding and Budget – Expenditures

Expenditures	2004-2005 Actual	2005-2006 Actual	2006-2007 Actual	2007-2008 Actual
Salaries and Benefits	\$ 7,681,194	\$ 8,424,409	\$ 9,403,275	\$11,867,180
Salaries/Wages	4,832,846	5,302,852	5,830,681	7,608,809
Retirement and Other Benefits *	1,564,728	1,673,236	2,195,652	560,421
Health Benefits **	772,856	996,138	1,084,584	3,384,062
Workers' Comp Insurance	496,364	437,783	277,958	297,688
Director Pay	14,400	14,400	14,400	16,200
Services and Supplies	1,232,880	1,258,475	1,430,835	1,371,805
Fixed Assets	8,854,000	1,303,500	5,817,866	4,878,500
Depreciation	0	850,000	850,000	900,000
Uncategorized Expenses	160,000	160,000	160,000	160,000
Budget from Reserves	0	2,038,019	0	0
Total Expenditures	\$ 17,928,074	\$ 14,034,403	\$ 17,661,976	\$19,177,485

* Includes, Education Pay, Life Insurance, Disability, Medicare, and Unemployment

** Includes P.E.R.S. Health, Dental/Vision, and Retiree Health

The primary expenditure for EDH is salaries and benefits, which increased by approximately \$1,722,000 from FY 2004-2005 to FY 2006-2007. This represents an increase in percentage of total expenditures of approximately 10%.

Boundaries

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.

As a result, EDH has been involved in several past consolidation and 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 in an advisory vote in 2003 against consolidation. The Rescue board then voted against the concept based on the results of the advisory vote.

According to the chief, the district has resumed discussions with Latrobe FPD. As of the writing of this report, the negotiations between the agencies are proceeding at the staff level and have not elevated to the director level. EDH is also involved in a current merger proposal that would allow other districts to retain funds that would otherwise go to the Education Revenue Augmentation Fund.

LAFCO approved three proposals for annexation to EDH in the past five years. The Euer Ranch and Carson Creek annexations will support age-restricted residential developments south of Highway 50 in 2005 and the Alto Reorganization in 2010. Other areas for potential annexations include the service area holes formerly in Williamson Act (Tong Ranch area and Dixon Ranch area) and the areas slated for development east of Salmon Falls Road and south of Green Valley Road.

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 and data from other sources, including Camino Dispatch, access into the areas is only possible from El Dorado Hills, hence EDH is the first responder for all incidents in that area.

In 1998 and 2003, proposals were submitted to LAFCO to incorporate the proposed City of El Dorado Hills. The proposals were initiated by registered voters 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.

E. Garden Valley Fire Protection District

Background

The Garden Valley Fire Protection District (GRV) was formed in November 1973, and operates under Health and Safety Code §13800, et seq. GRV is located in the northwestern portion of El Dorado County, 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 north of the South Fork of the American River near Chili Bar Reservoir and south of the community of Georgetown. 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 FRA.

Land Use and Population Forecasts

Land use in the district primarily consists of residential, agriculture, grazing, and crops. There are no major commercial land uses in GRV; the few

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businesses in the district are primarily in residential areas. According to the 2010 FESS, there are approximately 1,900 improved parcels and GRV serves a population of approximately 4,400 residents.

Water Supply

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 throughout 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.

ISO Rating

The district has an ISO rating of 5 in areas within 1,000 feet of a hydrant and 8B in areas further from a hydrant. GRV’s last ISO rating was completed in July 2004.

Infrastructure and Facilities

GRV currently operates three fire stations; Station 51 at 4860 Marshall Road in Garden Valley; Station 52 at 9751 Highway 193 in Kelsey; and Station 53 at 3813 Highway 193 in Greenwood. Station 51 is the district’s main station and is staffed 24 hours a day; Stations 52 and 53 are entirely staffed by volunteer personnel. According to GRV’s 2006 Five-Year Plan, the district plans to upgrade Stations 51, 52, and 53 in future years. The 2010 FESS found that all three stations were in good condition.

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

GRV owns and operates five engines; two Type I engines with a capacity of 500 to 750 gallons and the capability to deliver 1,000 to 1,500 gallons per minute (GPM); one Type III urban wildland interface engine with a capacity of 770 gallons and the capability to deliver 1,000 GPM; and two Type II wildland

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tender engines with a capacity of 1,250 gallons and the capability to deliver 500 GPM. Two of the engines are capable of delivering foam.

The district also owns one rescue/medical squad vehicle with BLS and ALS service and foam capabilities, a command vehicle, a duty officer vehicle for night coverage, two utility vehicles (one a flatbed), and one water tender with a capacity of 3,000 gallons that can deliver 500 GPM.

Six of the district's response apparatus are at least 20 years old. According to GRV's Capital Improvement Plan, the district plans to continue to upgrade Engine 53 in the next few years. The 2010 FESS indicated at least three engines need to be replaced.

Personnel and Staffing

The district is staffed by six to seven full-time career emergency responders which include the chief, three captains, and three engineers. Staffing is on a three-shift (A, B, C) system with each shift working a 48-hour "on", 96-hour "off" schedule 365 days a year. The chief works a minimum of 40 hours a week. In addition to the full-time career staff, the district employs two part-time assistant chiefs, a part-time receptionist (30 hours per week), and a part-time accountant (8-12 hours per week). The district currently has 12 volunteers listed on its roster. The chief sets staffing standards and minimum staffing levels for the district based on need and funding available.

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. GRV pays 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 career employees of GRV are members of the IAFF. An MOU exist between Local #4691, Garden Valley Professional Firefighters and the Garden Valley Fire Protection District.

Administration, Management, and Operations

Board of Directors

The GRV Board of Directors consists of five-members, elected at large to four-year staggered terms. Board members receive no compensation, stipends or benefits.

Meetings are held at Station 51 in Garden Valley on the 2nd Tuesday of every

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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 at \$185 per hour.

GRV has been the subject of at least three Grand Jury investigations in the last four years. In 2007-2008, the Grand Jury investigated alleged administrative and financial oversight of GRV's finances. In 2008-2009 it looked into irregularities in director compensation and in 2009-2010 the Grand Jury investigated an increase in legal fees and "a potential high-risk activity" in GRV's participation in All Risk Teams (ART) in USFS incidents (the 2010 FESS also looked at this activity and concluded it was entrepreneurial for GRV to use ART to bring in additional revenue). In the last five years, it has also been sued by two former employees for wrongful termination. One of the cases was ruled in favor of the district; the second is still pending in the courts.

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. GRV's website is www.gardenvalleyfire.org and the email address is gvfpd@gardenvalleyfire.org.

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

Administration—Financial

The County Auditor provides accounting, banking, and payroll services to the district included with the 1% property tax administration fee.

The chief has line item budget spending authority and the board approves expenditures over the amount of \$2,500, except in case of emergency. The district keeps a \$300 maximum petty cash account at the district office. The district does use a credit card for certain purchases.

Administration—Operations

Call and Response Data

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The district indicates it 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.

The following call data was collected from CAL FIRE’s Camino Dispatch Center. These data are the calls generated within the district and do not necessarily include all of the calls that the district responded to with its own resources. As indicated earlier, the 2006 data is irretrievable. Please refer to the City of South Lake Tahoe section for a description of the categories.

Table 14: Garden Valley Fire Protection District Call Log

Incident Type	2003	2004	2005	2006	2007	2008	2009	2010
Structure Fire	7	16	6		8	14	6	5
Non-Structure Fire	22	26	31		28	13	26	9
Vehicle Fire	11	6	7		5	6	2	0
Vehicle Accident	62	78	64		51	62	44	37
Medical Aid	310	265	269		286	295	320	311
HazMat	7	14	8		5	19	10	6
Good Intent/False Alarm	38	38	14		75	77	70	70
Other	93	89	85		15	18	24	31
Total Calls	550	532	484	0	473	504	502	469

Response times are based on NFPA standards and the El Dorado County General Plan (2004). GRV meets or exceeds County minimums; all rural areas of the district can be reached within the 15-45 minute standard.

GRV provides automatic aid to, and receives it from, the Georgetown, Mosquito and El Dorado County Fire Protection Districts as well as the California Department of Forestry and Fire Protection (CAL FIRE) and the United States Forest service (USFS). The Georgetown Fire Protection District provides paramedic ambulance services.

Maintenance and Equipment

The chief sets standards for the type and amount of necessary equipment, as well as equipment quality standards, using NFPA standards. Each piece of equipment is maintained to the vehicle’s specifications. 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.

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

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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.

Revenues

Table 15: Garden Valley Fire Protection District Funding and Budget – Revenues

Revenues	2004-2005 Actual	2005-2006 Actual	2006-2007 Actual	2007-2008 Actual
Fund Balance	\$ 123,308	\$ 140,474	\$ 177,802	\$ 127,802
Taxes	359,036	551,267	588,714	446,256
Property Taxes	264,884	305,236	337,560	191,032
Direct Assessments	90,524	89,467	89,710	89,251
Special Assessments	0	152,982	157,810	162,307
SHPTR*	3,628	3,582	3,634	3,666
Penalties/Cost Delinquent Taxes	1,394	1,062	1,826	2,093
Interest	2,046	5,025	7,069	13,506
Intergovernmental – State	0	0	1,799	0
Intergovernmental – Federal	0	0	5,397	0
Intergovernmental – Other	145,621	160,818	179,546	205,285
Development Impact Fees	20,000	69,095	74,204	26,500
Miscellaneous Revenue	68,521	115,135	330,488	1,482,119
Total Revenues	\$ 719,927	\$ 1,042,876	\$ 1,366,845	\$ 2,456,868

* State Homeowners Property Tax Relief

Total assessed value within the district was \$449,768,422 in FY 2008-2009.

Landowners in the district pay a \$35 parcel fee, which generated approximately \$89,250 in FY 2007-2008. A benefit assessment fee of \$67.07 for developed parcels and \$47.14 undeveloped parcels was passed on June 15, 2005, generating approximately \$162,300 in FY 2007-2008. Parcel and benefit assessment fees combined represented 10% of the district's budget in FY 2007-2008.

GRV has development impact fees of \$0.77 per square foot for residential units and commercial units over 500 square feet. Residences and commercial buildings that voluntarily install sprinkler systems are eligible for a discounted DIF of \$0.39 per square foot. These fees were last updated by Board of Supervisors' Resolution 289-2007 on November 27, 2007. Development impact fees are used to provide additional facilities and equipment to accommodate new development and maintain existing levels of service in the district.

GRV also receives revenue from the JPA for medical-related services and training, allocated for medical equipment, supplies, training and certification. However, the potential loss of Aid to Fire funding will impact the agency tremendously since the funds were historically used to pay for two firefighters.

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Grants

GRV did not notify LAFCO of any grants awarded to it since 2006.

Expenditures

Table 16: Garden Valley Fire Protection District Funding and Budget – Expenditures

Expenditures	2004-2005 Actual	2005-2006 Actual	2006-2007 Actual	2007-2008 Actual
Salaries and Benefits	\$ 462,158	\$ 580,331	\$744,381	\$ 1,090,577
Salaries/Wages	273,597	347,321	496,649	819,160
Retirement and Other Benefits *	80,764	108,146	132,563	179,722
Health Benefits	44,341	66,020	66,437	57,020
Workers' Comp Insurance	63,456	58,845	48,730	34,674
Services and Supplies	144,525	209,324	238,247	1,045,293
Debt Repayment	22,242	22,242	22,242	22,242
Fixed Assets **	1,018	48,084	115,276	4,773
Reserves	0	95,053	50,000	()
Total Expenditures	\$ 629,943	\$ 955,034	\$ 1,170,145	\$ 2,162,884

* Includes Disability, Medicare, and Unemployment

** Includes Land, Buildings and Improvements, Equipment, and Computer Systems

The primary expenditure for GRV is salaries and benefits, which increased by approximately \$628,400 from FY 2004-2005 to FY 2007-2008; however, the overall percentage of total expenditures decreased.

Boundaries

GRV's boundaries describe a single contiguous area and do not contain holes within the district. It does have areas on its sphere of influence to the east and west of the current district boundaries.

Several public meetings have been held between GRV and the Georgetown and Mosquito FPDs over the last 15 to 25 years to discuss possible reorganization or consolidation. Another round of discussion is occurring between GRV and Georgetown FPD. A study committee composed of directors from both boards, the two chiefs and personnel studied the various ways in which consolidation could be feasible and drafted a proposal to discuss between the two districts and with the County of El Dorado regarding possible increases in the property tax increment for the new district.

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.

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GRV and GEO held a 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. GEO received \$28,000 and GRV received \$22,000. GRV also participates in an annual Halloween dance in Georgetown, where the district organizes and keeps the proceeds from the dinner.

F. Georgetown Fire Protection District

Background

The Georgetown Fire Protection District (GEO) was formed on August 12, 1937 as the successor to the Mountain Hook and Ladder Company, which had been in place since 1854.

The district consists of 96 square miles (2,330 parcels) in the far northwestern portion of El Dorado County. 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.

GEO serves the communities of Georgetown, Greenwood, Quintette, and Volcanoville. Highway 193 and Wentworth Road are the district's major access corridors. Half of the district is composed of SRA and the other half is FRA for the purposes of wildland fire cost apportionment.

Land Use and Population Forecasts

Most of the territories in Georgetown, Greenwood and Quintette are designated as Rural Centers in the 2004 El Dorado County General Plan. Land in the district consists primarily of residential uses, from a minimum of one quarter-acre on up to 40 acre parcels, with some commercial and industrial facilities. The district also has a general aviation airport and three schools within its boundaries.

The 2010 FESS estimated the population in GEO to be approximately 3,300 residents based on 1,486 dwelling units. The district has shown a modest increase in growth between the years 2000 and 2004, estimated around 4%.

Water Supply

GDPUD supplies water to the GEO in the town of Georgetown. GDPUD maintains 156 "dry barrel" hydrants to protect them from freezing. In areas outside the GDPUD boundaries, the strategies differ. 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. Approximately 10% of the private properties in the Georgetown FPD have good size ponds suitable for fire suppression.

ISO Rating

The district has an ISO rating of five in areas within 1,000 feet of a hydrant and nine in areas further from a hydrant. GEO's last ISO rating was completed in September 2002.

Infrastructure and Facilities

GEO currently operates five fire stations; Station 61 at 6281 Main Street, Georgetown; Station 62 at 7331 Wentworth Springs Rd., Georgetown; Station 63 at 4900 Volcanoville Rd., Volcanoville; Station 64 at 2065 Sliger Mine Rd. in Greenwood, and Station 65 at 10561 Sand Ridge Blvd. in the Quintette area.

Station 61 is the district's main station, staffed with full-time personnel. The adjoining building to the station is also owned by GEO and serves as the district's main administrative office. The 2010 FESS noted that GEO "desperately" needs to replace its headquarters due to the inadequate office space and seismic issues. Earlier in the decade, GEO purchased a four-acre parcel of land on Highway 193, less than a mile from Main Street, to replace Station 61 (which the district plans to sell upon replacement).

Stations 62, 63 and 64 are staffed with volunteer personnel, and Station 65 is a cooperative effort between GEO, the USFS, and the Georgetown Ranger District.

In 2006, GEO completed construction of a new training facility adjacent to Station 62. 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 includes 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.

Equipment and Vehicles

GEO owns and operates eight engines. Four of the engines are Type I with a capacity of 750 gallons and the capability to deliver 1,250 gallons per minute (GPM); one of which is operated under an agreement with the Office of Emergency Services and responds to automatic mutual aid requests statewide. The other four engines are Type II/III with a capacity of 500 to 1,800 gallons and the capability to deliver 500 to 1,000 GPM; one of which responds to automatic mutual aid requests for vehicle accidents with possible extrication problems. Two of the engines are capable of delivering foam, which is a significant tool in aircraft firefighting.

The district also owns two medic vehicles and four utility vehicles, including a command car, flatbed truck, utility vehicle and service truck, and two water tenders with capacities of 3,200 to 3,600 gallons that can deliver 500 GPM.

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Seven of the district's major response apparatus are at least 20 years old. The 2010 FESS found that none of the pre-1991 apparatus has had the NFPA 1901 safety upgrades.

Personnel and Staffing

Georgetown FPD is staffed by 12-15 full-time paid personnel and 20-40 volunteer firefighters. Paid personnel include the fire chief, assistant chief, six captains (an EMT and a training officer among the six), three engineer/paramedics, two firefighter/paramedics, an administrative assistant and a mechanic. Engine staffing includes at least one paid firefighter a day, seven days a week. 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.

Recruitment and retention of volunteers is a priority for GEO. The district is largely made up of volunteers, which staff four of the district's five stations.

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 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. 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 (California Public Employee Retirement System) Volunteer Firefighter Length of Service Award System Retirement Benefits, which 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.

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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 five-member Board of Directors elected at large to four-year staggered terms. Board meetings are held at the station on the second Wednesday of every month at 6:30 pm. Meeting notice is posted at the Main Street station and published in the Georgetown Gazette. Handicapped parking spaces are available on the street and meetings are accessible.

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. Board members comply with the Brown Act and fill out the required FPPC disclosure forms.

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.

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.

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.

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Administration—Operations

Call and Response Data

GEO is required to report call logs to the California Fire Incident Reporting System (CFIRS). The district keeps call logs on file to determine trends and for use in insurance claims by individuals. The call logs are periodically published in the Georgetown Gazette.

The following call data was collected from CAL FIRE’s Camino Dispatch Center. These data are the calls generated within the district and do not necessarily include all of the calls that the district responded to with its own resources. As indicated earlier, the 2006 data is irretrievable. Please refer to the City of South Lake Tahoe section for a description of the categories.

Table 17: Georgetown Fire Protection District Call Log

Incident Type	2003	2004	2005	2006	2007	2008	2009	2010
Structure Fire	6	4	10		7	6	6	5
Non-Structure Fire	16	33	22		17	14	12	8
Vehicle Fire	5	7	2		4	4	4	1
Vehicle Accident	52	53	43		42	42	36	46
Medical Aid	323	331	248		255	256	314	276
HazMat	8	5	11		5	20	9	14
Good Intent/False Alarm	36	43	17		41	48	34	68
Other	108	102	94		16	28	46	54
Total Calls	554	578	447	0	387	418	461	472

Maintenance and Equipment

The district supplies all employees and volunteers with safety gear required by district policy and mandated safety laws, including OSHA personal protective equipment (PPE) standards.

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. The district, in accordance with the 2004-2008 Capital Improvement Plan, purchased 2.5 and 1.5 inch nozzles, master stream nozzles, wildland nozzles, and miscellaneous brass/adapters.

Vehicle and building maintenance standards are set in a similar manner. The district mechanic manages the maintenance department and works out of the Main Street station. All vehicle maintenance is performed in-house. District personnel perform most building and facilities maintenance; although, some is contracted out to the lowest bidder.

Funding and Budget

The discussion in this section is descriptive and amounts cited are

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approximate, based on information provided to LAFCO or available at the time of this report from other reliable sources. GEO generates two annual budgets; one that includes JPA funds and expenditures exclusively and a general budget that includes all other revenue sources and district expenditures.

Revenues

Table 18: Georgetown Fire Protection District Funding and Budget – Revenues

Revenues	2004-2005 Actual	2005-2006 Actual	2006-2007 Actual	2007-2008 Actual
Fund Balance	\$ 85,909	\$ 72,543	\$ 82,740	\$ 22,858
Taxes	503,725	549,717	587,041	492,476
Property Taxes	310,209	352,508	390,890	407,974
Direct Assessments	84,518	84,506	83,448	80,246
Special Assessments	108,998	110,804	112,703	116,756
Penalties/Cost Delinquent Taxes	2,041	2,087	2,271	2,314
Interest	714	1,568	8	-3,611
Intergovernmental – State	4,280	4,162	4,260	0
Intergovernmental – Federal	0	0	1,157	0
Intergovernmental – Other	15,003	32,860	33,021	36,240
Development Impact Fees	45,000	45,000	45,000	11,252
Charges for Services	50,256	113,139	70,674	79,930
Miscellaneous Revenue	253,810	158,587	85,078	235,134
Sale of Fixed Assets	0	63,441	0	0
Total Revenues	\$ 960,737	\$ 1,041,205	\$ 911,609	\$ 993,349

Total assessed value within the district was \$357,686,106 in FY 2008-2009.

As explained in the Budget section for El Dorado County FPD, the amounts listed in the “Development Impact Fees” category are amounts transferred from the Development Fee Fund into the Operating Fund category and not necessarily the DIFs actually collected.

Landowners in the district pay a \$35 parcel fee, which generated approximately \$80,250 in FY 2007-2008. Assessment fees, which provide the primary funding for one full-time Fire Training Officer/Paramedic at approximately \$50,000 per year, amounted to \$116,800 in FY 2007-2008. Parcel and benefit assessment fees combined represented 20% of the district’s budget in FY 2007-2008.

GEO has development impact fees of \$0.41 per square foot for sprinklered homes, \$0.82 from unsprinklered homes and a flat \$1,469 for residential units under \$1,000 square feet. For commercial units, the DIF is \$0.44 per square foot with sprinkler systems; \$0.87 per square foot for commercial units without sprinklers. These fees were last updated by Board of Supervisors in 2006. There is virtually no new commercial construction within the district.

GEO is a provider member of the JPA and operates one ambulance and the only one of the six Western Slope agencies that received Aid to Fire funds.

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The district receives funding from the JPA for personnel, operating expenses, equipment, and administrative overhead. As a percentage, GEO’s share of Aid to Fire funds was proportionally smaller than other districts, but GEO feels the reduction in Aid to Fire funding more acutely because those monies are used to pay for two seasonal firefighters’ salary.

The district has 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 USFS and CAL FIRE are legally responsible to reimburse GEO for responding to fires in SRA areas; however, the district doesn’t get paid until after the first six hours on the fire.

Grants

GEO did not notify LAFCO of any grants awarded to it since 2006.

Expenditures

Table 19: Georgetown Fire Protection District Funding and Budget – Expenditures

Expenditures	2004-2005 Actual	2005-2006 Actual	2006-2007 Actual	2007-2008 Actual
Salaries and Benefits	\$ 560,932	\$ 614,359	\$638,346	\$ 764,967
Salaries/Wages	357,971	401,030	393,472	491,791
Retirement and Other Benefits *	109,342	107,321	130,300	135,308
Health Benefits	59,311	65,842	81,749	96,774
Workers’ Comp Insurance	34,309	40,165	32,824	41,093
Services and Supplies	243,564	260,053	204,493	186,960
Debt Repayment	15,122	15,122	15,122	5,113
Fixed Assets **	50,922	78,464	5,524	45,810
Reserves	7,500	0	0	0
Total Expenditures	\$ 878,041	\$ 967,998	\$ 863,485	\$ 1,002,851

* Includes Disability, Medicare, Unemployment, Deferred Comp

** Includes Land, Buildings and Improvements, Equipment, and Capitalized Fixed Assets

The primary expenditure for GEO is salaries and benefits, which increased by approximately \$204,000 from FY 2004-2005 to FY 2007-2008. This represents an increase in percentage of total expenditures of approximately 12%.

Boundaries

GEO briefly considered a “Schedule A” contract and reorganization with CAL FIRE in or around 2001; however, the Georgetown FPD Board Members rejected both plans because of the districts’ organizational incompatibility.

Over the last 15 to 25 years several public meetings have been held between GEO and the Garden Valley and Mosquito FPDs to discuss possible

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reorganization, thinking a combined district could realize economies of scale, a more efficient deployment of resources and a reduction of duplication of services. However, these discussions have yet to result in a reorganization drive. Some of the obstacles identified in the past were the incompatibility of fee structures. As indicated in the GRV section, GEO and GRV are currently having discussions on a merger, either as part of the larger ERAF-driven venture or as a standalone merger.

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 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. Then-Fire Chief Rick Todd 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. 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.

GEO and GRV have held joint fundraisers in the past. Those were discussed in the GRV section.

G. Lake Valley Fire Protection District

Background

The Lake Valley Fire Protection District (LAV) was formed in 1947. LAV is located in the far eastern portion of El Dorado County, including 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. In May 1993, LAV annexed 240 acres in Alpine County along Highway 89. According to Chief Michael, LAV has agreements to service Alpine County from the Highway 89 County line to the entrance to Kirkwood on Highway 88.

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LAV also responds east on Highway 88, as requested, to the Woodfords intersection.

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. 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. LAV 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 and Spring Creek (near Cascade Lake).

Land Use and Population Forecasts

Based on TRPA databases, the district contains 53,120 acres. Of these, the USFS owns and administers 12,800 acres and the State of California owns a total of 1,280 acres. That leaves 39,040 acres are in private/local ownership. Major land uses include recreation and tourism activities associated with Lake Tahoe. Skiing, snowboarding, camping, hiking, mountain biking, fishing and summer water sports bring thousands of tourists to the area year-round. Residential and commercial areas are dispersed along the major corridors, but are mostly concentrated around Myers.

LAV has a total permanent population of approximately 11,000, which increases seasonally to approximately 40,000 persons. Building within the district is severely restricted by TRPA 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. 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.

Water Supply

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.

ISO Rating

The district has an ISO rating of 5 in areas within 1,000 feet of a hydrant and 8B in areas further from a hydrant. LAV's last ISO rating was completed in July 2004.

Infrastructure and Facilities

LAV currently operates three fire stations in South Lake Tahoe; Station 7 at 2211 Keetak Street; Station 6 at 1286 Golden Bear Trail; and Station 5 at 1009 Boulder Mountain Court. In addition, the district owns another parcel adjacent to Station 7, which is LAV's headquarters. Station 5 is staffed primarily by volunteers. The 2010 FESS found none of these stations need to be replaced.

Equipment and Vehicles

LAV maintains three engines; two Type I with a capacity of 500 to 750 gallons and the capability to deliver 1,250 to 1,500 gallons per minute (GPM). One of these Type I is also an OES engine that responds to mutual aid calls for the state. The third engine is a Type III with a capacity of 500 gallons and the capability to deliver 500 GPM. The district also operates an ambulance (owned by the County), a rescue squad, a 3,500 gallon water tender and various other staff and utility vehicles, including a backhoe.

Two of the district's major response apparatus are at least 20 years old.

Personnel and Staffing

LAV has 18 full-time and three volunteer safety employees, and one non-safety employee. 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. Staffing analysis and review of standards of cover has been done. LAV's 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 "two in two out" response to meet NFPD standards.

Administration, Management, and Operations

Five members are elected at large to the Board of Directors with four-year staggered terms. The board meets on the second Thursday of each month at 7:00 pm at the district's headquarters in Station 7. 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. Meetings generally have a low attendance.

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 governing financial and personnel matters and the management of the district's accounts and funds.

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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 maintains a web site at www.lvfpd.org; however, published information is not available to the public without a password. Station 7 at 2211 Keetak serves as 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. District records are kept at headquarters and some archives are stored at another station.

General property and liability insurance is provided through FAIRA (Fire Agencies Insurance Risk Authority) and Workers Compensation insurance is through NCSDIA (Northern California Special District’s Insurance). All employees and volunteers are covered. Errors and Omissions coverage is provided to Directors through FAIRA.

A full-time Administrative Assistant 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.

Administration—Financial

District funds are maintained in the El Dorado County Treasury. El Dorado County provides accounting and banking services, including payables and payroll services. 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

Call and Response Data

The following data was compiled by LAV using the same category definitions as the other districts. LAV did not report the corresponding data for 2006-07.

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Table 20: Lake Valley Fire Protection District Call Log

Incident Type	2003	2004	2005	2006	2007	2008	2009	2010
Structure Fire	5	10	3			21	22	21
Non-Structure Fire	42	33	15			51	27	35
Vehicle Fire	2	3	5			3	2	1
Vehicle Accident	122	133	107			87	90	93
Medical Aid	695	676	689			655	767	781
HazMat	25	33	45			47	39	69
Good Intent/False Alarm	60	53	138			237	263	273
Other	197	151	113			74	70	127
Total Calls	1148	1092	1115	0	0	1175	1280	1400

Maintenance and Equipment

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.

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.

Revenues

Table 21: Lake Valley Fire Protection District Funding and Budget – Revenues

Revenues	2004-2005 Actual	2005-2006 Actual	2006-2007 Actual	2007-2008 Actual
Fund Balance	\$ -79,455	\$ 774,397	\$ 1,072,983	\$270,064
Taxes	2,814,104	3,249,897	3,589,155	3,634,424
Property Taxes	2,626,624	3,061,015	3,371,242	3,446,825
Direct Assessments	151,004	152,524	151,199	151,453
SHPTR*	36,476	36,358	36,714	36,146
Penalties/Cost Delinquent Taxes	2,082	2,394	3,264	3,785
Interest	51,595	86,310	82,995	81,372
Development Impact Fees	75,000	75,000	75,000	60,000
Ambulance Services	437,534	414,648	431,580	574,838
Miscellaneous Revenue	218,897	191,542	361,665	573,128
Sale of Fixed Assets	0	20,000	0	0
Total Revenues	\$ 3,519,757	\$ 4,814,189	\$ 5,616,642	\$5,197,611

* State Homeowners Property Tax Relief

Total assessed value within the district was \$1,816,276,891 in FY 2006-2007. LAV currently receives approximately 20.20% of the property tax revenue within district boundaries.

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Direct assessments generated approximately \$151,453 in FY 2007-2008, which accounted for approximately 3% of the district’s budget. The LAV-specific special tax amount is \$20.00 per parcel; however, landowners are also assessed the CSA 3 benefit assessment (which ranges in size, but 96% pay \$25 or less) and the CSA 3 special tax (also ranges in size but 96% pay \$50 or less).

LAV has development impact fees of \$750 for residential units. For commercial units with sprinkler systems the DIF is \$0.17 per square foot and \$0.32 per square foot for commercial units without sprinklers. These fees were last updated on 2008.

The district does not charge a fee for services for non-residents or out of district services.

Grants

LAFCO could not obtain any information on any grants awarded to LAV past 2006.

Expenditures

Table 22: Lake Valley Fire Protection District Funding and Budget – Expenditures

Expenditures	2004-2005 Actual	2005-2006 Actual	2006-2007 Actual	2007-2008 Actual
Salaries and Benefits	\$ 2,888,748	\$ 3,332,321	\$ 4,112,405	\$ 3,991,504
Salaries/Wages	2,102,881	2,442,259	2,565,081	2,959,125
Retirement and Other Benefits *	654,894	734,643	1,368,647	879,017
Health Benefits	33,089	34,357	36,604	37,323
Workers’ Comp Insurance	97,885	121,062	142,072	116,039
Services and Supplies	273,079	433,051	463,001	531,979
Fixed Assets **	146,856	661,178	42,251	30,253
Reserves	0	0	714,368	0
Total Expenditures	\$ 3,308,684	\$ 4,426,549	\$ 5,332,024	\$ 4,553,737

* Includes Disability, Medicare and Unemployment

** Includes Land, Buildings and Improvements and Equipment

The primary expenditure for LAV is salaries and benefits. After years of incremental increases, the total expenditure decreased nominally between 2006-2007 and FY 2007-2008.

Boundaries

The City of South Lake Tahoe is surrounded by LAV. In 2004 the City completed a preliminary study of possible consolidation or reorganization with the district. The study identifies several challenging issues which may make reorganization infeasible. Subsequent to the report, 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

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interest on the part of Fallen Leaf Lake CSD to combine its fire services with LAV.

LAV'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 LAV's boundaries during winter road closure conditions. As noted above, LAV is the first responder to some areas in Alpine County.

Community Outreach and Involvement

The Lake Valley Volunteer Firefighters Association (LVVFA) supports the regional "Firefest" a family event dedicated to fire and life safety, the Pacific Burn Institute Camp for Kids and local CPR programs, among others. The annual "Firefighters Ball" gala is LVVFA's only fundraiser. Past association donations to district includes PowerPoint equipment, fitness equipment and rescue and climbing gear. LVVFA has also provided matching funds for grant eligibility.

The district participates in numerous community events, including a drug education program to 7th and 8th graders and offered to the public in general CPR for Family and Friends and Heart Saver classes. The district participates in the Meyers Round Table and is a member of the Fire District Association of California.

H. 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, serving the greater community of Latrobe. 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 southeast/east by Diamond Springs/El Dorado FPD, and on the south by Amador County FPD. Major access roads/inhabited corridors include Latrobe Road and South Shingle Road.

Land Use and Population Forecasts

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 with roughly 12,048 acres in Williamson Act contracts. Two thousand two hundred three acres of these 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

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territory is designated as SRA with no LRA lands. The entire district is a risk area for wildland or wildland urban interface fires.

The 2010 FESS estimates LTB's population to be 901 people based on the 402 dwelling units. The area experiences slow, steady growth and there are typically 10-30 housing starts per year. There is currently one development (Rancho Victoria) in the formation stages. It entails approximately 80 acres and currently is planned for 36 homesites. The planned development is located on South Shingle Road just West of Latrobe Road and behind the Millers Hill School.

Water Supply

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. The 400,000 gallon water tank is pressurized by an electronic pump system and fed from ground water wells. The remaining hydrants are gravity fed from ponds or tanks and require hard suction to retrieve water during operations. The district must conserve pond water and use or develop new wells to fill its water tenders.

ISO Rating

The district has an ISO rating of 5 in areas within 1,000 feet of a hydrant and 9 in areas further from a hydrant. LTB's last ISO rating was completed in June 2003.

Infrastructure and Facilities

LTB currently operates two fire stations; Station 91 on South Shingle Road and Station 92 on Ryan Ranch Road. Both stations are equipped with three bays; Station 91 also has two offices and Station 92 has one meeting room, an office and a kitchen. Both were built approximately 20-25 years ago. The 2010 FESS found that neither station needs to be replaced.

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. Station 92 is not a staffed station but houses apparatus that is used as incidents require them. Station 92 is also used as an indoor training facility and for LTB Board and other department meetings.

In addition, the district owns five acres of undeveloped land in the Sunridge Meadow subdivision, which may be used in the future for the location of a third fire station. 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.

Equipment and Vehicles

LTB owns and operates four engines; one is a 1985 Type I with a capacity of 750 gallons and the capability to deliver 750 gallons per minute (GPM). A 2009 Type II with 2000 gallons of water and 750 GPM pump. The other two engines are Type III with a capacity of 300 to 500 gallons and the capability to deliver 150 to 300 GPM, respectively. The district also owns one 2009 water tender with a 2,000 gallon capacity; one 2008 rescue/patrol vehicle with a 300 gallon capacity that delivers up to 200 GPM and four command vehicles. The district wants to replace the 300-gallon tender with another rescue squad in the next few years, budget permitting, since the 1980s era tender is currently using a smaller pump than its normal size in a reduced mode because of its age.

Personnel and Staffing

LTB is staffed by 5-8 part-time employees and 7-17 volunteers. Part-time staff includes one assistant chief and between four and seven firefighters. Volunteer staff includes one chief, one assistant chief and two captains. This allows the district to staff Station 91 from 8:00 am to 6:00 pm Monday through Friday. Informal staffing analysis is done annually by day of the week and time of day. The district itself does not have any staffing standards or minimum staffing levels.

All volunteers receive the Volunteer Length of Service Award (LOSA). The LOSA is administered by PERS; however, staff and volunteers do not receive PERS benefits. There are no other health or retirement benefits paid for by LTB.

The County Training Officers Association sets the Volunteer Academy training requirements. LTB staff and volunteers attend the 6- to 8-week Volunteer Fire Academy, the National Fire Academy, 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.

The principal staffing problem for LTB is retention of quality volunteers, which it must rely on because of its limited funding and the turnover of early career firefighters. The district relies heavily on local community volunteers to minimize its response times during non staffed hours. Due to the significant time commitments and levels of training required to be an active volunteer firefighter, this represents a significant challenge for the department to acquire and retain quality volunteers. The district provides all volunteers initial training through the annual Volunteer Fire Academy. The district has an informal agreement that volunteers must become inactive as firefighters in order to serve on the Board of Directors.

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Administration, Management, and Operations

Board of Directors

LTB is governed by a five-member Board of Directors, all of whom are elected district-wide to serve four-year staggered terms. There is a limited amount of public interest in Board openings when they occur and Board turnover is very low. Directors receive a \$50 per meeting stipend. 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 minimal.

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

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 has moved all but personnel and run reports to the district office at Station 92 per audit recommendations. The district website is <http://www.firehouse.com/region/departments/latrobe-fire-protection-district>; however, the amount of online information available to the public is limited.

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. The LTB Board recently enacted SDI for the paid personnel by proclamation.

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 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

Call and Response Data

Activity levels and call logs are managed through a proprietary computer program modeled after CFIRS/NFIRS, developed for LTB by a volunteer. The

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logs are reviewed individually prior to filing and are reviewed annually for statistical purposes; they are not published.

The following call data was collected from CAL FIRE’s Camino Dispatch Center. These data are the calls generated within the district and do not necessarily include all of the calls that the district responded to with its own resources. As indicated earlier, the 2006 data is irretrievable. Please refer to the City of South Lake Tahoe section for a description of the categories.

Table 23: Latrobe Fire Protection District Call Log

Incident Type	2003	2004	2005	2006	2007	2008	2009	2010
Structure Fire	2	1	1		3	4	2	1
Non-Structure Fire	3	13	7		4	3	3	6
Vehicle Fire	1	0	0		1	1	0	1
Vehicle Accident	15	27	19		15	12	10	16
Medical Aid	33	30	20		29	26	31	31
HazMat	1	1	1		0	1	1	1
Good Intent/False Alarm	8	4	7		11	10	7	16
Other	33	24	27		2	4	1	0
Total Calls	96	100	82	0	65	61	55	72

Maintenance and Equipment

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 or a combination Type I engine/water tender and Type III engine per station. LTB’s goal is to achieve NFPA standards for equipment quality. LTB has purchased 16 new SCBA’s in 2001 and received 13 handheld radios from a Homeland Security Grant. LTB has recently purchased brand new turnouts for most of its staff, rescue equipment, engine equipment and extrication equipment through a FEMA grant. In addition, the department recently purchased a brand new 2009 Kenworth 2200 water tender and a 2009 International engine/tender combination. All apparatus are cash purchases and no debt is incurred or committed by any of these purchases. The department has no long-term debt.

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.

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.

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Revenues

Table 24: Latrobe Fire Protection District Funding and Budget – Revenues

Revenues	2004-2005 Actual	2005-2006 Actual	2006-2007 Actual	2007-2008 Actual
Fund Balance	\$ -12,787	\$ 15,241	\$ 42,671	\$ 43,818
Taxes	125,251	135,859	143,804	143,176
Property Taxes	89,789	100,063	109,481	111,954
Direct Assessments	35,453	35,796	34,323	30,046
Penalties/Cost Delinquent Taxes	277	122	199	334
Interest	575	2,664	4,794	3,489
Intergovernmental – State	1,252	1,192	1,194	0
Intergovernmental – Other	119,864	132,422	148,754	209,226
Development Impact Fees	0	494	34,516	0
Miscellaneous Revenue	2,046	0	0	34,661
Total Revenues	\$ 236,477	\$ 287,993	\$ 375,932	\$ 436,324

Total assessed value within the district was \$230,617,195 in FY 2008-2009.

Landowners in the district pay a \$60 parcel fee, which generated approximately \$30,00 in FY 2007-2008. Very small or unbuildable parcels are either excluded or have their fee reduced as determined by LTB staff. Assessment fees represented 7% of the district's budget in FY 2007-2008.

LTB has development impact fees of \$0.95 per square foot for structures intended for residential, commercial and industrial use, including additional square footage added to already existing structures when the addition is in excess of 500 square feet. A fee of \$0.47 per square foot for unoccupied accessory buildings over 250 square feet. The fees were last updated in 2008.

Payments for past capital equipment purchases have primarily been funded with development impact fees.

LTB also receives revenue from the JPA for medical-related services and training. When Aid to Fire funding was in place, it constituted almost 40% of LTB's operating budget.

Grants

The district applied to FEMA in April 2005 for \$95,000 for firefighter safety equipment and training and received the grant in August 2007. The district was also awarded a FEMA grant for a new tender/engine to replace one Type I water tender and one Type I engine in the fall of 2008.

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Expenditures

Table 25: Latrobe Fire Protection District Funding and Budget – Expenditures

Expenditures	2004-2005 Actual	2005-2006 Actual	2006-2007 Actual	2007-2008 Actual
Salaries and Benefits	\$ 105,123	\$ 111,764	\$110,819	\$ 126,266
Salaries/Wages	71,167	78,594	87,782	101,294
Retirement and Other Benefits *	16,157	16,981	9,409	8,451
Workers' Comp Insurance	17,799	16,189	13,628	16,521
Services and Supplies	92,784	115,921	119,933	161,414
Fixed Assets **	28,329	17,638	76,361	83,140
Reserves	15,000	0	25,000	25,000
Total Expenditures	\$ 241,236	\$ 245,322	\$ 332,114	\$ 395,820

* Includes Disability and Medicare

** Includes Equipment, and Capitalized Leases

The primary expenditure for LTB is salaries and benefits, which has decreased as a percentage of total expenditures by almost 12% in the past four years.

Boundaries

Past interest to consolidate or reorganize with neighboring EDH and ECF included discussions at the LTB Board of Directors level. According to the chief, LTB has held two formal discussions with ECF. Since 2006, LTB has discussed a merger with EDH, although neither district has undertaken a formal reorganization study. During these discussions 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. LTB has also been 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 three major service area holes within the district, and two additional groupings of parcels that are within the LTB sphere of influence but are also contiguous to ECF, DSP and EDH. 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 (LFFA), whose membership is fairly small and mostly consists of volunteers. The district holds periodic events for the public at its stations depending on the availability of volunteers. The LFFA, along with the Odd Fellows and Latrobe School Parent Teachers organization, held joint pancake breakfasts at the Odd Fellows hall monthly as a fundraiser. At least five community groups including zones of benefit boards, homeowners' associations, and road groups use the district's stations for meetings.

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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.

I. 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, three miles north of Emerald Bay between the Placer County line and DL Bliss State Park. Adjacent fire service providers include the North Tahoe Fire Protection District in Placer County and Lake Valley FPD to the south. The district covers about 14 square miles and includes 2,100 parcels, approximately 1,800 of which are improved.

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 trail head is just north of Station 61 and sees a high volume of hikers and recreational traffic, as does the Emerald Bay area. Highway 89 is the major access corridor and most developed areas are along the highway.

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. MEK 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 the USFS.

For wildland fires, the entire district is in a State Responsibility Area (SRA), where CAL FIRE has responsibility for fires. However, CAL FIRE has a "balance of efforts" agreement with the USFS for fire protection in the vicinity of the MEK. Unlike CAL FIRE, the USFS does not provide around the clock staffing and is not equipped to assist with calls that CAL FIRE or other fire agencies normally manage, such as interior structural fire protection, medical aid, hazardous materials incidents and rescues. Consequently, when the USFS staff is not available, MEK 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 parks – a function normally performed by CAL FIRE.

In the summer of 2008, CAL FIRE staged an engine on the south and north shores of Lake Tahoe, on a trial basis to meet one of the recommendations from the Emergency California/Nevada Tahoe Basin Fire Commission Report ("Blue Ribbon Commission"). While a great resource, both of these engines

were still 25 minutes out from the district.

Land Use and Population Forecasts

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 current full-time population of the district is approximately 1,200 people, based on census estimates, which swells to near 10,000 in the summer tourist season with use of close to 800 campsites inside and adjacent to the district. Growth in the Tahoe Basin is slow due to land use regulation by the Tahoe Regional Planning Agency (TRPA); an average of 20-30 permits are reviewed annually for remodeling projects and new homes.

Water Supply

The water supply source for fire suppression is approximately 180 fire hydrants provided by three small private-owned water companies and Tahoe City Public Utility District (TCPUD). 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 1,000 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. In many areas, the water companies cannot provide the required fire flows necessary to meet the state’s codes. The district has responded to potential water shortages by acquiring equipment to carry and/or pump more water from the lake or other sources, and by requiring homes to include auxiliary tanks and fire sprinkler systems. Lake Tahoe and the surrounding creeks also serve as water sources for the area.

ISO Rating

The district has an ISO rating of 5. MEK’s last ISO rating was completed in July 2004.

Infrastructure and Facilities

MEK currently operates two fire stations; the main station, Station 61 at 8041 Emerald Bay Road (Hwy 89) in Meeks Bay; and Station 62 at 7164 – 7th Avenue in Tahoma.

Agency facilities at Station 61 are available for use by others, including El Dorado County Sheriff’s Department, Fire Safe Council, CAL FIRE, State Parks staff and community groups. The Fire Auxiliary and Volunteer Firefighters Association also meet at the station.

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The 2010 FESS noted that MEK “needs to replace one of inadequate station” and that the district does not have the funds reserved or secured for this need. The FESS did not specify which of the two stations is inadequate, but LAFCO staff believes that the study most likely references Station 62, which, although it was built later than Station 61, Station 62 is less than 900 square feet in area.

MEK uses state facilities, including the fueling station at Sugar Pine Point State Park maintenance yard.

Equipment and Vehicles

MEK owns and operates two engines; one is a Type I with a capacity of 1,000 gallons and the capability to deliver 1,250 gallons per minute (GPM); the other is a Type I/III with a capacity of 750 gallons and the capability to deliver 1,250 GPM. Both of the engines are four-wheel drive and are capable of delivering foam.

The district also owns a two-wheel drive water tender/pumper with a capacity of 2,000 gallons that can deliver 1,250 GPM, this engine is also equipped with foam; one four-wheel drive rescue vehicle, a two-wheel drive brush engine (on loan from the USFS), a four-wheel drive command vehicle, two utility vehicles, two dump trucks, an air trailer, a track chipper, a wheeled chipper, a shred-vac, and an equipment trailer.

One of MEK’s major response apparatus is 20 years old. The 2010 FESS recommended the replacement of several of the apparatuses because they are over 10 years old.

Personnel and Staffing

MEK has a total of five full-time career firefighter employees and a full-time office manager/clerk of the board who, among other responsibilities, also assists with prevention work. The district employs two seasonal firefighters and two part-time firefighters with seven volunteer firefighters and four volunteer emergency support staff 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 in the summer, and one staffing nights during the off season. Often, during the peak summer season, three to four personnel are on duty during the days, including the chipping crew.

Since March 2005, the district maintains three shifts with one duty officer on at all times. The fourth firefighter works a flexible shift schedule rotating between the three shifts. Two firefighters are staffed during the May-November summer season. The district attempts to have two firefighters on duty during the days, with one on at night, for the remainder of the year. 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.

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In addition to other training, 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 paid firefighters have attended Fire Academy.

Administration, Management, and Operations

Board of Directors

The district has a five-member Board of Directors with staggered four-year terms of office. The board has committees for Planning, Personnel, Finance, Public Information, and Building. Meetings are held at Station 61 in a large upstairs meeting room; ADA accommodation is available by moving the meeting downstairs to the main station area. Parking is readily available at the station.

Regular board meetings are held on the fourth Wednesday of each month at 4:00 pm. The Board agenda is posted at three locations, both fire stations and at a dedicated fire bulletin board at the local community market. The agenda is also available via U.S. mail, e-mail or fax to citizens requesting it.

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.

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 \$120 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 has served as 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 compensation insurance through 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 auxiliary.

Records and archives are maintained at Station 61. The district has adopted a records retention policy. MEK has agreements with El Dorado County for financial services, as well as contracts and cooperative sharing agreements

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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. The district uses both the County Treasury and Bank of America for depositing its funds. Funds are also invested in LAIF. The county auditor provides accounting, banking, payroll, and treasury services at no direct charge to the district, but the auditor does recover a 1% property tax administrative fee from all agencies.

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 board has set aside reserves in a number of accounts to cover personnel liabilities, workers’ compensation liabilities, capital asset replacements/repairs, and rate/salary stabilization. In essence, a “rainy day” fund has been set aside so that the district can continue to serve the public during lean financial times.

Administration—Operations

Call and 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.

Emergency calls not requiring the sheriff’s office are routed to Placer County Dispatch (PCSO) located in Tahoe City. MEK pays about \$33 per call for this service.

The following call data was collected from MEK itself. These data are the calls generated within the district and do not necessarily include all of the calls that the district responded to with its own resources. Please refer to the City of South Lake Tahoe section for a description of the categories.

Table 26: Meeks Bay Fire Protection District Call Log

Incident Type	2003	2004	2005	2006	2007	2008	2009	2010
Structure Fire	6	9	13	16	6	8	5	7
Non-Structure Fire	7	5	5	12	17	5	7	2
Vehicle Fire	1	1	2	1	1	1	0	0
Vehicle Accident	14	19	17	18	10	16	8	12
Medical Aid	109	104	81	95	112	121	108	99
HazMat	8	6	4	11	13	13	2	11
Good Intent/False Alarm	16	6	17	41	50	45	34	33
Other	27	21	20	6	6	3	4	0

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Total Calls	188	171	159	200	215	212	168	164
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Maintenance and Equipment

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 ten-year capital equipment plan. All volunteers and employees have turnouts, but the district does not have SCBAs for every individual. Vehicle maintenance is performed in-house and by a mechanic in the south shore area who is skilled and available for vehicle maintenance. Lake Valley Fire also has a mechanic on its staff that can assist Meeks Bay. Major work is sent 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.

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.

Revenues

Table 27: Meeks Bay Fire Protection District Funding and Budget – Revenues

Revenues	2004-2005 Actual	2005-2006 Actual	2006-2007 Actual	2007-2008 Actual
Fund Balance	\$ 495,258	\$ 573,115	\$ 605,889	\$ 770,630
Taxes	710,018	783,915	817,961	826,503
Property Taxes	428,219	499,919	534,827	545,338
Direct Assessments	275,817	278,024	277,280	275,417
SHPTR*	5,982	5,972	5,854	5,748
Penalties/Cost Delinquent Taxes	2,261	1,778	2,021	1,149
Interest	17,364	47,287	70,015	64,129
Intergovernmental – State	13,599	8,732	44,553	15,543
Intergovernmental – Federal	21,511	125,091	18,677	97,212
Intergovernmental – Other	223,631	228,351	274,241	422,271
Development Impact Fees	11,000	18,250	7,750	9,000
Charges for Services	9,527	11,792	8,891	12,962
Miscellaneous Revenue	170,790	29,850	7,304	9,342
Sale of Fixed Assets	7,400	1,400	600	0
Total Revenues	\$ 1,682,369	\$ 1,829,581	\$ 1,858,006	\$ 2,228,751

* State Homeowners Property Tax Relief

Total assessed value within the district was \$730,469,880 in FY 2008-2009. Landowners in the district pay an \$85 parcel fee, a \$45 per parcel special tax and a new \$195 benefit assessment (approved in 2009). The district has cost

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recovery charges for plan checking, developer fees, fireworks, repeat false alarms, search and rescue and meeting room use. There is a charge for emergency medical aid to those who are not residents nor landowners. The fee schedule lists the charge for EMS response for driving under the influence calls, or DUIs, as “actual cost plus 15%.” Charges are collected via direct billings.

MEK has development impact fees of \$500 for residential units. These fees were last updated in 1996. District staff indicated it will start working on updating these fees. The potential loss of Aid to Fire funding will mean the loss of seasonal firefighters.

Grants

Recent grants received by MEK include \$395,000 in a Fuels Management Grant from Southern Nevada Public Land Management Act for a large fuel break in the Rubicon area, along with funding for the chipping program and a part-time defensible space inspector; \$79,000 from El Dorado County Air Quality Management District to fund a new dump truck for the chipping program; \$50,000 from a Proposition 40 Grant for the “shred-vac” pine needle program and project coordinator; \$20,000 from FEMA Assistance for Firefighters Grant to supply two mobile data terminals for the first-out engine and command vehicle; and \$7,000 from El Dorado County Fire Safe Council to provide additional funding toward a defensible space inspector for the district. MEK has such a successful track record with its grant applications that the chief has assisted other El Dorado County fire agencies in their grant applications by providing advice and models for grant applications.

Expenditures

Table 28: Meeks Bay Fire Protection District Funding and Budget – Expenditures

Expenditures	2004-2005 Actual	2005-2006 Actual	2006-2007 Actual	2007-2008 Actual
Salaries and Benefits	\$ 725,708	\$ 725,266	\$ 823,310	\$ 901,850
Salaries/Wages	484,281	498,287	559,046	619,880
Retirement and Other Benefits *	112,498	113,049	123,284	140,390
Health Benefits	78,984	86,063	86,771	90,860
Workers’ Comp Insurance	49,946	27,867	54,209	50,719
Services and Supplies	137,573	190,100	151,145	200,780
Long Term Debt	29,710	16,072	16,072	16,072
Fixed Assets **	176,263	92,089	56,846	119,131
Reserves	40,000	40,000	40,000	40,000
Total Expenditures	\$ 1,109,254	\$ 1,063,527	\$ 1,087,374	\$ 1,227,834

* Includes State Disability, Medicare, Unemployment, Long Term Disability and Deferred Comp

** Includes Buildings and Improvements and Equipment

The primary expenditure for MEK is salaries and benefits, which increased by approximately \$176,000 from FY 2004-2005 to FY 2007-2008, due in part to

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additional services provided as described above. This represents an increase in percentage of total expenditures of approximately 8%.

Boundaries

MEK has a long-standing mismatch between its boundary and its first response area, which 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 months, 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. Following its request to amend its sphere of influence in 2006 to include the USFS Emerald Bay tracts, the district has applied to LAFCO to annex the area. LAFCO is set to hear the matter in February 2011.

Community Outreach and Involvement

The district has a very active community outreach and involvement program. They attend and participate in numerous homeowner association meetings, Fire Safe Council meetings, the annual Christmas gala, etc. Additionally, the district sends out two newsletters per year and distributes reams of free printed materials via one-on-one meetings with homeowners, the annual pancake breakfast and other events. Staff also teaches community CPR classes, works with local Boy Scout troops, interacts with the county transportation and sheriff's departments, and invites the area schools to send classes of "future firefighters" to the station for tours.

Finally, the district participates in numerous basin-wide and state-wide organizations in an effort to promote the public safety mission.

J. Mosquito Fire Protection District

Background

The Mosquito Fire Protection District (MQT) was formed on January 1, 1978, and serves a relatively isolated, rural mountainous area with little road access, and steep terrain. 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.

The Mosquito Fire Protection District 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 USFS borders the district to the north and east. Outdoor recreational uses are common in and adjacent to the district.

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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; this road is considered mostly to be an emergency evacuation route.

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.

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.

Land Use and Population Forecasts

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.

The district serves a population of 1,600, according to census and voter registration information. The Auditor-Controller's Office and the Chamber of Commerce estimate continued growth in the district of at least 8% per year. The district is currently 58% built out and has averaged 12 new homes per year over the past ten years.

Water Supply

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. MQT maintains the district's 31 fire hydrants. Water tenders supply water for fire suppression to areas without fire hydrants, which includes most of the western portion of MQT. The district has many ponds, including eight large ponds; six of which are used for fire suppression. 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.

ISO Rating

The district has an ISO rating of 5 in areas within 1,000 feet of a hydrant and 8B in areas further from a hydrant. MQT's last ISO rating was completed in July 2004.

Infrastructure and Facilities

MQT owns and operates one fire station, Station 75 at 8801 Rock Creek Road. Station 75 is equipped with five bays capable of housing five pieces of equipment, a training room, reception area, and administrative office. A resident firefighter lives on the second floor of the station. The 2010 FESS found that that this station is in good condition and does not need to be replaced. Given Station 75's location and the size of the district, an additional station is not warranted.

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

MQT owns and operates three engines; one Type I and two Type III. Each have an onboard water capacity of 500 to 750 gallons and the capability to deliver 1,000 gallons per minute (GPM). All of the engines are four-wheel drive and all three are capable of delivering foam.

The district also owns four utility vehicles (command, two duty and utility) and two water tenders with capacities of 2,000 to 3,300 gallons that can deliver 250 to 500 GPM. In accordance with the district's Development Improvement Plan, MQT purchased a new 3,000 gallon water tender in 2007.

NFPA recommends that second line equipment should not be more than 20 years old; two of the district's water tenders and one engine are more than 20 years old. A second engine is over 17 years old.

Personnel and Staffing

The district staff is largely made up of volunteers. MQT is staffed by three paid personnel and 22-25 volunteers. Paid personnel include the fire chief and fire

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fighter/mechanic, which are fulltime positions, and part-time district secretary. The MQT chief is also a certified state fire marshal and EMT instructor. The volunteers include firefighters, engineers and captains.

The chief sets staffing standards and minimum staffing levels for the district, while the budget determines overall staffing levels. 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. A volunteer captain is on-call during the non-duty hours of paid staff. The district's long-term staffing goal is to have one or two paid staff covering daytime hours seven days per week.

MQT sponsors training for firefighters and district personnel teach basic firefighting and EMT classes. Classes are offered through the State Fire Marshal, local colleges, and other fire protection districts. 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.

Administration, Management, and Operations

The five-member MQT Board of Directors is elected at large to four-year staggered terms. 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, Rock Creek Café 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, although the district provides adequate parking and handicapped access for meetings.

Board members do not receive compensation or benefits besides VFIS liability insurance. Brown Act and FPFC 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.

Administration—General

District records and archives are housed at Station 75 which has office hours from 8:00 am to 5:00 pm. The district does not have a website, but its e-mail address is bdavis@mfpd.us.

FASIS 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

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informal arrangement, but collects the 1% property tax administration fee. Routine financial reports to the Board of Directors are presented monthly. 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, and the district has use of credit cards.

Administration—Operations

Call and Response Data

The district uses CFIRS call logs to determine the number of responses each year, response times, and location of incidents. 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.

The following call data was collected from CAL FIRE’s Camino Dispatch Center. These data are the calls generated within the district and do not necessarily include all of the calls that the district responded to with its own resources. As indicated earlier, the 2006 data is irretrievable. Please refer to the City of South Lake Tahoe section for a description of the categories.

Table 29: Mosquito Fire Protection District Call Log

Incident Type	2003	2004	2005	2006	2007	2008	2009	2010
Structure Fire	2	0	1		2	3	3	2
Non-Structure Fire	4	10	9		7	9	5	4
Vehicle Fire	0	1	2		3	0	0	0
Vehicle Accident	5	5	9		8	8	7	7
Medical Aid	27	44	35		45	57	45	64
HazMat	0	1	2		1	6	8	2
Good Intent/False Alarm	13	7	5		18	13	14	17
Other	51	56	35		7	5	19	13
Total Calls	102	124	98	0	91	101	101	109

Maintenance and Equipment

The chief sets standards and makes recommendations for the type and amount of necessary equipment. NFPA standards and guidelines are observed to the maximum extent possible within the limits of the district’s budget. OSHA sets PPE standards. The district supplies protective and safety equipment required by district policy and mandated safety laws.

The chief uses CHP guidelines to set vehicle maintenance standards with the approval of the Board of Directors. The fire fighter/mechanic performs general

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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.

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.

Revenues

Table 30: Mosquito Fire Protection District Funding and Budget – Revenues

Revenues	2004-2005 Actual	2005-2006 Actual	2006-2007 Actual	2007-2008 Actual
Fund Balance	\$ 60,926	\$ 55,762	\$ 92,847	\$ 55,751
Taxes	250,416	274,284	299,804	319,088
Property Taxes	91,037	105,953	121,128	133,780
Direct Assessments	158,113	167,071	177,356	183,848
SHPTR*	1,266	1,260	1,320	1,406
Penalties/Cost Delinquent Taxes	2,306	2,082	2,017	1,156
Interest	1,424	2,661	4,117	1,898
Intergovernmental – Other	22,359	24,566	28,746	35,047
Development Impact Fees	0	104,431	0	96,423
Miscellaneous Revenue	8,354	5,030	25,606	45,355
Total Revenues	\$ 345,785	\$ 468,817	\$ 453,137	\$ 554,664

* State Homeowners Property Tax Relief

Total assessed value within the district was \$140,434,111 in FY 2008-2009.

Landowners in the district paid a benefit assessment of \$192 per parcel in FY 2007-2008, generating approximately \$184,000, or 33% of district revenue. When approved by the voters in 2001, the assessment was scheduled to increase \$12 per year for five years; the assessment reached full term in FY 2007-2008 at \$204.

MQT has development impact fees of \$0.79 per square foot for residential and commercial units. These fees are annually updated and were last updated by Board of Supervisors in 2008. 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.

At its highest amount, Aid to Fire funds constituted almost 10% of MQT's operating budget. Replacing these funds will have an impact in the district's plans to replace outdated equipment and facilities.

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Grants

A USFS grant was applied for 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.

Expenditures

Table 31: Mosquito Fire Protection District Funding and Budget – Expenditures

Expenditures	2004-2005 Actual	2005-2006 Actual	2006-2007 Actual	2007-2008 Actual
Salaries and Benefits	\$ 165,729	\$ 177,164	\$ 193,815	\$ 222,177
Salaries/Wages	109,800	\$ 117,383	134,658	157,931
Retirement and Other Benefits *	19,577	21,782	21,833	22,406
Health Benefits	16,934	17,171	18,552	24,549
Workers' Comp Insurance	19,419	20,828	18,772	17,292
Services and Supplies	117,876	60,804	89,038	114,613
Other Charges	435	0	0	0
Fixed Assets **	24,985	129,942	79,836	160,533
Reserves	19,003	28,813	34,697	23,883
Total Expenditures	\$ 328,029	\$ 396,722	\$ 397,386	\$ 521,206

* Includes Disability, Medicare and Unemployment
** Includes Buildings and Improvements and Equipment

The primary expenditure for MQT is salaries and benefits, which increased by approximately \$56,500 from FY 2004-2005 to FY 2007-2008; however, the overall percentage of total expenditures has decreased by almost 8%.

Boundaries

Several public meetings have been held between MQT and the Garden Valley and Georgetown FPDs over the last 15 to 25 years to discuss possible reorganization or consolidation. No changes in organization resulted from these discussions. Based on documents from the early 1990s, the rationale given for not pursuing a consolidated Divide district was that Georgetown and Garden Valley FPDs' fee structures were incompatible with MQT's structures because parcel fees and service levels are different. Funds also did not seem to be available to improve existing services. A second rationale was that 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. Further analysis will be provided in the MSR determinations section.

MQT also provides service to some structures in USFS lands, such as the Rock Creek Off-Road Vehicle Park, north of the district. 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 Association, a non-profit 501(c)3 organization. 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 an annual picnic, two fundraiser dinners, an Easter-egg hunt, Halloween party, and Christmas dinner.

K. 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. The district is located in the south central portion of El Dorado County and includes the communities of Grizzly Flat, Somerset, Outingdale, Fair Play, 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.

Land Use and Population Forecasts

The district's boundary encompasses approximately 296 square miles or 189,000 acres, including approximately 96,920 acres that are within the Eldorado National Forest. Major natural features include the three forks of the Cosumnes River, Mt. Aukum, and 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. The majority of private land use is agricultural, of which 3,000 acres are under Williamson Act contracts. The remaining private land includes residential parcels, commercial parcels, and undeveloped land. The district also contains at least 30 wineries, 4 schools and 2 churches.

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 Fair Play.

Water Supply

The water supply sources for fire suppression hydrants include Grizzly Flats Community Services District (GFCSD) in Grizzly Flat, the El Dorado Irrigation District (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.

ISO Rating

PIO has an ISO rating of 5 in areas within 1,000 feet of a hydrant and 9 in areas further from a hydrant. The district's last ISO rating was completed in December 2003.

Infrastructure and Facilities

PIO currently operates six fire stations: Station 31 in Willows (7960 Grizzly Flat Road, Somerset); Station 32 in Sandridge (4770 Sandridge Road, Somerset); Station 34 in Mt. Aukum (2400 Omo Ranch Road, Mt. Aukum); Station 35 in Grizzly Flats (4837 Sciaroni Road, Grizzly Flats); Station 37 in Omo Ranch (6021 Omo Ranch Road, Omo Ranch); and Station 38 at Three Forks (7061 Mt. Aukum Road, Somerset). The 2010 FESS did not see a need to replace any of these stations.

Station 38 is PIO's main district station and is staffed and equipped year-round. Station 31 is staffed and equipped 24/7 when personnel are available. All other stations, with the exception of Station 37, are equipped but rely on volunteer staffing.

For several years, PIO's Capital Improvement Plan (CIP) sought to build a new Station 35 to replace the existing station at Grizzly Flat. In the past four years, however, the focus shifted from replacing the station to its expansion so that it can accommodate the district's changing needs. According to Chief Gill, the call volume in the Grizzly Flat area does not justify building and staffing the station full-time. Consequently, in 2006-07, the existing Station 35 was upgraded with a new roof and repairs were made to the siding utilizing the district's general funds. In addition, the district is looking to finance an expansion of the apparatus bay and the living quarters so that volunteers can be housed there in emergencies or from time to time. While prior efforts in entering into a joint venture with the U.S. Forest Service for the expansion were not fruitful, PIO is still interested in entering into such an agreement in the near future.

Station 38 and Station 35 are used by the PVFA, homeowners' associations, community services districts, road associations, 4-H, County Sheriff, California Department of Fish and Game, and other groups. PIO does not charge any fees to these user groups.

Equipment and Vehicles

PIO owns and operates three engines. One engine is a Type II/III with a capacity of 500 gallons; one is a Type I with a capacity of 600 gallons and the capability to deliver 1,250 gallons per minute (GPM); and the other is a Type I/II with a capacity of 500 gallons and the capability to deliver 1,250 GPM. The district also owns two utility vehicles, two Type-IV Quick Attack Units a command vehicle and one 3,000 gallon water tender..

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PIO has a five-year lease purchase agreement for the new Engine 38, which was funded entirely 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 a minimum of two personnel per primary engine. Engine 38 is always staffed; however, if staffing is sufficient, Engine 238 is also staffed full-time.

NFPA recommends that second line equipment should not be more than 20 years old; at least one engine is over 20 years old. The CIP and the 2010 FESS note that it would 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 currently has four paid company officers/emergency medical technicians. One is assigned to each of the three shifts so that they can serve as the district's duty officers and designated senior fire officer (SFO) unless relieved by a chief officer. 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.

Full-time personnel positions receive limited benefits and the agency does have a bargaining unit, IAFF Local-4586. PIO funds a resident volunteer program and pays a nominal reimbursement fee of \$75 per shift, including 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.

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.

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

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district wide and serve four-year staggered terms. District staff reports that about half of the elections are contested and controversial. 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. Public attendance can range from 3 to 60 people depending on the meeting topics. 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.

In November 2010, PIO Board of Directors settled a lawsuit brought by Chief Bob Gill. In the suit, the chief alleged a breach of contract when the board refused to honor the terms of his employment contract giving him a retirement plan with CalPERS. The terms of the settlement include a five year, \$16,500 annual contribution to the chief's "457 plan" retirement account, a contract extension and the payment of the chief's legal fees. In return, the chief drops all related legal claims against the district and releases the district from liability for its past actions.

A formal harassment grievance complaint has also been filed against one of the PIO's directors alleging that inappropriate comments were made by the director to a female firefighter. Since the complaint was also filed with the Grand Jury, it is very likely the 2010-2011 Grand Jury will be investigating the allegations. A second PIO employee has filed a separate complaint with the PIO board against the same director.

Administration—General

PIO Headquarters are located at Station 38. Office hours are posted as Monday through Friday from 8:00 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 maintains a website at www.pioneerfire.org.

Worker's compensation insurance for staff and volunteers is provided by FASIS, administered by FDAC. 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.

In 2007, PIO adopted a mission statement:

Pioneer Fire Protection District strives to provide cost effective, professional, quality emergency response for the protection of life, property and the environment within the district. We will accomplish this by delivering exceptional service and compassionate solutions as a

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cohesive team with dedication, vigilance and pride.

PIO's Standard Operating Guideline Manual is continually undergoing revision and its last revision was in October 2008. The Manual contains general policies as well as policies for personnel, operations, and development. All documents are available on PIO's website.

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 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 were developed by the chief and his administrative officer and were adopted by the Board of Directors in June 2007

Administration—Operations

Call and Response Data

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. Calls are tracked through two systems: the Fire House software and the CAL FIRE Emergency Command Center in Camino. 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. District wide call logs are periodically published in the "Three Forks Times."

The following call data was collected from CAL FIRE's Camino Dispatch Center. These data are the calls generated within the district and do not necessarily include all of the calls that the district responded to with its own resources. As indicated earlier, the 2006 data is irretrievable. Please refer to the City of South Lake Tahoe section for a description of the categories.

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Table 32: Pioneer Fire Protection District Call Log

Incident Type	2003	2004	2005	2006	2007	2008	2009	2010
Structure Fire	9	9	16		10	10	10	4
Non-Structure Fire	38	40	35		33	21	26	9
Vehicle Fire	10	6	5		5	5	2	6
Vehicle Accident	48	52	54		52	52	39	40
Medical Aid	258	213	243		244	246	294	310
HazMat	8	13	17		7	16	11	14
Good Intent/False Alarm	35	67	41		69	59	51	64
Other	150	137	48		16	63	60	60
Total Calls	556	537	459	0	436	472	493	507

PIO meets the 14-45 minute response time standard for Rural Centers and Rural Regions as set in the County General Plan.

Maintenance and Equipment

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.

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.

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Revenues

Table 33: Pioneer Fire Protection District Funding and Budget – Revenues

Revenues	2004-2005 Actual	2005-2006 Actual	2006-2007 Actual	2007-2008 Actual
Fund Balance	\$ 179,460	\$ 355,311	\$ 169,315	\$ 116,665
Taxes	461,397	533,004	591,013	626,677
Property Taxes	455,103	526,770	584,667	620,195
SHPTR*	6,294	6,234	6,346	6,482
Penalties/Cost Delinquent Taxes	219	231	417	520
Interest	7,186	12,185	8,349	7,973
Intergovernmental – Other	199,140	215,918	243,695	279,047
Development Impact Fees	150,000	0	238,961	41,540
Miscellaneous Revenue	78,189	22,695	30,516	58,896
Total Revenues	\$1,075,592	\$1,139,345	\$1,282,265	\$1,131,318

* State Homeowners Property Tax Relief

Total assessed value within the district was \$735,617,680 in FY 2008-2009.

As noted in the Services and Programs section, Pioneer FPD offers various services to the community. Of the ones listed, however, PIO charges only for the following services:

- Plan Checks and Plan Reviews
- Services provided to out of district residents
- Any assistance for helicopter landings and takeoffs
- HazMat Response services
- Fire investigations
- Any services provided due to emergencies created by drunk drivers

PIO has development impact fees of \$0. 86 per square foot for residential and commercial units. The fees have remained the same since 2007. Capital expenditures through 2007-2008 were fully funded by Development Impact Fees or reserves, including setting aside funds to upgrade Station 35 in Grizzly Flat, minor upgrades to other stations and new fire apparatus.

PIO also receives revenue from the JPA for medical-related services and training, allocated for medical equipment, supplies, training and certification. It will also ask the JPA to help defer the cost of an ALS engine since PIO contends that the deployment of its paramedic engine assists the JPA with its response times. On the other hand, the potential loss of Aid to Fire funding will impact the agency tremendously in that those monies constituted almost 30% of the operating budget. This means PIO will have to cut back on daily staffing and on maintenance and upkeep of equipment.

There are no direct or special assessments levied on landowners in the

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district. In November PIO residents will consider approving a special tax of \$85 levied on all improved parcels. In addition, in order to alleviate its cash crunch, PIO asked, and received, “Dry Period Funding” from the County of El Dorado. This is a funding strategy a district may pursue to have immediate access to property tax revenues that the County will be collecting later in the year. The County Supervisors approved a resolution in June 2011 that loans “available funds of up to 85 percent of the Pioneer Fire Protection District’s expected property tax revenue for the fiscal year ending June 30, 2012.” Typically, districts have sufficient cash on hand to cover expenses between the times of property tax collection that occur on April and November. Dry period funding involves the County loaning funds to PIO between the property tax collection months, with the County reimbursing itself when it collects PIO’s property tax revenues.

Expenditures

Table 34: Pioneer Fire Protection District Funding and Budget – Expenditures

Expenditures	2004-2005 Actual	2005-2006 Actual	2006-2007 Actual	2007-2008 Actual
Salaries and Benefits	\$ 29,867	\$ 397,125	\$ 595,263	\$ 718,334
Salaries/Wages	18,783	357,043	513,356	581,989
Retirement and Other Benefits *	1,737	28,718	40,893	46,216
Health Benefits	0	1,970	5,587	22,039
Workers’ Comp Insurance	9,346	9,394	35,428	68,090
Services and Supplies	697,514	308,445	336,278	246,237
Fixed Assets **	170,211	71,219	242,504	59,953
Reserves	0	192,940	0	0
Total Expenditures	\$ 897,591	\$ 969,730	\$ 1,174,045	\$ 1,024,523

* Includes Disability, Medicare and Unemployment
** Includes Buildings and Improvements and Equipment

For the past two fiscal years, the primary expenditure for PIO is salaries and benefits, which increased by approximately \$668,500 from FY 2004-2005 to FY 2007-2008. This represents an increase in percentage of total expenditures of approximately 67%. This is because of PIO’s transition from an all-volunteer Fire Department to a volunteer/salaried firefighter organization. The district now employs an administrative assistant, an office clerk and eight firefighters (including the chief). The chief, however, has indicated he has voluntarily taken a 25% cut in pay.

Grants

PIO has applied for numerous grants either in-house or through CAL FIRE. A grant from the Department of Homeland Security is pending for assistance to firefighters. Several grants were approved or received within the last two years. The district received a grant from CAL FIRE 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.

Boundaries

There are several holes 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.

L. Rescue Fire Protection District

Background

The Rescue Fire Protection District (RES) was formed in December 1974 by LAFCO Resolution #74-26. Rescue serves the rural community of Rescue, including the areas of Kanaka Valley, Gold Hill, Luneman, Jergens, Arrowbee and Starbuck Road. RES serves approximately 2,300 homes and other structures.

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.

Terrain in the district is generally characterized by rolling hills; however, the district also includes major geographic features and terrain including 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. 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 CAL FIRE maps.

Land Use and Population Forecasts

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 a commercial firewood business and a commercial storage facility. The Sogno winery hosts special events, such as weddings, dinners and meetings and is open to the public for wine tastings. Four schools are included in the district as well as many churches.

RES serves approximately 5,300 residents. It's highest growth area is the southwest portion of the district which adjoins the communities of El Dorado Hills and Cameron Park. In the 2004 Facilities Improvement Plan Report, RES noted a 6.5% growth rate, which was higher than El Dorado County as a whole. Presumably this growth rate is due to the district's proximity to El Dorado Hills and Cameron Park.

Water Supply

The El Dorado Irrigation District (EID) supplies water along the southeastern portion of the district. More than 200 fire hydrants are used and maintained by EID, in conjunction with RES. 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. In addition, RES maintains a water draft site at Winchester Drive and a second drafting location is on the South Fork of the American River; however, 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 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.

ISO Rating

RES has an ISO rating of 5 in areas within 1,000 feet of a hydrant and 8B in areas further from a hydrant, even though the district asserts that its “water shuttle” delivery system meets ISO standards. The district’s last ISO rating was completed in July 2004.

Infrastructure and Facilities

RES currently operates two fire stations; Station 83 at 5221 Deer Valley Road and Station 81 at 1771 Lotus Road. Station 83 is the district’s main station, with a significant expansion in 2009-2010, and Station 81 has been used as a search and rescue base of operations. The 2010 FESS indicated that neither of these two stations need to be replaced.

RES also owns the historical Rose Springs Literary Society Building, at 5221 Deer Valley Road. The 1896 building was donated to the district for a volunteer restoration effort that is currently underway. The Rose Springs Building is frequently and regularly used by community groups, and the United States Postal Service rents 900 square feet for its Rescue Post Office. Work by Rescue Firefighter’s Association (RVFA) to renovate the upstairs space will enhance and improve the availability of fire district space for the public.

The district has a long-term plan to construct a new fire station in the west end of the district in the Silver Springs area to serve expected growth. A cost estimate for the future Station 82 is \$2,500,000 and construction is dependent on development in the area. RES owns two vacant, unimproved parcels (2.3 and 1 acres) on Green Valley Road near the intersection with Deer Valley Road West.

Equipment and Vehicles

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RES owns and operates two Type-I engines and two Type-III Engines. All engines are capable of delivering Class-A foam and are “crossed staffed” with either ALS or BLS personnel. The district also owns two utility vehicles, a command vehicle, squad vehicle and one 17-year old water tender with capacity of 3,200 gallons that can deliver 1,250 GPM.

With the adoption of an “apparatus replacement” plan, the district has two engines less than two five old and only one of the district’s major response apparatus is at least 20 years old. The latter engine is scheduled to be replaced in the next two years.

Personnel and Staffing

Rescue FPD is staffed by one chief, nine paid staff, twenty-one volunteers and interns, and one part-time administrative assistant. A minimum of two firefighters are scheduled on duty at all times in addition to the fire chief. All non-management paid employees may be members of the RVFA affiliated with the IAFF; volunteers and intern employees may not be members of the bargaining group. Staffing levels are set by the Board of Directors and the budget.

Membership in the California State Firefighters Association is provided to all members. A 1% longevity bonus is added for every five years of service, up to 5%. All staff meet the minimum training requirements set by OSHA, DSHA and the NFPA. All personnel are trained to at least an EMT level. 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 RES 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 November 2009. Ad Hoc committees include budget, personnel, JPA , and Building and Grounds. The district also receives a report on LAFCO under “Committee Reports” on each agenda. Board meetings are held at Station 83 near Deer Valley and Green Valley Roads on the second Wednesday each month at 6:30 pm. Notice of Board meetings in 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.

Board members do not receive stipends, benefits, or expense reimbursement. Training is offered to Board members, such as attending LAFCO-sponsored training sessions, Fire Districts Association of California, and the League of

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Women Voters training on the Brown Act and Fair Political Practices Commission requirements. Mr. William Wright provides legal services as needed.

Administration—General

Office hours are 8:00 am to 5:00 pm Monday through Friday at Station 83 and the district maintains a web site at www.rescuefiredepartment.org. 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. 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, to make health insurance disbursements and approve "reoccurring" warrants to ensure timely payments.

Administration—Operations

Call and Response Data

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.

The following call data was collected from CAL FIRE's Camino Dispatch Center. These data are the calls generated within the district and do not necessarily include all of the calls that the district responded to with its own resources. As indicated earlier, the 2006 data is irretrievable. Please refer to the City of South Lake Tahoe section for a description of the categories.

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Table 35: Rescue Fire Protection District Call Log

Incident Type	2003	2004	2005	2006	2007	2008	2009	2010
Structure Fire	3	7	9		12	9	11	6
Non-Structure Fire	10	14	31		24	22	14	12
Vehicle Fire	2	4	1		5	4	3	0
Vehicle Accident	53	45	64		57	46	35	39
Medical Aid	185	202	219		183	213	259	187
HazMat	8	9	5		5	13	11	1
Good Intent/False Alarm	47	52	30		57	49	72	67
Other	86	68	53		9	10	12	2
Total Calls	394	401	412	0	352	366	417	314

Maintenance and Equipment

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.

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.

Revenues

Table 36: Rescue Fire Protection District Funding and Budget – Revenues

Revenues	2004-2005 Actual	2005-2006 Actual	2006-2007 Actual	2007-2008 Actual
Fund Balance	\$ 213,014	\$ 185,740	\$ 430,345	\$ 636,423
Taxes	938,538	1,022,065	1,145,623	1,204,121
Property Taxes	625,450	712,126	833,753	876,113
Direct Assessments	130,818	129,531	129,298	131,286
Special Assessments	182,270	180,408	182,572	196,722
Penalties/Cost Delinquent Taxes	1,512	993	2,065	2,014
Interest and Rent	15,480	26,654	38,589	39,770
Intergovernmental – State	8,720	8,482	9,108	9,212
Intergovernmental – Federal	0	0	133,648	224,513
Intergovernmental – Other	167,767	189,256	226,201	202,351
Development Impact Fees	0	0	400,000	0
Charges for Services	3,960	30	45	15
Miscellaneous Revenue	29,898	30,735	84,326	104,304
Sale of Fixed Assets	0	0	1,890	2,152
Total Revenues	\$1,378,888	\$1,463,955	\$2,471,875	\$2,424,874

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Total assessed value within the district was \$856,753,545 in FY 2008-2009.

Special assessment fees of \$50 per parcel, which provide funding for engines, stations and personnel, amounted to approximately \$196,700 and direct assessments were approximately \$131,300; representing 13.5% of the district's budget in FY 2007-2008.

RES has a single development impact fee of \$1.01 per square foot for both residential and commercial units.

The potential loss of Aid to Fire funding means RES may be unable to continue funding an ALS engine company and terminate an apprentice firefighter program.

Grants

The Rescue Fire Protection District has received \$358,197 in grant funding since FY 2005-2006. This funding purchased safety equipment and rescue equipment. In FY 2008-2009 RES received an additional \$270,750 grant funding to purchase a Type-III Wildland Fire Engine.

Expenditures

Table 37: Rescue Fire Protection District Funding and Budget – Expenditures

Expenditures	2004-2005 Actual	2005-2006 Actual	2006-2007 Actual	2007-2008 Actual
Salaries and Benefits	\$ 793,055	\$ 1,004,145	\$ 1,128,811	\$ 1,255,002
Salaries/Wages	490,784	551,967	687,678	767,183
Retirement and Other Benefits *	165,026	215,050	263,672	275,735
Health Benefits	88,282	100,223	117,814	144,670
Workers' Comp Insurance	48,964	79,958	59,647	67,413
Services and Supplies	124,876	130,681	120,037	157,875
Fixed Assets **	62,918	35,852	557,891	335,719
Reserves	19,987	0	40,000	8,878
Total Expenditures	\$ 1,000,895	\$ 1,170,678	\$ 1,846,738	\$1,757,474

* Includes Disability and Medicare

** Includes Buildings and Improvements, and Equipment

The primary expenditure for RES is salaries and benefits, which have increased by almost \$462,000 from FY 2004-2005 to FY 2007-2008. However, the overall percentage of total expenditures has decreased by almost 8%.

Boundaries

The district is generally bounded by El Dorado County Fire Protection District on the northwest, north, northeast and southeast, by Cameron Park CSD to the south, El Dorado Hills County Water District to the west and by Diamond Springs-El Dorado FPD to the east. A significant area to the west of Rescue FPD separates it from El Dorado Hills County Water District and has been historically designated as Rescue's sphere of influence.

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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.

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.

Community Outreach and Involvement

The RVFA is closely associated with the district and provides scheduled annual community activities to support and enhance the efforts of the district. The RVFA annual activities include "Hot August Night" car show, pumpkin sales and pancake breakfast.

M. County Service Areas 3 & 7

Background

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 found that population growth and development in unincorporated areas "result in new and increased demands for public facilities and services that promote the public peace, health, safety, and general welfare" and that "[t]he residents and property owners in unincorporated areas should have reasonable methods available so that they can finance and provide these needed public facilities and services."

So CSAs are mechanisms for a county to provide services 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. CSA Law indicates that the Board of Supervisors has the authority to perform the services and functions of a CSA.

Some specialized statutes define a CSA as a special district. For example, Revenue & Taxation Code §2215 says that for the purpose of distribution of

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the special district augmentation fund, a special district is defined to include a CSA. CSAs are defined in Cortese-Knox-Hertzberg (Government Code §56036) as a “district” or “special district,” but CSA Law specifically states that a CSA should not be considered an “independent special district” (Government Code §25210.7). Consequently, CSAs are considered dependent special districts under State Law; meaning they function as a special district but do not have an independently elected board of directors.

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 areas 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 2). CSA 3 is also empowered to provide drainage and erosion control and snow removal services.

Historically, the County Board of Supervisors 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 Supervisors. The change was motivated by the Supervisors’ understanding that all CSA power resides in the Board of Supervisors and the “existence” of a separate CSA board is a mere formality. Consequently, the County of El Dorado considers the CSAs administrative units of county government for the provision of governmental services within the unincorporated area. Because El Dorado County created its CSAs to be primarily as funding mechanisms available within a defined geographic area, the County asserts that references of CSAs being districts in State Law do not alter the fundamental fact that CSAs are parts of County government.

Land Use and Population Forecasts

County Service Area Number 3 covers the eastern portion of the County; bordering on the state of Nevada to the east, Lake Tahoe to the east and north and Alpine County to the south. CSA 7 covers all of the Western Slope. The growth projections for the two CSAs could not be more different. Development within CSA 3 is tightly regulated by the Tahoe Regional Planning Area and, based on TRPA estimates, has grown at approximately 0.04% per year for the past 10 years, from 31,514 to 32,793 persons. CSA 7 encompasses the largest concentration of El Dorado residents, including the City of Placerville and the communities of Diamond Springs, El Dorado Hills, Cameron Park and Shingle Springs. Rural communities such as Georgetown, Grizzly Flat, Mosquito and Rescue are also within CSA 7. Population estimates indicate that the area experienced growth at a rate of 3% annually during the last 10 years, with the population growing from 122,000 to 170,000 persons, most of them centered in the areas of El Dorado Hills and Cameron Park.

Services and Programs

The ambulance and emergency medical functions of CSAs 3 and 7 are administered through the County Public Health Department. It, in turn, has

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agreements for the operation and staffing of ambulances with two entities, the El Dorado County Emergency Services Authority for the Western Slope (West Slope JPA) and the California-Tahoe Emergency Services Operations Authority for the southern Tahoe Basin (CalTahoe) and northern Alpine County. The County only provides funding to the JPAs for personnel, equipment, operating expenses and administrative costs to administer the EMS program. Budget appropriations, in turn, are disbursed through CalTahoe/West Slope JPA to the fire districts that operate medic units and pay for and manage EMS employees.

The North Tahoe Fire Protection District in Placer County is contracted to provide ambulance services to the Meeks Bay area. This arrangement will not be reviewed in this study.

Infrastructure and Facilities and Personnel and Staffing

The West Slope JPA operates seven full-time ambulances and two part-time ambulances. The units are dispatched by the CAL FIRE Emergency Communications Center (ECC) at Camino. The JPA includes 10 member agencies, with the asterisks denoting “provider” agencies who staff and operate the ambulances. In return, these provider agencies receive funding for staff, supplies and equipment maintenance from the County:

- Cameron Park Community Service District*
- Diamond Springs/El Dorado Fire District*
- El Dorado County Fire District*
- El Dorado Hills Fire District*
- Garden Valley Fire District
- Georgetown Fire District*
- Latrobe Fire District
- Mosquito Fire District
- Pioneer Fire District
- Rescue Fire District

CalTahoe JPA operates three full-time ambulances and maintains two reserve ambulances that are dispatched by the City of South Lake Tahoe Police Department. As of July 1, 2006 the JPA includes two member agencies, both of which are “provider” agencies:

- City of South Lake Tahoe
- Lake Valley Fire Protection District

The provider agencies are responsible for hiring firefighter/paramedic personnel to staff and operate the medic units and provide ambulance service.

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Per the terms of the contracts with the West Slope JPA and CalTahoe, ambulances must be staffed by at least one EMT-1 and one EMT-paramedic. Full-time ambulances operate 24-hours a day, 7 days per week. The West Slope JPA also has part-time ambulances, which 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.

Administration, Management, and Operations

A flat sum is transferred to the provider agencies 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.

Per the terms of the contracts, for emergency ambulance responses, the County requires that both JPAs meet the following maximum response time(s):

Table 38: Emergency Services Contractual Maximum Response Times

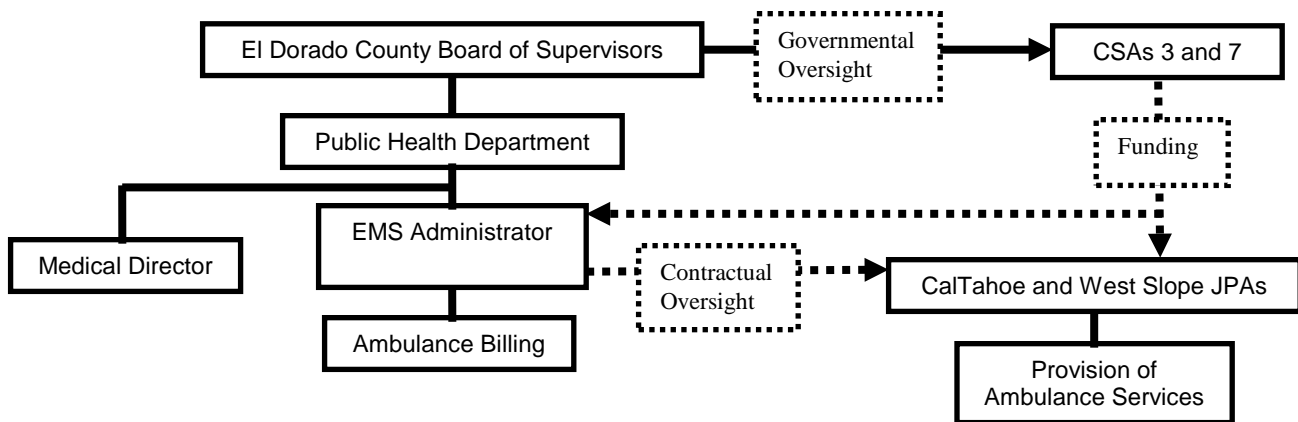
Area Response	Time Compliance		Percentage
	CalTahoe	West Slope JPA	
Urban	10 minutes	11 minutes	90%
Semi-Rural	20 minutes	16 minutes	90%
Rural	20 minutes	24 minutes	90%
Wilderness	As soon as possible	As soon as possible	N/A

The CalTahoe contract has per-minute penalties that it imposes for late responses. The West Slope JPA’s contract specifies that all ambulance responses are en route within one minute during the hours of 7 am to 10 pm and within two minutes during the hours of 10 pm to 7 am from the time of completion of the dispatched request for response, but does not contain any penalties.

Relationship Between the Board of Supervisors and the Board of Directors for CSAs 3 and 7

The Board of Supervisors (BOS) is the governing body of CSAs 3 and 7. Tax revenue and billing for ambulance services from CSAs 3 and 7 provide funds for the implementation of the JPA contracts. The BOS oversees the County’s Public Health Department and approves its budget. The Public Health Department manages the West Slope JPA’s and CalTahoe’s contracts 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 EMSA’s funding request from CSAs 3 and 7 into their respective CSA budget.

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Funding and Budget

The CalTahoe contract has a \$3.2 million operating budget for FY 2007-08. CalTahoe was originally awarded a five-year contract for 911 ambulance services effective September 1, 2001, and has received seven additional one-year contract extensions following satisfactory performance reviews by the EMS Agency from 2002 through 2010. The service is funded through County Service Area 3.

The West Slope JPA has a five-year contract with the County for ambulance services from July 2006 to June 2011, and has a \$9.1 million operating budget for FY 2007-08. Paramedic ambulances on El Dorado County's western slope responded to over 12,708 medical calls during 2007. The service is funded through County Service Area 7.

Revenues

Funding for emergency services come from three specific CSA funding sources: CSA Property Tax, Assessments (in the form of special taxes or benefit assessments) and Ambulance Billing revenue. It must be noted that CSA 3 is a multi-service entity; as such, not all revenues listed below are available to the CSA for ambulance services.

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Table 39: County Service Area 3 Funding and Budget – Revenues

Revenues	2004-2005 Actual	2005-2006 Actual	2006-2007 Actual	2007-08 Actual
Fund Balance	\$ 1,723,576	\$ 1,625,608	\$ 1,679,528	\$ 1,952,110
Taxes	1,441,149	1,503,284	831,384	1,558,407
Property Taxes	225,367	264,857	157,541	317,164
Direct Assessments	670,333	688,023	368,449	686,990
Special Assessments	545,449	550,404	305,394	554,253
Penalties/Cost Delinquent Taxes	7,005	8,525	2,677	7,267
Interest and Rent	37,967	91,339	51,116	105,593
Intergovernmental – State	3,838	3,792	1,899	3,804
Mental Health Services	0	0	551	0
Intergovernmental – Other	3,431	3,541	1,797	4,036
Interfund Revenue	76,318	75,018	528	59,609
Ambulance Services	1,158,087	1,212,969	593,173	1,539,227
Miscellaneous Revenue	149,099	1,195,524	1,356	33,698
Sale of Fixed Assets	0	917,000	0	0
Total Revenues	\$ 4,600,469	\$ 6,636,600	\$ 3,164,010	\$ 5,262,394

Table 40: County Service Area 7 Funding and Budget – Revenues

Revenues	2004-2005 Actual	2005-2006 Actual	2006-2007 Actual	2007-08 Actual
Fund Balance	\$ 4,011,501	\$ 2,390,621	\$ 2,292,102	\$ 4,589,889
Taxes	3,328,865	3,744,178	2,146,520	4,346,293
Property Taxes	1,881,564	2,249,473	1,342,402	2,795,048
Direct Assessments	1,447,301	1,494,705	804,118	1,551,245
Special Assessments	0	0	0	0
Penalties/Cost Delinquent Taxes	11,053	7,424	5,131	10,627
Interest and Rent	39,932	77,856	51,873	232,305
Intergovernmental – State	27,934	28,282	14,384	29,246
Mental Health Services	0	0	0	0
Intergovernmental – Other	332,338	700,883	0	0
Interfund Revenue	0	0	528	377
Ambulance Services	4,473,887	4,834,637	2,304,897	5,572,626
Miscellaneous Revenue	515	0	0	0
Sale of Fixed Assets	0	0	0	0
Total Revenues	\$ 12,226,076	\$ 11,783,880	\$ 6,815,435	\$ 14,781,364

CSA 3 has two assessments in place to fund ambulatory services. Direct assessments in CSA 3 (classified as “special taxes”) are assessed on the west shore of Lake Tahoe and range from \$25 to over \$300 per parcel. Only 1% of landowners have taxes under \$50 and 3% have taxes over \$100. The vast majority (96%) have a special tax of \$50. Special assessments (classified as “benefit assessments”) in CSA 3 are assessed on parcels on the south shore of Lake Tahoe and range from \$0.48 to over \$12,000 per parcel. The approximate breakdown of these assessments are: 68% of landowners have assessments under \$22; 30% are assessed between \$22 and \$25; 1% have

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assessments between \$25 and \$100 and less than 1% are assessed over \$100. Combined revenue from these two sources are approximately \$690,400 annually.

Direct assessments in CSA 7 (classified as “special taxes”) range from \$5 to over \$1,800 per parcel. The approximate breakdown of these assessments are: under \$25 for 15% of landowners; \$25 for 87% of landowners; between \$50-99 for 5% of landowners; and over \$100 for 1% of landowners.

It can be seen from the tables above that both CSAs experienced a significant drop in revenues in Fiscal Year 2006-07. As explained by Rich Todd, CSA Coordinator, and Chief Todd Cunningham, there were several factors that caused the books to record a drop in revenues. According to them, this drop was an accounting anomaly only, since neither JPA experienced a lapse in funding or a diminishment in service because of it. Instead, the drop appears to be a perfect storm of various independent aberrations:

- Both JPAs experienced a 4% reduction in call volume that fiscal year. However, neither JPA adjusted their expenditures or staffing accordingly.
- The Western Slope JPA transitioned its accounts receivables program to a private vendor. Included in this transition were “aged AR” accounts totaling \$4 million, including approximately \$90,000 in delinquent accounts. Because of this transition, there were delays in both the collection of revenues as well as the accounting and posting of these revenues by the County Public Health Department.
- A reduction in Medicare compensation became final in FY2006-07. The reduction was part of a Medicare reform contractual reduction that began in FY2004-05.

Expenditures

Table 41: County Service Area 3 Funding and Budget – Expenditures

Expenditures	2004-2005 Actual	2005-2006 Actual	2006-2007 Actual	2007-08 Actual
Salaries and Benefits	\$ 272,506	\$ 312,643	\$ 146,138	\$ 336,558
Salaries/Wages	176,592	194,076	94,889	231,416
Retirement and Other Benefits *	26,586	36,604	16,625	40,059
Health Benefits	63,071	73,386	31,648	63,470
Workers' Comp Insurance	6,257	8,578	2,979	1,611
Services and Supplies	41,077	44,483	14,673	46,987
Professional and Specialized Services	1,762,753	1,821,671	383,289	2,036,441
Fixed Assets **	0	2,094,260	0	40,675
Contingencies	0	0	0	0
Intrafund Transfers	819,094	725,489	141,427	735,217
Total Expenditures	\$ 2,895,430	\$ 4,998,545	\$ 685,527	\$ 3,195,878

* Includes Disability and Medicare

** Includes Buildings and Improvements, and Equipment

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Table 42: County Service Area 7 Funding and Budget – Expenditures

Expenditures	2004-2005 Actual	2005-2006 Actual	2006-2007 Actual	2007-08 Actual
Salaries and Benefits	\$ 304,200	\$ 322,962	\$ 60,629	\$ 71,145
Salaries/Wages	191,537	213,220	37,103	48,373
Retirement and Other Benefits *	26,852	34,903	6,763	9,371
Health Benefits	76,479	65,270	13,308	13,080
Workers' Comp Insurance	9,331	9,569	3,457	321
Services and Supplies	60,128	53,484	24,204	\$14,228
Professional and Specialized Services	8,672,047	8,688,097	2,737,184	9,557,826
Fixed Assets **	4,730	0	0	2,593
Contingencies	0	0	0	0
Intrafund Transfers	380,767	370,979	27,259	-39,328
Total Expenditures	\$ 9,421,872	\$ 9,435,522	\$ 2,849,276	\$ 9,606,464

* Includes Disability and Medicare

** Includes Buildings and Improvements, and Equipment

According to Rich Todd, CSAs 3 and 7 partially pay for County Public Health Department employees, their benefits and for overhead costs. In the case of CSA 3, which funds two additional services in addition to EMS, not all of the costs pay for the support of ambulance services. The costs associated with ambulatory services are covered in the “Professional and Specialized Services” line item. The budget process is as follows:

- Each JPA has its own Executive Director, who is an independent contractor in charge of implementing the provisions of the Master Contract between the County and the respective JPA. The Executive Director 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 provider agencies submit a list of CalTahoe/West Slope JPA funded employees to the JPA. 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 Board of Directors, the Executive Director submits budget requests to the County Board of Supervisors. Subsequent to BOS approval, the JPA Board of Directors approves adoption of the final yearly budget.
- As noted above, employee costs (salaries and benefits) associated with ambulatory services are borne by the respective JPA member agency and those personnel are not County employees.

IV SERVICE REVIEW ANALYSIS AND DETERMINATIONS

Fire and emergency services are directly provided by a diversity of local government agencies in El Dorado County including ten fire protection districts, a county water district, two community services districts, and a city. Other related emergency service agencies include two county service areas, the California Department of Forestry and the United States Forest Service; however, the latter two are not included as part of this MSR. El Dorado County provides other support services, such as emergency response and search and rescue.

Because of LAFCO's role in evaluating boundaries, services, and spheres of influence, the analysis and determinations for the six required factors will focus on the 11 service provider agencies for which LAFCO must establish a sphere of influence. These agencies include: Diamond Springs/El Dorado FPD, El Dorado County FPD, El Dorado Hills County Water District, Garden Valley FPD, Georgetown FPD, Lake Valley FPD, Latrobe FPD, Meeks Bay FPD, Mosquito FPD, Pioneer FPD, Rescue FPD. LAFCO also has jurisdiction over CSAs 3 and 7. While they do not directly provide service, an attempt to analyze CSA 7 under the six factors framework will be made. CSA 3, being a multi-service agency, will be evaluated in a separate report. Consequently, this MSR/SOI report will lead to the determination of the spheres of influence for 12 local governments.

In January 2008, the Legislature consolidated the nine factors used in the inaugural cycle down to six. These factors are listed in Government Code §56430:

- (1) Growth and population projections for the affected area.
- (2) Present and planned capacity of public facilities and adequacy of public services, including infrastructure needs or deficiencies.
- (3) Financial ability of agencies to provide services.
- (4) Status of, and opportunities for, shared facilities.
- (5) Accountability for community service needs, including governmental structure and operational efficiencies.
- (6) Any other matter related to effective or efficient service delivery, as required by commission policy. On January 30, 2008, the Commission adopted the following determination as the sixth factor to study: "The potential effect of agency services on agricultural and open space lands."

In addition, the Commission's Policies and Guidelines Section 4.4 require that it make the following determinations prior to establishing a sphere of influence:

- (1) The service capacity, level and types of services currently provided by the agency and the areas where these services are provided.
- (2) Financial capabilities and costs of service.
- (3) Topographic factors and social and economic interdependencies.

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- (4) Existing and planned land uses, land use plans and policies; consistency with county and city general plans and projected growth in the affected area.
- (5) Potential effects on agricultural and open space lands.
- (6) A description of the services that will be provided to any areas which may be added to the sphere and the timing and method for funding expansion of facilities or services.
- (7) An analysis of the effects a proposed sphere of influence on other agencies and their service capabilities.

To the extent that is feasible, both sets of determinations will be addressed in this section. In addition, the following sections will detail the meaning of each factor and explain how it applies to the fire suppression and emergency services agencies.

1. Growth and population projections for the affected area.

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

Information in this section addresses #3 and #4 of LAFCO Policy 4.4, which are:

- Topographic factors and areas of social and economic interdependencies.
- Existing and planned land uses, land use plans and policies, consistency with county and city general plans, and projected growth in the affected area.

Countywide Growth

In order to properly identify the impacts to the fire suppression agencies, it is important to view trends in population growth. Because this report is on all local fire suppression and EMS agencies, countywide data will be used, and in most cases it is the most obtainable. However, regional data will also be used whenever possible and whenever it is retrievable.

Unlike the 2006 MSR, this report gathered population information from only five sources: The 2000 United States Census; Sacramento Area Council of Governments (SACOG); the Tahoe Regional Planning Agency (TRPA); State Department of Finance; and the *El Dorado County Land Use Forecasts for Draft General Plan* (March 2002), prepared by Economic & Planning Systems (EPS). Despite limiting the number of sources, analytical perils exist. All sources use different methodologies and assumptions behind their population data; which, in turn, lead to different projection numbers. Even if all of the sources used the same base (the 2000 Census) as the starting point, not all of them used the same years as landmarks for their projections. Consequently, this chapter utilized date landmarks that were relatively close to each other. Finally, of these data sets, only the latter four sources contained population estimates. The tables below summarize the sources' respective findings.

Raw Numbers

The US 2000 Census is widely used as the starting point for most of the population projections for SACOG, TRPA and the Department of Finance. The Census relies on

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two methods for collecting population data. The first method is that of individual households filling out one of two forms of questionnaire, the short form and the American Community Survey (ACS); the latter collecting other data in addition to household size, such as daily commute times and housing unit factors. Computer algorithms (based on complex sampling rules) determine which form is mailed to a given household, with one in six receiving the ACS. The second method of collecting data is actually supplemental the first: Census workers go door to door to talk to those who failed to return the forms and interview them to capture their data. The official decennial Census tally indicated that 181,058 persons lived in El Dorado County as of 2010. According to these data, El Dorado County’s population growth was over 15.8% over ten years. The Census numbers below are broken down by sub-county regions called “Census designated place:

Table 43: Census 2000 and 2011 Population Count

El Dorado County	2000	2010
City of Placerville	9,610	10,389
City of South Lake Tahoe	23,609	21,403
Cameron Park	14,549	18,228
Diamond Springs	4,888	11,037
El Dorado Hills	18,016	42,108
Georgetown	962	2,367
Pollock Pines	4,728	6,871
Shingle Springs	2,643	4,432
All other Unincorporated Areas	77,294	64,223
Total	156,299	181,058

SACOG bases their population projections based on “regional analysis districts” (RADs – refer to Map 3). The RADs are areas defined by SACOG; while they may have the same name as a community or a district, the RADs do not conform to established community boundaries, fire agency service areas or to the Census demarcations. Consequently, the population numbers below do not necessarily reflect the population of the fire suppression agencies. However, like the Census breakdowns, these data offer an opportunity to look at snapshots in time for the county’s largest communities.

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Table 44: SACOG Projections – Population Growth Through 2035

El Dorado County*	2001	2018**	2035
West Placerville	7,209		8,920
South Placerville	9,518		10,939
East Placerville	5,468		7,702
Cameron Park - Shingle Springs	28,050		42,350
Diamond Springs	12,200		20,217
El Dorado Hills	21,184		64,834
Georgetown	7,129		9,516
Pollock Pines	15,946		24,950
Pilot Hill	4,684		6,283
Coloma - Lotus	7,904		10,491
Mt Aukum - Grizzly Flat	5,373		18,823
El Dorado High Country	2,150		4,665
Total	126,815	194,900	229,689

* Excludes the unincorporated area of Tahoe Basin and the city of South Lake Tahoe

** This projection is unpublished, but SACOG provided it LAFCO for purposes of this study

Because the SACOG data does not include the Tahoe Basin, TRPA provided data on comparable years and summarized in the table below. As noted elsewhere on the report, growth in the Basin is severely curtailed due to TRPA’s regulations, which limit the annual amount of development that can occur around Lake Tahoe. Based on TRPA’s data, the El Dorado County portion of the Lake Tahoe Basin grew at a rate of 0.4% per year between 2000 and 2006. This reflects a substantially lower growth rate than that projected for the Western Slope using Census data.

Table 45: TRPA – Population Growth Through 2030

El Dorado County	2000	2017	2030
City of South Lake Tahoe	20,142	26,100	32,392
Unincorporated	11,617	10,603	13,434
TRPA Total	31,759	36,703	45,826
Combined SACOG-TRPA Data	158,574	231,603	275,515

The Department of Finance provided these numbers as part of its population projections for determining the “fair share housing” allocations. DOF’s population projections are based on demographic data only (e.g. sex, race, ethnicity) and do not provide any geographic detail at levels lower than countywide. SACOG used a formula to calculate the DOF figures at sub-county levels in 2000. Using the same proportions, LAFCO staff calculated the sub-county projected populations for 2018 and 2030, with the assumption that the Cities of Placerville and South Lake Tahoe would comprise 6% and 15%, respectively, of the countywide population. Obviously, this method is extremely unscientific, but it breaks down DOF’s data into more comparative sub-units.

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Table 46: California Department of Finance – Population Growth Through 2030

El Dorado County	2000	2018	2030
City of Placerville	9,517	13,268	14,854
City of South Lake Tahoe	23,793	33,171	37,136
Unincorporated	125,311	174,701	195,580
Total	158,621	221,140	247,570

The EPS report contains land use forecasts for three of the El Dorado General Plan alternatives under consideration at the time of their study (the 2001 Project Alternative, the No Project Alternative, and the 1996 General Plan Alternative). Table 47 below shows the EPS figures and their growth projections for 1999 and 2025 at the regional level, with countywide numbers for 2020 (refer to Map 4) for the 2001 Alternative. The methodology used to generate these population projections is based on market research and historical growth patterns.

Table 47: EPS Population Growth Through 2025*

El Dorado County*	1999	2020	2025
Placerville - Camino	18,953		24,745
Cameron Park - Shingle Springs - Rescue	26,515		41,505
Diamond Springs	12,185		18,000
El Dorado Hills	14,513		56,355
Georgetown/Garden Valley	7,330		8,928
Pollock Pines	10,440		12,773
Cool - Pilot Hill	4,010		6,120
Coloma - Gold Hill	5,085		6,203
Pleasant Valley	6,515		7,545
Somerset	3,160		4,348
American River	1,403		2,290
Latrobe	800		2,633
Mosquito	860		1,050
Total	113,767	185,000	194,518
Combined SACOG-EPS Data	145,526	221,703	240,344

* Excludes the unincorporated area of Tahoe Basin and the city of South Lake Tahoe

EPS projects a new housing unit demand of 32,000 by 2025, including pre-general plan existing commitments, with 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 four market areas identified for greatest growth include El Dorado Hills, Cameron Park/Rescue/Shingle Springs, Placerville/Camino, and Coloma/Gold Hill.

It is important to note, however, that the EPS 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

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Measure Y on the cost, extent, and location of future development. In addition, the EPS report does not consider constraints such as water supply uncertainty, which has historically placed significant limitations on growth in El Dorado County. In fact, in the environmental review for its application with the US Bureau of Reclamation for Fazio Water rights (the Draft Environmental Impact Statement/Environmental Impact Report, State Clearinghouse Number 1993052016), the El Dorado County Water Agency (EDCWA) used the EPS numbers to support the need for new water supply entitlements.

On the other hand, calculations prepared by SACOG do take these factors into consideration. Nevertheless, the SACOG data projected higher population counts than DOF or EPS. The following table summarizes countywide estimates, using TRPA data to supplement the data EPS and SACOG generated for the Western Slope.

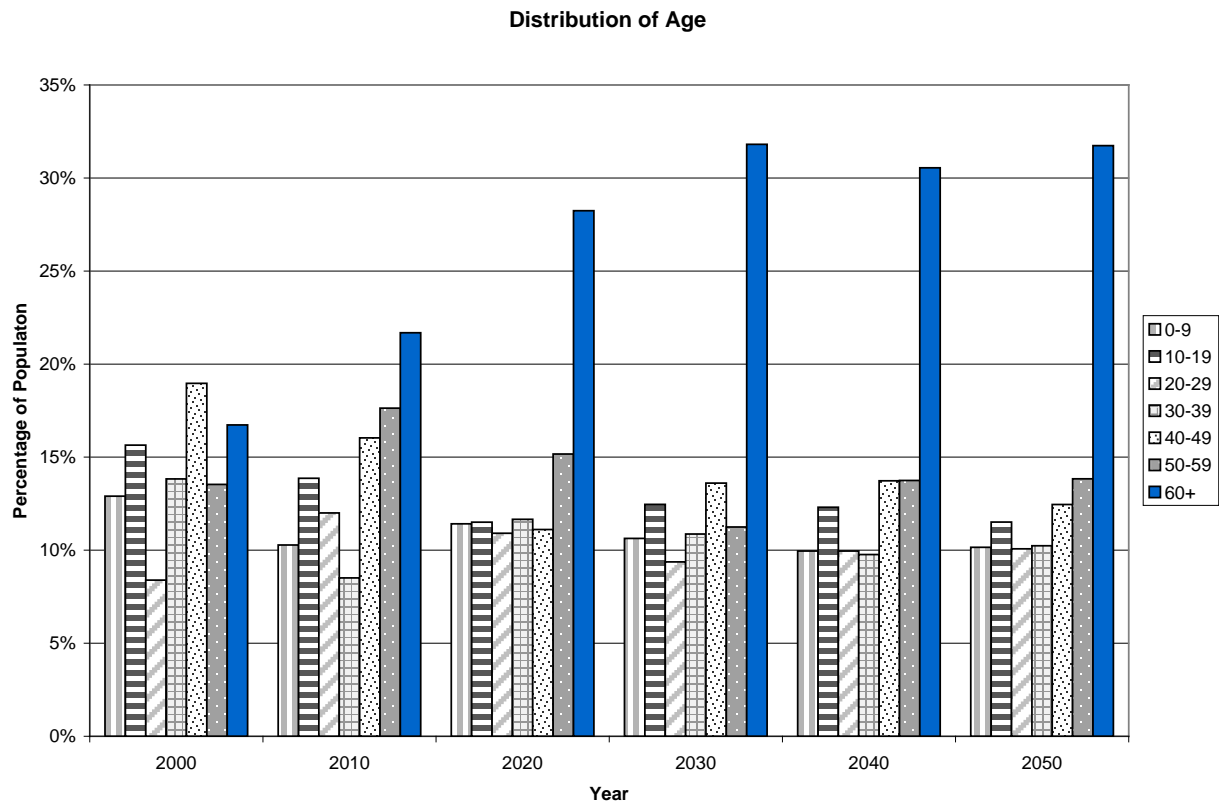
Table 48: Summary of Countywide Population Growth, All Estimates

Population Estimate by	1999-2001	2010	2017-2020	2025-2035
US Census	156,299	181,058		
Department of Finance	158,621		221,140	247,570
EPS-TRPA	145,526		221,703	240,344
SACOG-TRPA	158,574		231,603	275,515

Trends and Their Impacts to Fire Service: Population Aging

Digging deeper than just total numbers, DOF's projections also forecast an aging county population. Currently, approximately 38% of the county's residents are in the "working age" category, aged 20-60, and 17% are in the 60+ age category. By 2020, these two groups will constitute about the same proportion of the population at 27%. Starting in 2030, the 60+ older group will surpass 30% of the population, whereas the "working age" will have decreased slightly to 26%. By 2050, DOF believes almost a third of the county's residents will be 60 or older, with the proportion of the population in the "working age" range would have remained the same at 26%.

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SACOG projections offer a similar story, though told from a different angle: Between 2008 and 2020, the SACOG region expects to add 62,000 people between the ages 28-34, lose approximately 5,000 between the ages of 35-54, add 87,000 between the ages of 55-64 and add a whopping 120,000 people aged between 65-74 and another 54,000 aged 75 and over.

Because of medical and physical related complications, the level of service for ambulances increases as people age. So these data suggest that the potential volunteer and career firefighter pool decreases service demand will also increase.

Daily Commutes

Although not a direct function of population growth, commute times further cloud the picture for the fire districts. SACOG measures roadway congestion in units called “vehicle miles traveled” (VMT). According to their MTP2035, a “VMT” is literally one vehicle traveling on a roadway for one mile. Regardless of how many people are traveling in the vehicle, each vehicle traveling on a roadway within the Sacramento region generates one VMT for each mile it travels. The more miles people are driving their vehicles, the more vehicles there are on the roadways at any given time, and higher numbers of vehicles eventually result in congestion. Congestion occurs most often during commute times (mornings between 6 and 9 am and in the afternoon

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between 3 and 6 pm). Congested roadways also correlate to commutes in that more people in the roadway system trying to get to or from work means that they must travel by car to get to their place of employment (as opposed to other modes of transit). More people commuting to work means more people who travel away from their community to get to their jobs. This translates to less available bodies to volunteer at their local fire department during the day. According to SACOG, daily VMT for the Western Slope of El Dorado have been increasing:

Table 49: Daily VMT by Year (in thousands)¹

	1995	2005	2018	2035
El Dorado ²	3,186	3,987	4,851	5,581

¹ 1995 and 2005 data from California Department of Transportation based on HPMS reports. 2018 and 2035 are from SACOG forecasts of travel demand in the SACOG region

² Excludes Tahoe Basin. Adjustments to county totals by SACOG.

These prognostications were generated before the housing downturn, which began in 2007, and subsequent recession, which accelerated in the fall of 2008. It is possible that these factors, along with the passage of 2006’s AB 32 (California’s attempt to reduce greenhouse gases) and 2008’s SB 375 (which builds on AB 32 by placing incentives for more compact development patterns) could make one conclude that these projections outdated and overstated. While it is unknown how close these numbers are to reality, four trends can be derived based on recent history:

- Because SACOG uses DOF data in its Regional Housing Needs Assessment, which is used to allocate the housing targets for all jurisdictions in El Dorado County, it is probable that actual growth patterns will mirror DOF projections. If these growth patterns come to fruition, it is also likely that actual commute times will also mirror the projections absent the creation of job centers closer to where people live.
- Given the topography, the proximity to Sacramento, the presence of a regional job center and the composition of landowners in the area, the next growth boom occurring in El Dorado County most likely be along the County line, in the area between south of Highway 50 and the town of Latrobe. It is unknown whether the boom will be similar to the growth that occurred in the late 1990s and early 2000s; however, swaths of land previously in agricultural production are now owned by developers and speculators who have taken their holdings off of Williamson Act protection. The only current limitation to growth is infrastructure-related, both for water and roads. This area is in EID’s El Dorado Hills Supply Area, which draws its supply off of Folsom Lake. EDCWA’s application for Fazio Water entitlements, a portion of which will be allocated to EID, and EID’s subsequent expansion of its El Dorado Hills Water Treatment Plant and the creation of a recycled water seasonal storage reservoir near Carson Creek will mean that water will definitely be available by mid-next decade. Roadway improvements can be made concurrently while land is developed.
- EDCWA’s entitlement application also identifies the Cool/Pilot Hill area as a “proposed service area” in which Fazio Water will be utilized. Given its proximity to

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the City of Auburn job center, some growth could be expected in that corner of the County as well. However, because GDPUD has some infrastructure limitations, it may take longer for this development to occur.

- While not as similar to the projected boom south of El Dorado Hills, it is also very likely that the presence of Red Hawk Casino will lead to more intense developmental patterns between Shingle Springs and Diamond Springs along Highway 50. The County's General Plan had already targeted this area for growth. However, the presence of the casino will introduce, if it has not done so already, growth-inducing pressures on the undeveloped parcels in the area to uses other than rural residential. Some of these other uses would be supplemental and ancillary commercial activity, such as hotels and restaurants.

Not addressed in any of the tables above is that more urbanized areas tend to have more frequent changes in ownership than in rural areas. Parcels with more frequent changes in ownership tend to be more reflective of their current market value, so that their assessed value for property tax purposes is frequently more up-to-date than rural parcels whose owners may hold on to the land for years. As a general rule, urban parcels also tend to have a higher per acre property value than rural properties. Urban areas tend to have a higher number of parcels per acre than rural areas. Adding all of these means that the agencies with urban populations will continue to see growth in their revenue streams and labor pools whereas the "have not" districts will continue to struggle with flat or diminishing revenue bases and a shrinking labor pool from which to draw volunteers.

If some or all of these trends come true, then there would be significant repercussions on the County's fire and EMS service. It would mean that the population disparity between the more urbanized areas (El Dorado Hills and Cameron Park) and the County's more rural areas will become wider. It also would mean that rural areas will also have more commuters who would be unavailable to volunteer on weekdays between the hours of 6 am and 6 pm. If all things true today remain the same, with lower revenues and a lower volunteer base, rural districts will struggle to adequately staff fire stations and to meet response times, placing a greater burden on neighboring districts to render aid. The concentration of resources on the Western Slope (as opposed to the Tahoe Basin) and along the County Line and Highway 50 (as opposed to the more rural areas in the Georgetown Divide or South County) will test the automatic aid system in general and increase response times in the more remote areas.

Seasonal Population

In addition to the projected growth, El Dorado County's population experiences 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 and in the Eldorado National Forest, accommodates large numbers of recreational users and is a vacation destination for outdoor and wilderness activities such as skiing and hiking. For example, according to the Mosquito FPD chief, the MQT provides service to

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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. Similar issues on adjacent USFS lands have been reported by the Georgetown, Meeks Bay and Lake Valley FPDs fire chiefs.

Fire and emergency agencies derive revenue principally from property-based taxes; however, visitors pose a vexing problem. They cause an increase demand for services, such as medical and vehicular accident response and search and rescue, without any well-established method to recover the expended resources. Because visitors, by definition are “out of town,” they do not generate local revenues to offset the provision of services to them. While some agreements with USFS and CAL FIRE exist, they are not on a dollar-for-dollar, engine-by-engine basis. In addition, the success rate of collecting revenue by billing visitor’s insurance companies for any emergency medical response services has been mixed at best. This may be why most of the agencies with high tourist traffic have indicated that they do not bill out-of-district residents. However, Diamond Springs-El Dorado and El Dorado County FPDs do have these fees in place; the Garden Valley FPD Board of Directors declined to impose such fees in August 2010.

Growth In Demand For Fire Protection And Emergency Services

The 2006 MSR found that growth in El Dorado County 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. According to the data presented earlier in this chapter, the growth will accelerate in the coming decades with serious repercussions, most notably for the rural regions. An older population means that there will be a smaller volunteer pool and an increase in demand for ambulatory services. Higher congestion means less people in the community to volunteer and a higher likelihood of an increase in collisions.

The 2010 FESS discussed the growth pattern and the challenges to fire service, with its conclusions mirroring those of the 2006 MSR:

“From a hazard, risk and value perspective, the number of structural fires is usually linked to the distribution and concentration of different building types in the community. As is expected in an urban-suburban area, communities have a very specific growth and development pattern consistent with past decisions on land use. As would be anticipated, there are pockets of various densities of housing stock ranging from low-cost, high-density housing to higher-cost, medium-density neighborhoods. In some County communities there is a distribution of neighborhood retail and commercial facilities. Some of the County is used for agriculture purposes. Along the main transit routes are typical commercial, mixed and public uses. Then, of course, there are clusters of high concentration of values that exist in the traditional “downtown” areas such as Placerville. These are the locations of job provider and sales tax businesses.”

In addition:

“The current El Dorado County fire service deployment system has served the community well in the past, but is now increasingly strained to handle a singular serious event, or multiple serious events in the same sub-area and to provide equitable coverage in all areas with similar population densities. The County is no longer a quiet farming or recreational only area. The foothills have become a favorite place for suburban development.”

From a fire risk perspective it concluded:

“Since usual and customary zoning has placed buildings throughout the County, this places additional pressure to have a multiple-unit effective response force of pumpers and, also importantly, ladder trucks throughout the more intensely developed areas.”

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 from other jurisdictions where services of all kinds may have been available at higher levels. Currently urban districts, such as EDH and ECF are maintaining high service levels but are finding their finances strained, in some cases severely, trying to keep up with these expectations. Rural districts serving increasingly urbanized areas, such as DSP, LAV and RES are already testing the limits of their resources.

It is unknown whether this situation will be sustainable for some districts. Under the assumption that the per capita demand will remain the same, future population growth translates to an increase in calls. If resources remain the same, it means that existing facilities, engines and personnel will remain stagnant while demand steadily goes up.

It is also been estimated 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 do so without an expectation that service levels vary 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 usually poorer and not as straight as those in the urban areas. Because there is little large scale development, the probability of large capital improvement projects (such as roads or water infrastructure) is low. There is also an

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issue of spacing and topography – 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.

The interrelationship between land use planning and public safety should also be discussed. On the Western Slope, the historic trend in this county is for the subdivision of large tracts of land 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. In addition, the designation in land use documents for the rural areas lean heavily in favor of housing and “ranchettes” instead of commercial or industrial development, not only failing to generate large amounts of development impact fees but also further skewing the jobs/housing imbalance in rural communities. An increase in the number of homes and residents in rural areas through subdivision will strain the resources of the local FPD. Of course, some of these effects are partially offset by an increase in property tax revenues. However, the issue remains contentious between public safety agencies and the County.

On the Tahoe Basin, development is curtailed significantly by the Tahoe Regional Planning Agency (TRPA). Projected to grow at a rate of less than 1% annually between 2000 and 2010, there is little possibility for the fire districts to generate development impact fee revenues. Property prices are high in the Basin; however, the turnover rate is low, meaning property tax revenues do not match property values. While the year round population is lower than that of the Western Slope, the large percentage of second-home property owners is problematic for three reasons. First, it reduces the pool of potential volunteers to the fire districts. Second, the absentee owners return during the winter and summer tourist seasons, adding to the increased demand for services during those times. Third, because large segments of the population are second-home owners, they are ineligible to vote on assessments or to serve on elected boards.

Determinations related to growth and population projections for the affected area

Determination 1-1

The population on the Western Slope of El Dorado County will continue to increase, causing an increasing demand fire and emergency medical services.

Determination 1-2

The population on the Tahoe Basin of El Dorado County will grow at a slow to moderate rate.

Determination 1-3

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.

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Determination 1-4

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 1-5

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 1-6

The demographic profile of residents (average household size and age) within the study area contributes to demand for services.

Determination 1-7

As a community matures and the population ages, the demand for ambulatory services will grow, contributing to a change in demand for emergency services.

Determination 1-8

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.

Determination 1-9

The aging of the population base, the increase in vehicle miles per travel and the concentration of job centers to the west and Highway 50 corridor will diminish the pool of volunteers that rural districts have come to depend upon.

Determination 1-10

The slow growth in the Basin and the disproportionate number of second-home owners in the area will have financial and personnel repercussions for Basin fire districts.

2. Present and planned capacity of public facilities and adequacy of public services, including infrastructure needs or 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.

Information in this section addresses #1 and #6 of LAFCO Policy 4.4, which are:

- Service capacity, level and types of services currently provided by the agency, and areas where these services are provided.
- A description of the services that will be provided to any areas which may be added to the sphere and the timing and method for funding expansion of facilities or services.

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In the context of fire and emergency services, infrastructure needs and deficiencies signify whether facilities provide adequate capacity to accommodate current or projected demand for service in the county as a whole or in a particular area or region. 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.

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. The 11 local agencies included in this study operate 48 fire stations in El Dorado County. Maps 5 through 8 visually show the locations of these stations and their disbursement throughout the County. The 2010 FESS indicated that the stations were well placed and ensured satisfactory coverage countywide:

- “Finding #1:** Citygate finds the response time performance in the Western Slope area comes very close to meeting the County EMS system goal of getting the first unit on scene within 11 minutes from the time of call, 90 percent of the time....
- Finding #3:** Citygate finds the response time performance in the Basin area comes very close to meeting the County EMS system goal of getting the first unit on scene within 11 minutes from the time of call, 90 percent of the time, *when calls to the ski resorts are not considered....* However snow conditions much of the year and a high quantity of “simultaneous” calls on the weekends, slows this measure and achieving an urban response time goal would be very difficult and expensive to deliver.
- Finding #5:** When the mapping analysis is considered along with the response statistics and the daily staffing plan, it is apparent the fire stations themselves are well located on the road network. The career staffed stations and ambulances are appropriately located in the higher call for service areas.”

Based on these findings, the FESS concluded that only staffing more attack units would be necessary to enhance service in the county, not adding more stations. On the other hand, two challenges emerge from the data Citygate collected: Not all stations are staffed full-time (more on this to follow) and that a total of 10 stations need to be replaced, adding to the financial challenges some of the districts are facing:

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Table 50: Station Needs

Agency	Station Needs
Tahoe Basin	
Meeks Bay FPD	1
South Lake Tahoe FD	3
West Slope Agencies	
Diamond Springs/EI Dorado FPD	1
EI Dorado County FPD	2
EI Dorado Hills County Water District	2
Georgetown FPD	1

One would be cautioned against assuming that only rural districts have difficulties with replacing fire stations. While it is true that the older stations tend to serve rural populations – with the newest of these rural stations having been built at least 15 years ago – Table 50 above indicates that urban and semi-urban districts are facing the same challenges. In areas where growth rates are higher, development impact fees may be available in amounts sufficient to support needed facilities improvements; however, even fast growing areas do not generate sufficient revenues to fund station replacements. Depending on budget priorities, funding availability and other needs, some of these deficiencies may eventually be addressed, but until they are they further highlight the growing disparity of stable revenue sources for all districts, but most starkly for rural agencies.

There are several measures that can be used to calculate levels of service. As indicated by the FESS' Findings #1, 3 and 5 summarized above, the stations are well placed to ensure coverage. The 2006 MSR found a correlation between the number of stations and ISO rating. This comparison is valid because part of the ISO formula for determining the agency rating is response time and the distance between homes and the nearest fire station. The table below duplicates the one found in the 2006 MSR but with the most recent ISO data. All districts have a rating of 6 or better in the urban areas. The rural ratings of 8 or 9 are typical and match statewide trends.

Table 51: Service Review Analysis and Determinations Comparative Number of Stations and ISO Rating

Agency	Number of Stations	ISO Rating	
		Urban	Rural
Diamond Springs/EI Dorado FPD	5	5	8B
EI Dorado County FPD	15	6	9
EI Dorado Hills CWD	4	3	8B
Garden Valley FPD	3	5	8B
Georgetown FPD	5	5	9
Lake Valley FPD	3	5	8B
Latrobe FPD	2	5	9
Meeks Bay FPD	2	N/A	5
Mosquito FPD	1	5	8B
Pioneer FPD	6	5	9
Rescue FPD	2	5	8B

Staffing Numbers

However, stations alone do not tell the whole picture when it comes to coverage. Fire and emergency services agencies are continually fighting the clock. Minutes literally have life and death consequences. The challenge is balancing spacing the fire stations far enough apart (for purposes of cost effectiveness, regional equity and maximizing coverage) with the need to have personnel close enough together so that a rapidly and sufficiently heavy force can be assembled to deal with whatever emergency is called in. The agency descriptions detailed the size of each service area and some of the physical restrictions and limitations encountered within the each district. It also contained each district's staffing numbers. As can be inferred from that data, the FESS found that:

“Finding #6: While the stations are well located, the region *does* have a staffing per unit issue. Not all stations are staffed fulltime, nor are the volunteers always readily available. What this means is that the system will be challenged to deliver enough firefighters, quickly enough, to prevent the spread of serious fires.”

Citygate Associates further explains this finding as “El Dorado County has a weight of attack problem. There are currently not enough on-duty firefighters Countywide plus paid-call firefighters and volunteers responding *quickly* to keep potentially serious emergencies contained and small, particularly if the paid-call firefighters and volunteers cannot provide an immediate response to fill out the necessary staffing.”

Weight of attack means the ability to assemble a sufficient number of firefighters in a reasonable period of time to control the emergency safely before it escalates to greater alarms. As the table below indicates, the agencies are currently structured and staffed at levels where reinforcements must be called if the initial respondent engine cannot control or contain the emergency: volunteers are paged and backup engines from neighboring stations and districts must render assistance. The additional deployment of resources comes at the cost of precious time. By the time reinforcements have arrived at the scene, several additional minutes have passed. Citygate warns, “An under-staffed, and/or under-led token force will not only be unable to stop a fire, it also opens the County up for liability should the Fire Departments fail.”

The table below describes the minimum daily (24/7/365) staffing plan for the entire county. These are the resources that are available for the immediate and initial response to emergencies at any point in time. As this initial force responds, non-stationed volunteers may be alerted and, if available, deployed; however, these supplementary resources will not respond as quickly:

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Table 52: Current County Daily *Minimum* Wide Staffing

Agency	Population	# of Dwelling Units	Unit Count	Career	Paid Call/Vol	Total	If staff is NOT present 24/7/365	Total Vols
Tahoe Basin								
Fallen Leaf Lake CSD	388	173	1-Eng	1		1	180 days	18
Lake Valley FPD	13,687	6,105	3-Eng; 1- Amb	6	1	7		25
Meeks Bay FPD	1,200	1,816	1-Eng	2	0	2	2nd F/F in summer	7
South Lake Tahoe FD	24,176	14,629	3-Eng; 2-Amb	10	1-3	10-13		25
Totals	42,322	22,723	8-Eng; 3-Amb	19	1-4	20-23		75
West Slope Agencies								
Cameron Park	16,331	7,284	2-Eng; 1-Amb	6	2	8		30
Diamond Springs/EI Dorado FPD	15,618	6,966	2-Eng; 2-WT; 1-Amb	6	1	7		30
EI Dorado County FPD	53,099	23,831	8-Eng; 4-Amb;	27*	0	27	*1-Amb @ 12-hrs/day	30
EI Dorado Hills County Water District	31,027	13,839	3-Eng; 1-Tk; 1-Amb	16	0	16		40
Garden Valley FPD	4,376	1,952	1-Eng	2	0	2		16
Georgetown FPD	3,332	1,486	1-Eng; 1-Amb	4	0	4		38
Latrobe FPD	901	402	2-Eng	0	5	2	1-Eng @ 10-hrs/day	7
Mosquito FPD	1,235	551	1-Eng	2	0	2	Eng @ 10-hrs/day	22
Pioneer FPD	6,239	2,783	2-Eng	4	0	4		13
Rescue FPD	5,302	2,365	2-Eng; 1-WT	2	0	2	3rd F/F in summer	21
Totals	137,460	61,459	24-Eng; 8-Amb; 3-WT; 1-TK	69	8	74		247
Countywide	179,782	84,182	32-Eng; 11-Amb; 3-WT; 1-Tk;	88	9-13	94-97		322
CAL FIRE–FIRE SEASON			4 to 7 Eng; 4-minimum	12-28			Seasonal	

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Citygate goes on to state that while 88 on-duty firefighters on 32 engines, 11 ambulances and other units backed up by over 300 volunteers “sounds like an impressive force,” its limitations should be noted:

1. Of the 88 personnel on-duty, 36 percent are paid for and assigned to ambulances (38% for the Western Slope, 32% for the Tahoe Basin). This means that 36 percent of the on-duty, immediate response force may not be available for firefighting if they are on a medical call.
2. The units are almost all lightly staffed at 2 firefighters each, occasionally one.
3. The units for the most part are very widely spaced, meaning the initial crew is very limited in serious emergencies and has to wait for units from a distance or for volunteers to arrive.
4. Given the light staffing per unit and the wide station spacing, serious fires may not get enough total firefighters quickly enough, which means the fire grows to greater alarms.

The table above does not include chief officer/incident commander staffing which is necessary. In most cases the one chief in a smaller district does this function from office or home and in his absence, a station firefighter has to do it. The number of command staffing is contained in the table below:

Table 53: Staffing Headquarters – Fiscal Year 2008-09

Agency	Total Full-Time Chief Officers
<i>Tahoe Basin</i>	
Fallen Leaf Lake CSD	1
Lake Valley FPD	4
Meeks Bay FPD	1
South Lake Tahoe FD	5
<i>West Slope Agencies</i>	
Cameron Park CSD	2
Diamond Springs/El Dorado FPD	3
El Dorado County FPD	8
El Dorado Hills County Water District	4
Garden Valley FPD	1.5
Georgetown FPD	1
Latrobe FPD	0.33
Mosquito FPD	0.3
Pioneer FPD	1
Rescue FPD	1

Volunteers

Volunteers are assets to a fire department for several reasons, first and foremost in that they give a valuable service to their community with little or no pay. This allows a fire

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department with constrained resources to provide a higher level of service than they would have otherwise. With volunteers available, fire departments can augment their force to ensure that there is sufficient coverage 24 hours a day and, in turn, the salary savings can be used for other costs, such as purchasing equipment and facility maintenance. In El Dorado County, all fire agencies report active volunteer associations and many support functions continue to be filled by volunteers as noted in the agency descriptions.

But 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. In addition, volunteer firefighters cannot be deployed to a fire with a bucket and a pair of jeans; regulations require that they must have the same level of training and equipment as paid firefighters. Consequently, there are numerous factors that affect the ability of districts to recruit and retain volunteers:

- Economic pressures result in more two-income families and less time to volunteer.
- In a commuter economy, more jobs are clustered in metropolitan and dense suburban areas. Communities that formerly were small, economically self-sustained towns increasingly have residents who work elsewhere, and many of the younger-aged people who would consider volunteering are just too busy with commutes and other family commitments.
- Due to the growth in society of complex systems and technology, the fire service was given more missions, like emergency medical services, hazardous materials response, and technical rescue. This dramatically increased the legally mandated training hours for volunteers, causing many to drop out as the time commitments became unbearable.

As a result, the downside to relying on volunteers is that it is a diminishing pool. Various factors lead to the decline in the volunteerism rate. Because of their limited time commitments, volunteers may be available for only very limited time periods; may not have the time and energy to provide community service at the level of intensity required to meet district standards; or are unable to maintain the annual drill requirements. In addition, the agency always runs the risk of volunteers leaving for salaried employment. With an aging population, the pool shrinks further. On the other side of the equation, districts must spend the same amount of money on volunteers for training and equipment as paid firefighters. Consequently, social and economic trends make it more difficult for agencies and communities to rely on volunteers as primary emergency responders.

This is why the ISO calculates that three volunteers is the equivalent of one salaried firefighter. The table below attempts to calculate the percentage of the emergency services corps that is composed of volunteers. In order to control for the variance in

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personnel, the ISO formula for counting volunteers was used as well as counting part-time salaried firefighters as .5 personnel.

Table 54: Service Review Analysis and Determinations Comparative Ratio of Volunteer Firefighters to Total Staff

Agency	Total Firefighter Staff (Paid + Volunteer)	Number of Volunteers (Number by ISO weight)*	Percentage of Corps that is Volunteer
Diamond Springs/El Dorado FPD	17	10	59%
El Dorado County FPD	37	10	27%
El Dorado Hills CWD	29.3	13.3	45%
Garden Valley FPD	7.3	5.3	73%
Georgetown FPD	16.7	12.7	76%
Lake Valley FPD	15	8	53%
Latrobe FPD	4.3	2.3	53%
Meeks Bay FPD	3.3	2.3	70%
Mosquito FPD	9.3	7.3	78%
Pioneer FPD	8.3	4.3	52%
Rescue FPD	9	7	78%

Personnel Recruitment and Retention

Personnel numbers, like those of station numbers, also do not tell a complete story, but are a key piece of the puzzle. Skilled people are essential for the fire and emergency service industry. But, many fire districts, especially those in more rural areas or with limited budgets noted difficulty recruiting and retaining paid personnel. In terms of financial impacts to the districts, initial training can cost up to \$10,000 per person, with ongoing training (both state mandated and to meet district-specific requirements) costing between \$2,000 and \$5,000 per person, depending on the area. Ongoing costs are a factor too, since equipping a firefighter costs between \$5,000 and \$6,000 each.

To minimize costs, the Tahoe Basin departments partnered with the Lake Tahoe Community College to offer classes for prospective firefighters, with the tuition cost (approximately \$3,200) borne by the candidate. The West Slope agencies organize two academies with instructors donating time and the district providing the materials. Even with these efforts, prospective firefighters in the West Slope still bear the cost of approximately \$560.

The average salary for a firefighter is approximately \$43,000 in the Tahoe Basin and \$50,000 in the Western Slope. While some districts have additional stipends or increases for additional medical training, at these salaries it is cost prohibitive to buy homes in some communities, even with the downturn in the economy. The available work force housing is in extremely short supply at levels affordable within the pay range for firefighters in urban and semi-urban areas. Many fire and emergency services agencies statewide, and in El Dorado County in particular, note that their forces are increasingly made up of commuter firefighters who can afford homes in lower cost

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areas far from their work area. State research into housing issues supports this conclusion.

Another part of the puzzle is salary competition. 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 abused, such as paid training or apprenticeship. Aspiring career firefighters become volunteers, get district subsidized training, volunteer to build up experience to qualify for paid positions then they leave. Of those who leave, many leave the county completely. 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.

Infrastructure — Apparatuses and Other Heavy Equipment

The condition of apparatuses and other heavy equipment mirrors that of fire stations. Most of the older equipment is found on districts that serve the more rural population. As a whole, the newer equipment is found on districts serving more rural areas. This is because older districts have sufficient revenue for annual operations and purchases of lower cost items, but the revenues are insufficient to fund large capital acquisitions, such as needed engines and water tenders. Several districts, such as Latrobe, Meeks Bay Mosquito and Pioneer FPDs, 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 or equipment that is older than NFPA standards.

The 2010 FESS arrived at the same conclusion:

“Finding #10: Most of the Agencies have immediate or pending significant fire engine and station replacement needs, and most of them do not have the current or projected resources to meet these needs. Most of the capital needs are for replacement and not additions, and so can only be partially funded from new development impact fees. Impact fee revenue will be insignificant in most agencies due to the low rate of growth for the foreseeable future.”

To be fair, Citygate and LAFCO both admit that this conclusion is based solely on the age of the equipment and the NFPA standards. For a proper analysis of the agencies' capital needs, Citygate recommended that an inventory of all apparatuses and heavy

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equipment be made by a third party to determine a baseline of need. For example, a newer vehicle with little or no maintenance is in worse shape than an older properly maintained and regularly upgraded apparatus. In other words, determine the extent of the problem based on impartial facts and derive a fiscally responsible solution:

“Recommendation #4: Contract with CAL FIRE or similar agency with credentialed fire apparatus mechanics to assess all of the fire apparatus in all of the agencies with the possible exception of El Dorado Hills, El Dorado County FPD and Cameron Park (where the equipment is operated by CAL FIRE). The assessment is to provide a recommendation regarding whether the equipment should be upgraded to meet safety standards and at what estimated cost, operated as front line or reserve, and whether it should be side-lined and not operated by the District. If total replacement is recommended, the analysis should provide an estimate of the year in which the equipment should be replaced.

“Once this assessment is done, all the agencies have a better picture of the capital shortfall and its urgency, allowing a number of options to be explored based on hard dollar needs. These include joint purchasing by the agencies through the County; County assistance in financing apparatus; a County initiated assessment district covering a number of districts to provide funding for equipment.”

Infrastructure — Dispatch and Call Response

In general, dispatch services are broken into two “public safety answering points” (PSAPs): the Primary PSAP is for law enforcement and Secondary PSAP for fire suppression and emergency response dispatch. Geographically, the fire suppression and emergency response dispatch system within El Dorado County is divided into three zones: the ECC in Camino for the West Slope, the SLT Dispatch center for the southern Tahoe Basin and the Grass Valley Dispatch for Meeks Bay FPD (currently, Meeks Bay FPD is negotiating with CAL FIRE for dispatch services to save on costs). While these generic descriptions make it appear as if the systems are “fragmented,” the reality is that 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. For fire and EMS, the deployment of the nearest available resource also ensures prompt response times.

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. This is done to enhance integration of dispatch, maintain reporting consistency and the deployment of the appropriate resource. However, the level of integration at the reporting of call data only goes so far. These data are categorized internally and their reporting varies from agency to agency. The main impetus is so that the data is useful to the agency for its internal metrics; 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,

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coordinate resources and apply for grants.

It should also be noted that in the situations in which multiple agencies and units respond to the same incident the El Dorado coordinate radio frequencies and channels to maintain communication among themselves and between agencies. While this coordination may sound like it requires little effort and is “simple” on the surface, very few emergency responders throughout the state have taken the necessary steps towards breaking down such institutional barriers.

Call Analysis and Mutual Aid

As noted immediately above, call data are tracked differently by the agencies, depending upon their local or internal needs. In the 2006 MSR, emergency call statistics were collected for a three-year period (2003-2005) from the two dispatch centers in Camino and South Lake Tahoe and were categorized in a standard manner so that valid comparisons could be made across the board.

Changes in the Camino Dispatch computer system made it difficult to continue the call categories used in the 2006 MSR; therefore, this MSR will not attempt to use the same methodology. The 2010 FESS utilized similar (though not exact) call categorizations as the 2006 MSR, but Citygate’s analysis of the data was more robust. Their numbers will be used here; however, please note that Citygate compiled call data per fiscal year. The call log data given in the agency sections were by calendar year. The sources for these data, either Camino Dispatch or the Basin agencies, for both Citygate’s and LAFCO staff’s summaries were the same though.

Over the last three years, the emergency calls for service types were:

Table 55: Countywide Incident Call Types

	Building Fire	EMS	Wildfire	Other Fire	Other	Total
FY 2006/07	212	13,920	355	550	3,933	18,970
FY 2007/08	242	14,283	387	524	5,265	20,701
FY 2008/09	197	13,625	299	406	6,113	20,640
Total	651	41,828	1,041	1,480	15,311	60,311
Percentage	1%	69%	2%	3%	25%	100%

Countywide incident activity tended to peak during summer months, with peak incident times (the time of day in which the majority of calls are received) coming between 10 am and 8 pm. Further, Citygate’s analysis also found that while the number of early morning calls has remained steady for four years, the number of calls during peak incident times has increased year over year.

In 2009, for incidents with complete time records and a response time of less than 60 minutes, the countywide response time performance for the first-due unit from call received in fire dispatch to the unit stopped on-scene was:

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Table 56: Countywide Response Time Performance

INC Type	Incidents	Mins. to 90%	Mins. to 80%	% @ 11 min	% @ 15 min
Emg. Medical	11,300	12:30	09:30	86.05%	93.71%
Other Fire	348	17:30	11:45	76.14%	87.35%
Wildfire	272	24:00	17:30	58.08%	74.63%
Building Fire	190	14:00	10:45	83.68%	91.57%

For serious fires, a concentration or massing of units (the First Alarm) is needed to deliver enough firefighters quickly enough to stop the emergency from escalating to greater alarms. The table below demonstrates the response time performance to get a needed 4th due unit arriving on-scene. These data is countywide for 2009:

Table 57: Countywide Response Time Performance for 4th Unit Arrival at Scene

Percent	Building Fires	Wildland Fires
70%	14:30	28:00
80%	17:15	32:30
90%	23:15	44:00

West Slope Response Data

In the West Slope, in the four years of data that is available, the incident types by fiscal year were:

Table 58: West Slope Incident Call Types

	Building Fire	EMS	Wildfire	Other Fire	Other	Total
FY 2005/06	204	9,710	286	625	2,367	13,192
FY 2006/07	171	11,589	273	502	2,943	15,478
FY 2007/08	173	11,481	352	480	4,015	16,501
FY 2008/09	157	11,344	279	380	5,178	17,338
Total	705	44,124	1,190	1,987	14,503	62,509
Percentage	1%	71%	2%	3%	23%	100%

In the most recent year where data sets were complete, the West Slope response time performance was:

Table 59: West Slope Response Time Performance (FY 2008/09)

INC Type	Incidents	Mins. to 90%	Mins. to 80%	% @ 11 min	% @ 15 min
Emg. Medical	9,635	12:15*	09:30	86.14%	94.29%
Other Fire	325	17:45	12:00	74.46%	86.46%
Wildfire	255	23:45	17:15	58.03%	74.90%
Building Fire	154	13:00	10:45	83.76%	92.20%

* This measure is average for all types of population density areas in the JPA, due to reasonable exceptions allowed by the JPA and different population density areas, actual performance can be better than this area wide average.

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These data led Citygate to conclude that the response time performance in the Western Slope area comes very close to meeting the County EMS system goal of getting the first unit on scene within 11 minutes from the time of call, 90 percent of the time. The response times are also close to meeting the NFPA Combination Fire Department Standard 1720 of 14 minutes. Response times could be improved with more fire stations; however, as discussed earlier, this is not cost effective.

Tahoe Basin Response Data

As noted earlier, Meeks Bay FPD is currently dispatched out of Grass Valley and electronic copies of dispatch logs were unavailable. For Fallen Leaf Lake CSD, logs are kept in paper format only. For these reasons, incident type data in the Basin will be presented in two different tables. For Lake Valley FPD and South Lake Tahoe Fire Department, in the four years of data that is available, the incident types by fiscal years were:

Table 60: Lake Valley FPD and South Lake Tahoe FD Incident Call Types

	Building Fire	EMS	Wildfire	Other Fire	Other	Total
FY 2006/07	41	2,331	82	48	990	3,492
FY 2007/08	69	2,802	35	44	1,250	4,200
FY 2008/09	40	2,281	20	26	935	3,302
Total	150	7,414	137	118	3,175	10,994
Percentage	2%	67%	1%	1%	29%	100%

Incident logs were kept in aggregate for three calendar years (2006, 2007, 2008). Fallen Leaf Lake CSD received approximately 96 calls in that time; Meeks Bay FPD received 629 in the same span.

Table 61: Approximate Fallen Leaf Lake CSD and Meeks Bay FPD Incident Call Types

Incident Type	Building Fire	EMS	Wildfire	Other Fire	Other
Fallen Leaf Lake CSD	3%	37%	25%	24%	11%
Meeks Bay FPD	1 – 2%	79%	1 – 2%	3%	15%

In the most recent years where data sets were completed, the response time performance in the Basin was:

Table 62: Tahoe Basin Response Time Performance (FY 2008-09)
(by percentage, aggregate of Calendar Years 2006-08)

Type	Incidents	Mins. to 90%	Mins. to 80%	% @ 11 min	% @ 15 min
Emg. Medical	1,665	14:45*	08:45	85.52%	90.39%
Other Fire	36	16:45	09:00	83.33%	88.88%
Wildfire	23	09:15	09:00	100.00%	100.00%
Building Fire	17	24:45	19:00	58.82%	70.58%

* Includes multiple calls to ski areas with protracted times to reach the patient.

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Citygate found that the response time performance in the Basin area comes very close to meeting the County EMS system goal of getting the first unit on scene within 11 minutes from the time of call, 90 percent of the time, *when calls to the ski resorts are not considered*. The response times are also close to meeting the NFPA Combination Fire Department Standard 1720 of 14 minutes.

The 2010 FESS contained even more detailed information on coverage in Volumes 2 and 3 of the report, displaying response time performance broken down in one square mile grids. These maps will not be included in this report; however, they are available on the LAFCO website. It was these response times that led Citygate to find that the stations are well placed throughout the road network.

Mutual Aid

Prior to 2006, the Camino Dispatch was limited in its ability to break down call data. At the time, these data reflected only the number of incidents that occurred within the agency boundary but not the data on 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 was the first responder to 40 of those calls.

With the upgrade, a more robust analysis of mutual aid given and received could be derived: Not only “from whom to whom” but also the number of instances a district needed resources from a neighbor to “move up and cover” (“move up and cover” refers to those instances where an agency could not send at least one unit to its own incident and another district “moves up and covers” the call that exceeded the first agency’s resources). “Move and cover” can also refer to instances where an agency was not available for its own incident and someone else had to step in to respond to the call.

The table below shows the aggregate mutual aid numbers from 2007 through 2010. Appendix C contains more detailed mutual aid numbers by incident type for the Western Slope agencies. Unfortunately, because the Tahoe is under a separate system, a similar analysis cannot be made for the Basin, nor could a comparative countywide analysis be undertaken:

Table 63: Western Slope Mutual Aid Given

Emergency Call Statistics Mutual Aid Given				
Districts	2007	2008	2009	2010
Cameron Park CSD	450	564	463	410
Diamond Springs/El Dorado FPD	589	593	484	436
El Dorado County FPD	685	550	525	567
El Dorado Hills County WD	251	234	148	152
Garden Valley FPD	161	149	125	144
Georgetown FPD	200	188	184	134
Latrobe FPD	86	70	55	39
Mosquito FPD	13	21	6	14
Pioneer FPD	78	88	50	38

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Rescue FPD	248	254	225	203
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Table 64: Western Slope Mutual Aid Received

Emergency Call Statistics Mutual Aid Received				
Districts	2007	2008	2009	2010
Cameron Park CSD	275	265	250	212
Diamond Springs/El Dorado FPD	437	304	294	422
El Dorado County FPD	1068	1072	930	864
El Dorado Hills County WD	152	145	125	131
Garden Valley FPD	162	190	195	131
Georgetown FPD	77	96	90	88
Latrobe FPD	22	26	22	34
Mosquito FPD	24	32	24	17
Pioneer FPD	109	119	94	71
Rescue FPD	222	231	241	167

Mutual aid numbers can indicate where the gaps exist; buttressing anecdotal evidence, such as a chief from a rural district indicating to LAFCO staff that he “better not receive a call between 7 am and 5 pm” because he has no one to respond. The districts that end up with a “negative” mutual aid balance tend to serve more rural areas of the county.

As noted several 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.

This is where an agency’s financing, and age of equipment and stations converge with coverage and agency boundaries. Speaking broadly, if an agency has healthy revenues, it has the necessary finances to maintain equipment within NFPA standards and hire sufficient personnel to maintain good coverage across all of its stations 24 hours a day, 7 days a week, 365 days a year. Indeed, the mutual aid contract between the local fire agencies, CAL FIRE and the US Forestry Service states, “This agreement shall not be interpreted to relieve either party from the necessity or obligation of furnishing adequate fire and rescue service within any part of its territorial or jurisdictional limits.”

Conversely, inadequate finances mean equipment that is older than ideal and more reliance on volunteers to ensure adequate coverage throughout the day. Agencies in the latter category can, and still do, provide adequate coverage. There should be no mistake that El Dorado County agencies are currently providing service consistent with their community standards. But living with insufficient revenues means less room for

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error while having to keep up with increasing service standards, especially in the current economic climate that has led to depressed revenues. Districts in the latter category are one call away, or one piece of equipment away, from being unable to respond to a call. When that occurs, a neighboring agency steps in to respond. This, in turn stretches the neighbor’s resources and adding further stress to the overall system.

Every agency has needed the assistance of its neighbor on occasion, but as it can be seen in the tables above and in Appendix C, some districts are sending resources out of its service area more than it receives in return. A large “positive” number in the third table, labeled “Mutual Aid ‘Balance’,” means districts are spending a significantly large amount of its resources on calls outside their service area. 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 Holes 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 chart shows that the ISO ratings improve significantly in areas where the agencies have a reliable water source.

Table 65: Service Review Analysis and Determinations ISO Ratings

District	ISO Rating	
	Areas with water hydrants*	Areas with no hydrants**
Diamond Springs/El Dorado Fire Protection District	5	8B
El Dorado County Fire Protection District	6	9
El Dorado Hills County Water District	3	8B
Garden Valley Fire Protection District	5	8B
Georgetown Fire Protection District	5	9
Lake Valley Fire Protection District	5	8B
Latrobe Fire Protection District	5	9
Meeks Bay Fire Protection District	5	N/A
Mosquito Fire Protection District	5	8B
Pioneer Fire Protection District	5	9
Rescue Fire Protection District	5	8B

* Within 1,000 feet of a hydrant
 ** More than 1,000 feet from a hydrant

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Many places of the County, both in rural regions do not have public water service. Numerous private water companies in the Tahoe Basin supply water for fire suppression, including water to hydrants. For the balance of the County, citizens rely on wells for residential uses, but these sources may not be adequate for structural fire suppression. El Dorado County does not sit atop a large aquifer that is a reliable source of water. Consequently, water problems that some fire districts contend with include the inability to connect some wells with firefighting equipment and inadequate fire flows.

In the areas where private wells are the only alternative, rural fire districts deploy various strategies to get water to the site of the incident: Through the use of water tenders and tankers to water drafting from natural and artificial water sources to the use of a “water shuttle” system. While the basic practice is the same, different variations of the system were explained in the agency descriptions.

Fire suppression is far more complicated and costly for those agencies that do not have reliable public water supply systems. Clearly, without this resource an agency is not adequately equipped to fight fires.

Infrastructure — Roads

Topography and weather drives the road network in El Dorado County. There are few places where straight miles of pavement can be laid down. The most accurate description that can be given is that El Dorado County has a ridge road network with a significant number of dead end streets. The lack of grid-type road pattern, right angles and straight lines add a time over distance factor for response times. Consequently, fire protection and emergency response is more complicated and more costly in El Dorado County. Other factors to consider include:

- Deficiencies in road infrastructure in certain areas of the county;
- Historic land use patterns;
- Congestion levels;
- Road width (for ease of moving equipment) and surface type (pavement, gravel, dirt, etc.);
- Obstacles and barriers such as high center dividers;
- Single egress points or gated communities;
- Slope gradient;
- Road conditions; and
- Climactic conditions.

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 the 2006 MSR universally noted roadway and access problems as a significant impediment to the delivery of

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services. The 2010 FESS noted this when Citygate wrote, “The challenge is to protect the various fire risks in El Dorado County while a limited road system connects non-contiguous pockets of development. Where developed areas have a fire station, that is satisfactory for a single-unit response, but when multiple units are needed for serious fires, then the other needed units have to travel considerable distances, at times over limited rural highways.” Indeed, response times of 11 minutes or less were reported for 90% of the calls near stations located along primary roads. The response rates dropped off to 70% of the calls in rural areas with sparse roads.

El Dorado County, through its implementation of Measure Y, hopes to improve levels of service. The 2004 General Plan standards require fire agency involvement in plan checks and discretionary approvals and fire access is now one of the things that get reviewed during this process.

Several residential roads are outside of the County Road Network; therefore, not eligible for Measure Y money. The roads are either private roads [maintained by an individual or by a homeowners’ association (HOA)], or are public but maintained by a community services district (CSD). This can be problematic to the fire agencies for two reasons. First, HOAs and CSD-maintained roads are most likely not up to County road standards. Some CSD and HOAs may not have sufficient funds to adequately maintain roads. Poor conditions increase emergency response times. Second, private roads are likely to be gated. While most developers install “crash gates” or public safety override codes, some time is still lost by emergency crews when they encounter gates.

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

Service Area Holes

Several districts have “holes” within their service areas: lands completely encircled by a fire district but technically outside of any agency (refer to Map 1). These holes do not automatically translate into service area gaps where service is not provided by the agencies because, by the nature of the firefighting mission, the agency will still respond to any emergency located within those territories. However, these areas essentially become “holes” within the agency’s finance structure. The district will spend resources to provide service to the area but will not receive revenues to offset those costs. The landowner of these holes pays property taxes, but one of that revenues goes to the fire district nor will they 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 holes become “free riders”.

As explained in the 2006 MSR, the creation of these holes (referred to as “islands” in that report) was the result of various occurrences, either in combination or as single events:

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- 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 landowners to annex their lands into a fire district as part of the planning process;
- The transfer of public lands into private ownership; and
- The unwillingness of fire districts to file a LAFCO petition to annex those holes into the district, most likely because of the costs involved in filing such a petition.

As a result of the 2006 MSR, the fire districts and LAFCO have been holding discussion on how to remedy the situation. First, the County Development Services Department has agreed to require annexation into a fire district on discretionary building permits. As part of a possible reorganization project, which will be explained in the Governmental Structure Section, the fire districts have identified annexation of these holes as a priority.

Lands Outside of Service Areas

Lands outside of service area boundaries create the same problems as service area holes. Maps 9 through 12 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 holes: annexation of these lands to an agency. However, unlike service area holes – which are surrounded by a single district – most lands outside of agency boundaries may be between districts, introducing the additional political factor: Which agency should 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. Absent that analysis, LAFCO should not rely on current SOIs 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. In 2007, LAFCO opted to leave the SOIs as they were, rather than modify them, pending a review and recommendation from the fire departments. To date, no entity, including LAFCO, has proposed an alternative to these historic SOIs.

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.

Diamond Springs/EI 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.

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- 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. Station 47 is in good condition, but not conveniently located within the district.
- The district has three engines that are outside the recommended 20 year time span. All other engines are within this time span.
- 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".
- In order to augment its revenue streams, DSP attempted a benefit assessment and a special tax three years ago. Both attempts were unsuccessful.

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.
- Half of the district's engines and tenders are more than 20 years old.
- 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.

El Dorado Hills CWD (EDH)

- Most urban areas within the district have good road access.
- Three of EDH's four 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.

Garden Valley FPD (GRV)

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- 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 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.
- The average age of the district's main fleet is 18.7 years, and none of the pre-1991 apparatus has had the NFPA 1901 safety upgrades.

Lake Valley FPD (LAV)

- The district does not need to replace any of its three stations. At some point, it may need to build a fourth station to meet future 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.
- 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.
- The district relies on volunteers because of its limited funding situation.
- The average age of the district's fleet is 25 years old. None of its apparatus have

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the NFPA 1901 safety upgrades.

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
- 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.
- 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.
- Two of the district’s three water tenders are more than 20 years old.
- According to the fire chief, daytime staffing, recruitment, and turnover are challenges for the district.
- 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 CAL FIRE.
- 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.
- District staff notes an underlying countywide shift in volunteerism that is especially prevalent in PIO.
- The average age of the district’s fleet is 13 years. The 2010 FESS indicated none of the district’s apparatus need to be replaced in the next five years.

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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.
- Both of the two fire stations is adequate for the district's current needs.
- A minimum of two firefighters are scheduled on duty at all times in addition to the fire chief.

Determinations related to present and planned capacity of public facilities and adequacy of public services, including infrastructure needs or deficiencies:

Combining all of the information contained in this section, it can be concluded that El Dorado County residents and visitors are enjoying timely response times from all agencies. Staff is trained effectively and equipment is attained in a cost effective manner.

Determination 2-1

Demand for fire suppression and emergency services is potentially limitless.

Determination 2-2

Rapid population growth along with a high tourist-related traffic has contributed to almost yearly increases in calls.

Determination 2-3

Road infrastructure and availability of water supply directly impacts an agency's ability to provide fire suppression and emergency medical services.

Determination 2-4

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 2-5

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 2-6

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.

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Determination 2-7

The NFPA, ISO, OSHA, OES (both State and Local) standards are appropriate guides for evaluating infrastructure needs.

Determination 2-8

All agencies have engaged in mid- to long-term planning to assess current infrastructure capacities and identify current and future needs. Some agencies, but not all, have adopted or instituted comprehensive plans and time tables for equipment replacement.

Determination 2-9

All agencies have adequate ISO ratings in both urban and rural areas.

Determination 2-10

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 2-11

Several districts are able to maintain high ISO ratings and meet NFPA staffing standards despite a high percentage of volunteer staff.

Determination 2-12

Accelerated development in both several rural and urban areas will place more pressure on nearby fire suppression agencies to augment their service capacities.

Determination 2-13

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 2-14

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 2-15

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 2-16

Several agencies have been aggressive in pursuing additional funding, such as grants and out-of-district medical reimbursement.

Determination 2-17

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.

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Determination 2-18

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 2-19

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 2-20

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 2-21

Financial constraints are greater for community services districts with little growth and levels of service may be affected.

Determination 2-22

Integrated planning for services assists an agency to provide higher levels of service at a lower overall cost.

Determination 2-23

Call data and mutual aid statistics suggest that there is a mismatch between service boundaries and current service capabilities among some agencies.

Determination 2-24

Historic actions by LAFCO, especially the lack of adequate spheres of influence, did not adequately address future growth, service levels, or need for service.

Determination 2-25

The placement of stations along the road infrastructure strike a correct balance between deployment of resources in a fast and efficient manner but in a cost efficient manner

Determination 2-26

Almost all districts are experiencing some type of equipment or facility pressure that undermines their long term financial standing.

3. Financial ability of agencies to provide services.

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

4. Status of, and opportunities for, shared facilities.

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

Information in this section addresses #2 of LAFCO Policy 4.4, which is:

- Financial capabilities and costs of service.

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.
- 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.

In the past, eight fire districts whose share of the base property tax was less than 13% could count on supplemental funds from the County General Fund. That agreement was terminated in 2009. As a condition of terminating the contract, the County and the fire agencies agreed to a study, administered by LAFCO, to determine, among other things, how the provision of fire suppression and EMS could continue absent that revenue. The 2010 Fire and Emergency Study recommended that the County should continue to aid the fire agencies for two additional fiscal years, providing “breathing space” for the districts to explore, determine and implement some financial plan to fiscal sustainability.

The following is a list of funding sources for fire districts. 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 stable source of revenue. Property taxes are also important because it is a large amount of discretionary revenue. Recently, however, the amounts

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have diminished to the point they are insufficient to fund major capital improvements and their associated increase in operation and maintenance costs. Since the 1978 approval of property tax limitations under Proposition 13, the sufficiency of these revenues to fund local facilities and services has steadily declined; first because it removed the districts' abilities to raise revenue and later because the rate of increase is locked at 2% annually unless the property changes hands. The ERAF shift in the 1990s plus the 2009 State borrowing of funds from local governments further diminished the property tax revenues available to local agencies. Districts theoretically have the option of negotiating a larger share of the ad valorem tax base, but they 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

Between 2001 and 2009, El Dorado County agreed to allocate some discretionary monies out of its General Fund for fire protection and medical emergency services to eight designated fire protection districts. The reasoning was that because these districts had property tax increments below 13%, it was difficult for them to maintain staffing levels. Consequently, the impetus was to normalize the level of service between districts receiving lower property taxes by providing some 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.

Under the agreement, the County provided 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. In addition, the County established a trust fund for this purpose and made annual payments into an account for transition year funding should the program be discontinued. The trust funds was 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.

For many districts, the County supplement represented a substantial portion of the budget for providing service. The districts in this report that received the supplement are listed below, as well as the supplement as a percentage of their operating budget in FY 2008:

- Garden Valley FPD (9.44%)
- Georgetown FPD (3.46%)
- Latrobe FPD (38.98%)
- Meeks Bay FPD (25.61%)
- Mosquito FPD (9.19%)
- Pioneer FPD (27.18%)

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- Rescue FPD (10.58%)

Fallen Leaf Lake CSD also received a portion of these funds but this district is discussed in a separate MSR. These agencies serve the more rural parts of El Dorado County and suffered from a substantial reduction in property tax revenues following Proposition 13, the ERAF shift and from the suspension of Proposition 1A in 2009.

In June 2009, the County cancelled the agreement, liquidated the trust fund and authorized funding the 2010 Fire and Emergency Services Study (2010 FESS) that would assist with ascertaining service levels and determining how fire services should be funded. In May, 2010, a final report was presented to the Board of Supervisors recommending, among other things, the continued supplemental funding for two years. In the report, Citygate argued that two years should be sufficient time for the recipient districts to find a way towards financial self sufficiency.

Facing a severe budget crisis, the Board of Supervisors balked at the recommendation of continued financial assistance. Instead, it opted to:

- Cease providing funds to Meeks Bay FPD;
- Provide County General Fund assistance only to Fallen Leaf Lake CSD; and
- For the remainder of the districts it shifted monies out of County Service Area 7 to fund a revamped fire agency assistance fund. The amount taken out of CSA 7 reserves totaled \$1.2 million over two fiscal years.

This shift was controversial and was protested by the fire agencies and the County Auditor-Controller. The West Slope JPA went so far as adopting a resolution in September 2010 opposing the shift. The Board contends that the shifted monies were discretionary property tax revenues and could be used by the County to assist these six agencies with funding for medical services related equipment. The fire agencies argue that those funds should be used for emergency services only and that it was improper for the County to use them to support fire service operations.

At the November 17, 2010 El Dorado County Fire Chiefs' Association, the chief voted on an allocation formula to distribute the funds. At \$600,000 for Fiscal Year 2010-2011, the funds amount to 64% of the Fiscal Year 2007-2008 Aid to Fire. In February the six individual districts entered into a contract with the County and accepted these funds.

The financial challenge facing these districts cannot be understated. In the 2010 FESS, Citygate calculated how much revenue would have to be raised per household to replace Aid to Fire as it existed prior to 2009:

Table 66: Estimated Aid to Fire Replacement Revenues

Agency	County Funding	Total Fire and EMS Annual Tax and Assessment on Typical Single-Family Home FY 09-10	Estimated Annual Tax/Assessment Increase per Dwelling Unit to Replace County Funding
<i>Tahoe Basin</i>			

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Fallen Leaf Lake CSD	\$60,454	\$419	\$349
Meeks Bay FPD	\$312,945	\$270	\$172
<i>West Slope Agencies</i>			
Garden Valley FPD	\$205,285	\$131	\$105
Georgetown FPD	\$36,240	\$109	\$24
Latrobe FPD	\$168,978	\$80	\$420
Mosquito FPD	\$35,047	\$229	\$64
Pioneer FPD	\$279,047	\$25	\$100
Rescue FPD	\$202,351	\$155	\$86

It is clear from these districts' existing population and their land use patterns that these agencies could never reach a sufficiently high critical mass to be self supporting through additional taxes and assessments if every other source of revenue stays the same. It is difficult to imagine a scenario where a voter would approve to raise their tax burden by 20% or more, let alone two-thirds of the district's population ratifying such an increase.

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, both residential and commercial, will increase demand.

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. 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. These can partially offset the cost of services, but cannot cover underlying operational expenses, such as overhead, capital costs and stand-by (readiness) costs.

Certain types of development may be exempt from impact fees, such as senior housing projects and non-residential development. Residential and commercial DIFs charges are based on square footage, however some districts provide discounts if the homeowner or landowner put certain safety features in place, such as sprinklers. All districts have a DIF in place.

Benefit Assessments/Fire Suppression Assessments

Benefit assessments, fire suppression assessment and special taxes can be used for capital improvements, bonding for improvements, ongoing maintenance costs, overhead and administration costs, land acquisition, salaries, and facility improvement. Special taxes and assessments are collected on the county's annual tax roll. They are generally not useful for the acquisition of heavy or expensive equipment or construction

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projects because, unless they are saved and allowed to accumulate over time, they do not generate a large amount of capital in one year. These funding sources are attractive to local government service providers because of their versatility, long-term stability, can be used to cover operational costs and their use is not as restricted as DIFs. The differences between the three depend on the Proposition 218 requirements.

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. Benefit assessments must have an accompanying engineer's report to outline the methodology used to quantify the benefit to landowners as a result of the service and how the cost of the assessment was derived.

Fire assessments are a type of benefit assessment in that they must 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.

Special taxes must be approved by a two-thirds majority of registered voters. A special tax can be imposed by a special-purpose entity or any tax imposed by a general-purpose entity that is earmarked or restricted for a specific purpose. Once the special tax is defined for the voters that it will be used for a specific purpose, the agency may not use it for anything else.

Currently, a little over half of the agencies have fire suppression assessments as a revenue source:

- El Dorado County FPD
- Fallen Leaf Lake CSD
- Garden Valley FPD
- Georgetown FPD
- Lake Valley FPD
- Latrobe FPD
- Meeks Bay FPD
- Mosquito FPD
- Rescue FPD

The expansion or augmentation of this source has limits under State Law. Eight of the FPDs in this study 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

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the increase. If a majority of the weighted ballots votes against the increase in the assessment, it would not be imposed.

The record is mixed on the successfully adopting or updating a fire assessment. Because these revenue sources must be presented and ratified by the voters, a district must expend time and funds to generate that support. Consequently, it is understandable why some agencies are reluctant to pursue an increase of this assessment out of fear that it might be defeated at the ballot box after spending scarce resources generate a study that justifies the assessment. Other political factors besides need 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.

Once the special taxes, benefit assessments and/or fire suppression fees are approved, FPD staff ensures that these funding vehicles are placed on the roll and charged to the appropriate parcel by the County Auditor-Controller. To do this, FPD staff identifies the amount to charge each affected parcel and the appropriate accounting category to list the charge under. Once this list is generated, the FPD submits it to the Auditor

The following districts should consider asking their voters to approve an assessment that would assist the fire district with its operational costs:

- Diamond Springs/EI Dorado FPD
- Pioneer FPD

EMS Funding

Funding for emergency medical services is determined by the County Board of Supervisors based upon the recommendations of the West Slope JPA/CalTahoe Board of Directors. Each fire suppression and emergency services agency submits a budget to its respective CalTahoe/West Slope JPA board for approval every year. As discussed above, provider agencies receive funds from the County for personnel, operating expenses, equipment and administrative overhead.

Non-provider agencies in the Western Slope 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 agencies benefit in two ways. First, providers tend to have increased staffing (e.g. firefighter paramedics) and provide higher levels of service across the board. Second, the presence of the firefighter/paramedics allows for a more diversified skill base that exposes the regular firefighters to new cross-training opportunities. Communities also benefit because the EMS funds allow the districts to hire more personnel than they would have if they relied on district-generated revenue sources alone.

Currently CAM, ECF, GRV and PIO operate an ALS engine at their expense. These engines help the West Slope JPA with medical response times in remote areas but are not compensated by the JPA accordingly. Citygate recommended that the JPA provide

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funding for paramedic engine coverage outside of the primary ambulance areas to remove funding pressure off Garden Valley and Pioneer FPDs.

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. 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 since 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. Implementing a recommendation from the 2010 FESS, in the Summer of 2010 the County raised ambulance transport rates

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. This influx changes the business model for the rural Western Slope and Tahoe districts because they not only have to provide a service to their full-time residents but also to people who live outside the service area and who do contribute through taxes. Currently, only DSP, GEO, LAV, MEK and PIO charge out of county residents for EMS.

The City of Sacramento's recent adoption of this type of fee, called a "crash tax" by its detractors, has raised awareness of this type of funding source. Some jurisdictions are looking to retaliate by adopting similar fees and groups denounce them as anti-business and anti-tourism. The Sacramento Bee has reported that state Sen. Tony Strickland, R-Moorpark, has introduced SB 49, which seeks to "prohibit a city, including a charter city, county, district, municipal corporation, or public authority from charging a fee to any person, regardless of residency, for the expense of an emergency response" statewide.

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

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fire and emergency service agencies in El Dorado County, either individually or coordinated through the County Office of Emergency Services.

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.

New State SRA Funding and Impact to Local Fire

As part of the fiscal Year 2011-2012 budget signed by Governor Jerry Brown, the State of California will impose a new fee, up to \$150 per structure, for protection within the State Responsibility Areas. This fee will be imposed on all parcels with structures suitable for human habitation, including mobile and manufactured homes. The budget does not immediately levy this fee; instead it directs the State Board of Equalization to establish a process to bill and collect these fees by September 1, 2011. The revenues will be used to backfill cuts to CAL FIRE's budget, not provide it with additional funds. Several organizations have called this new fee into question in light of Proposition 26, which mandates that all new fees be approved by a super majority vote in the Legislature. In addition, State Senator Ted Gaines is exploring legislation to repeal this new fee.

Regardless of the fee's constitutionality or its ultimate survival, local officials are concerned they will not be successful in raising needed funds from special property taxes (i.e. benefit assessment and/or parcel fees) with the State's fee in place. Chief Schwab from Georgetown FPD states, "even if repealed, the electorate (voters) will be nervous of a similar tax (fee) returning in a different form."

Agency Funding

The following table shows the various financing methods employed by fire suppression and emergency medical services.

Table 67: Service Review Analysis and Determinations
Financing Methods by Agency

Agency	Average Property Tax Increment (not including County Supplement Fund)	Impact Fees	Assessments	JPA Provider	Out-of-District Fees	Grants
Diamond Springs/El Dorado FPD	20.54%	Yes		Yes	Yes	Yes
El Dorado County FPD	13.89%	Yes	Yes	Yes		
El Dorado Hills CWD	18.63%	Yes		Yes		
Garden Valley FPD	8.20%	Yes	Yes			
Georgetown FPD	12.29%	Yes	Yes	Yes	Yes	Yes
Lake Valley FPD	20.20%	Yes	Yes	Yes	Yes	
Latrobe FPD	5.23%	Yes	Yes			

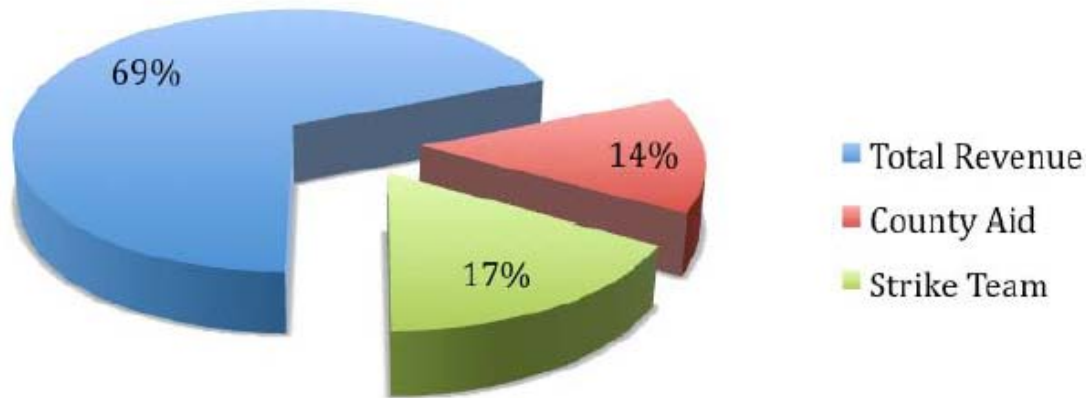
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Meeks Bay FPD	7.96%	Yes	Yes		Yes	Yes
Mosquito FPD	11.61%	Yes	Yes			
Pioneer FPD	10.02%	Yes			Yes	Yes
Rescue FPD	10.81%	Yes	Yes			Yes

All financial information is general and descriptive, based on estimates and information from agencies
Former Aid to Fire participants are highlighted in gray

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A fiscal picture was painted in the agency descriptions, but raw numbers do not tell the whole story. In the 2010 FESS, Citygate analyzed the stability of the agencies' various funding sources. The pie chart below reflects the percentage overall of County contribution and Strike Team revenue received by the eight agencies that currently receive County contributions. Below that is a table with the detail reflecting the combination of dollar reserves and the reliance on non-recurring revenue for each agency:



Given that these eight agencies rely on funding that is unstable, a conclusion can be made that agencies are in financial peril if their stable sources of revenue (property taxes, benefit assessments and special taxes) fall below 70% percent. So the question is how the remainder of the County fire suppression agencies is doing. The table summarizes Citygate's results:

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Table 68: Size of Reserve and Stability of Revenue

Agency	Total FY 2008-09 Revenue	County FY 2008-09 Contribution	End of FY 2008-09 Reserves	County and Other Non-recurring Revenue as a Percent of Total Revenue
<i>Tahoe Basin</i>				
Fallen Leaf Lake CSD	\$266,685	\$60,454	\$136,480	30%
Lake Valley FPD	\$5,636,090	\$0	\$2,096,011	22%
Meeks Bay FPD	\$1,318,563	\$312,945	\$1,141,864	35%
South Lake Tahoe FD	\$7,068,066*	\$0	N/A	N/A
<i>West Slope Agencies</i>				
Cameron Park CSD	\$2,703,646*	\$0	N/A	N/A
Diamond Springs/El Dorado FPD	\$4,345,266	\$0	\$1,102,883	16%
El Dorado County FPD	\$10,957,370	\$0	\$6,230,866	5%
El Dorado Hills County Water District	\$16,404,780	\$0	\$20,571,606	5%
Garden Valley FPD	\$2,366,649	\$205,285	\$625,873	73%
Georgetown FPD	\$1,294,174	\$36,240	\$339,375	35%
Latrobe FPD	\$372,733	\$168,978	\$259,476	60%
Mosquito FPD	\$517,418	\$35,047	\$129,714	25%
Pioneer FPD	\$1,155,646	\$279,047	\$387,978	36%
Rescue FPD	\$1,982,293	\$202,351	\$1,198,125	37%

*For both the City of South Lake Tahoe Fire Department and Cameron Park Fire Department budgets, their expenditures have been used as the “revenue” because the both departments are part of a larger general fund. Even with earmarking of revenue, there is some ability on the part of the agency to prioritize how funds are expended among a number of services, including fire.

But the 2010 FESS did not conclude that the agencies that did not participate in Aid to Fire were in sound financial shape. Citygate states, “Regardless of the current fund balances of an agency, an important measure of its real fiscal health is the size of its capital obligation to replace fire equipment and fire stations. Fire engines only have an effective life of 10-15 years, depending on how they are used and maintained. Engines older than that suffer metal fatigue and all of the growing maintenance problems everyone encounters with their older personal vehicles.” The FESS identified the following capital needs countywide:

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Table 69: Station and Apparatus Needs

Agency	Station Needs	Immediate Apparatus Replacement Need	Next Five Years Apparatus Replacement Need
<i>Tahoe Basin</i>			
Fallen Leaf Lake CSD			\$700,000
Lake Valley FPD			\$400,000
Meeks Bay FPD	1		\$650,000
South Lake Tahoe FD	4	\$800,000	\$250,000
<i>West Slope Agencies</i>			
Cameron Park CSD			
Diamond Springs/El Dorado FPD	1		\$800,000
El Dorado County FPD	2	\$1,900,000	\$2,800,000
El Dorado Hills County Water District	2		\$1,000,000
Garden Valley FPD		\$1,100,000	
Georgetown FPD	1		\$2,000,000
Latrobe FPD		\$1,100,000	
Mosquito FPD			\$400,000
Pioneer FPD			\$700,000
Rescue FPD			\$400,000
Total	11	\$4,900,000	\$10,100,000

Citygate also concluded that the size of the reserves were not at a high enough level for districts to be able to withstand several years of slow revenue decline or one year of a significant decline in funding. This is especially “worrisome” for agencies whose non-recurring revenues constitute 30% of their funding. Combining the size of the reserve, stability of revenue sources and the unmet capital needs, Citygate made the following judgments regarding the fiscal and deployment conditions based on its analysis:

Table 70: Fiscal and Deployment Condition of the Fire Agencies

Best Condition	Modes Condition with Stretched Services	Unstable Condition
Cameron Park	El Dorado County FPD	Fallen Leaf Lake CSD
Diamond Springs/El Dorado FPD	Rescue FPD	Garden Valley FPD
El Dorado Hills County Water District		Georgetown FPD
Lake Valley FPD		Latrobe FPD
Meeks Bay FPD		Mosquito FPD
South Lake Tahoe FD		Pioneer FPD

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And because the call data indicate that all agencies have been experiencing an increase in service demand, previously adequate funding arrangements may no longer be adequate to sustain service levels. Agencies will need to utilize all financing mechanisms available to them, such as impact fees, grants, and partnerships. The problem is that all of these funding sources require money, time and/or staff; none of which is available to any of the districts currently under financial stress:

- New (or enhanced) assessments entail the creation of studies to meet Proposition 218 requirements;
- Impact fees require the creation of a nexus study and capital improvement plan 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, the district may need to hire permanent staff.

Districts in the “Unstable Condition” category have always been on the brink, with any decrease in expected revenues compromising their financial security. But with the current economic downturn, the security of even the most stable of districts has been compromised. The 2006 MSR listed several options for revenue enhancements, including out of district medical reimbursement, usage fees, facility rental fees and inter-governmental contracts, the creation of community facility districts and the pursuit of Proposition 172 funds. Each option carries its own risk, financially and politically, so it is not a surprise none of the agencies opted to pursue them. Since the economy has taken a turn for the worse, and it looks like it will remain at that level for the next two years, more drastic measures may need to be taken.

A counter argument for revenue enhancement is that agencies should be doing more to keep operational costs down. This is a fair argument; however, fire operations and service has its own level of complications that are not present in other forms of local government. These were explained in greater detail in Section 1 of the 2010 FESS, but the various regulations, laws and standards imposed on fire agencies make it difficult to cut costs. For starters, fire suppression and emergency services are equipment and personnel intensive types of services:

- As noted earlier, regulations mandate that volunteer firefighters have the same level of training and equipment as regular paid firefighters.
- There are OSHA policies that apply to staffing, such as the “two-in two-out” for structural rescues.
- There are response standards that must be met for the safety of the victim and firefighters and to have a reasonable chance of containing the emergency. Once fires reach a certain level, enough resources need to be deployed to successfully attack and contain the conflagration.

Second, as Citygate wrote in the 210 FESS, “[T] here are no mandatory federal or state regulations directing the level of fire service staffing, response times and outcomes.... However, the body of regulations on the fire service provides that *if fire services are provided at all, they must be done so with the safety of the firefighters and citizens in mind.*”

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So given all of these requirements, the additional challenge for the El Dorado County fire suppression agencies is that they have implemented all of the “easy solutions” towards keeping costs down. What sets the El Dorado County fire and EMS system apart from its peers in other areas is the high level of integration at the macro level among the agencies:

- Single dispatch service is already deployed. In the Western Slope, the Camino Dispatch Center directs all of the ambulances of the West Slope JPA and 10 agencies. In the south Tahoe Basin, the City of South Lake Tahoe deploys the CalTahoe ambulances and the SLT, LAV and FLL fire companies;
- The mutual and automatic aid agreements between the agencies, as well as the deployment of the closest resource, minimize costs because coverage is almost always assured. Districts readily lend a hand when a single call or a high number of calls overwhelm the resources of another;
- They coordinate amongst themselves for equipment purchases, grant applications, training exercises and on other administrative items;
- Standard fire regulations have been negotiated and implemented;
- Several agencies conduct joint training exercises, share classes, facilities (such as air filling stations) and mechanic, auditing and legal services.

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. Specifically, the following are some of the steps agencies have taken to use or share resources (if the same example applies to multiple districts, it is written only on the first district that appears in alphabetical order):

Diamond Springs/El Dorado FPD (DSP)

- The district provides office space at Station 49 to the West Slope JPA;
- Diamond Springs/El Dorado County FPD offers its facilities for joint training with ECF, RES, EDH and PIO.

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.

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)

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- 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.

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.

Pioneer FPD (PIO)

- PIO informally shares volunteers with other agencies such as Diamond Springs/El Dorado FPD, CAL FIRE, and USFS.
- Group purchasing with CAL FIRE 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.

Consolidation

The biggest, and most cited, cost avoidance opportunity is agency consolidation. The El Dorado County Grand Jury suggested it in 2007 as a means for El Dorado County to save money on its Aid to Fire contract. The reason for the Grand Jury's investigation was its conclusion that Aid to Fire was an unfair subsidy from one area of the county to another. For example, residents in financially stable districts pay an increment of their property taxes to their fire district as well as any other assessment or tax that is a revenue stream for said district. A portion of their property tax increment also goes to the County General Fund and some of those monies may be redirected to another fire district through Aid to Fire.

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The Grand Jury analysis, however, was flawed in that it assumed that any reduction in duplicative administrative cuts would result in a dollar-for-dollar savings in Aid to Fire. It must be kept in mind that reorganizations do not lead to immediate and substantial cost savings. Generally speaking, the most savings come from a reduction in administrative costs, such as the salaries for multiple chiefs, a consolidation of fire stations, training, equipment and personnel. As it applies to El Dorado County, some of these factors may no longer be present:

- Reduction in administrative costs: As can be seen in Table 53, the number of office personnel in the eight Aid to Fire districts is already small. Any salary savings that result from a reduction in wages paid to a chief will be partially offset by the potential need to place a deputy or battalion chief to oversee the station's operations.
- Consolidation of fire stations: The 2010 FESS concluded that, overall, the fire stations were well located along the county's road network. This means there was an appropriate balance between an appropriate number of stations (keeping costs down) and ensuring response times consistent with county and national standards. With the exception of a few stations, most should continue to be staffed at current levels.
- Training, equipment and personnel: The districts already coordinate training regiments, especially with three regional training academies for new recruits. Through the Fire Chiefs' Association, the districts leverage their resources through coordinated equipment purchases, grant applications and single dispatch systems for the Tahoe Basin and West Slope (with the exception of Meeks Bay).

Because of fire response standards, such as weight and speed of attack, very few reductions in line personnel can, or should be, be expected. Any savings would come from the top of the hierarchy.

- Role of Chief: Fire chiefs in the larger districts act more as a strategic planner and district administrator. However, in the smaller and rural districts part of the fire chief's role is also that of a line firefighter/incident commander. This competes for time with the "big picture" administrator role. Consequently, communities may end up benefiting being in a consolidated district because there would be a dedicated administrator in charge of meeting service needs.

In addition to these, 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. So mergers carry a certain amount of political risk that must be considered.

Since 1994, LAFCO has had the authority to order district consolidations; however, doing so is problematic for four reasons. First, the districts could protest the action and could use procedures within State Law to "veto" the consolidation. Second, the commissioners themselves would take a substantial political risk in their home agencies if they were to take such an action within LAFCO. Third, district-initiated consolidations lend a certain amount of political legitimacy to consolidation that may be absent with a

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LAFCO initiated one. Fourth, with only 10% of valid protests needing to be submitted at the Conducting Authority (protest) hearing, a very low threshold of protests can trigger an election. If no district is onboard with LAFCO's action, it would be difficult and expensive to succeed at the ballot box.

To implement a successful merger, each of these must be done in a careful, methodical fashion in order to make cuts that do not compromise service. Currently there are at least two merger discussions occurring in the county, the largest one being discussed amongst the districts and a separate one between Garden Valley and Georgetown FPDs. The latter two agencies are participating in the larger discussion but they are also studying a merger independent of the larger effort.

Assuming that two or more agencies move forward with consolidation, Government Code §56853(a) states that if the agencies pursuing consolidation adopt substantially similar resolutions of application, LAFCO must either approve or conditionally approve the proposal (in other words LAFCO cannot deny the application). In addition, this section says that the reorganization could be ordered without an election unless the conditions under GC §57081(b) are met. A Conducting Authority hearing must still be held after the approval hearing, but only to determine if the conditions specified in GC §57081(b) exist.

Plan A

The larger discussion is driven by an effort to capture ERAF monies currently being diverted into schools. To meet its obligations to fund education at specified levels under Proposition 98, the State enacted legislation that shifted partial financial responsibility for funding education to local government (cities, counties and special districts). The State did this by instructing county auditors to shift the allocation of local property tax revenues from local government to "educational revenue augmentation funds" (ERAFs), directing that specified amounts of city, county and other local agency property taxes be deposited into these funds to support schools.

Certain districts were made exempt from ERAF by the Legislature, most notably "multi-county" agencies: local governments whose service area encompass more than one county. Locally, among these exempt agencies are EDH and LAV FPDs. The idea is that if districts merge with either EDH or LAV, the ERAF exemption could be extended into the other districts and that the majority of the \$1.7M currently being diverted from the fire agencies to the schools could be retained to fund fire service. The structure of the proposal will be discussed in the next section; however, on the question of whether extending the ERAF exemption through a merger is possible, the law is unsettled. The following are known facts:

- The ERAF exemption can be extended to the property taxes of individual parcels through their annexation into ERAF-protected agencies.
- There are no State guidelines for the designation of ERAF exemptions. Consequently, a county has wide discretion to determine what revenues are exempt from ERAF provided certain criteria are met.
- Sacramento Metro Fire was able to gain ERAF protection through its merger with

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American River FPD in 2000. A group sued Sac Metro over the issue, but a judge threw out the case.

- The State Controller is disputing Santa Clara County Central Fire District's and the City of Morgan Hill's assertion that the property tax transfer between the two agencies is ERAF-exempt (Santa Clara Central FPD enjoys some ERAF exemption). This issue has not been settled and Santa Clara Central FPD's annexation of Morgan Hill is currently on hold.

This effort, nicknamed "Plan A," hinges on LAV and/or EDH agreeing to be the cornerstones of a consolidation. If either district balks, then this effort will go nowhere. As of the time this report was finished, LAV had not expressed an opinion and EDH has indicated they would favor "smaller" consolidations with its neighbors rather than a countywide merger.

Garden Valley and Georgetown FPDs

The two districts appointed a special working group consisting of director, administration and personnel representatives to study the feasibility of a merger. Since August of 2010, the working group has met an average of twice a month to review staffing, government structure, boundary and finances to determine if a merger allows for service levels to remain, at the very least, the same. A business plan has been developed and in July 2011 those plans presented to County of El Dorado staff for their review and feedback. The biggest impediment to this effort is the "Skeleton Phenomenon": the lack of finances is driving the need to consolidate, but there is nothing to suggest that the consolidated district would be better off financially than its predecessors. In other words, putting two skeletons together do not create a whole body. The best hope for financial solvency through a consolidation is that the districts may be able to negotiate a higher property tax increment during the AB-8 process when they have applied to LAFCO to consolidate. However, this hinges on the County and/or other special districts agreeing to reduce their respective property tax increments to accommodate a higher rate for the FPDs and overcoming history. The Georgetown Divide fire districts have had on-and-off discussions on consolidation for the past 20 years.

Determinations related to financial status of agencies:

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

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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.

Determination 3-8

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

Determination 3-9

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 3-10

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

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agencies via property taxes or assessments.

Determination 3-11

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 3-12

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.

Determination 3-13

Low administrative cost is not necessarily an indication of efficiency.

Determination 3-14

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 3-15

Adequate insurance is an effective cost avoidance measure.

Determination 3-16

Integrated planning, especially long range planning, is an important part of cost avoidance.

Determination 3-17

Use of volunteers is an appropriate cost avoidance strategy to the extent that volunteers possess adequate knowledge, skills, and experience and the district is able to retain them for a sufficient amount of time to offset the cost of training and equipment.

Determination 3-18

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.

Determination 3-19

Inter-agency sharing of facilities as well as public-private partnerships are widespread within the study area.

Determination 3-20

Sharing of facilities can maximize use of limited facilities and may partially offset capacity shortages. Cooperative agreements are a highly effective means of sharing

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the cost of equipment acquisition and maintenance as well as maximizing the use of available resources.

Determination 3-21

Enhanced sharing of resources and facilities would result from additional cooperative agreements among and between agencies, especially among geographically close agencies.

Determination 3-22

The districts' reserve levels are insufficient to provide an adequate buffer during lean years. This is especially true for districts that receive more than 30% of their funding from non-recurring revenue sources.

Determination 3-23

Existing impediments to greater sharing of resources and facilities include geographic separation (location), political preferences (agency policy), and limited infrastructure or resources.

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

Purpose: To consider Government structure options, including advantages and disadvantages of consolidation or reorganization of service providers; an evaluation of management efficiencies; and local accountability and governance.

Information in this section addresses #7 of LAFCO Policy 4.4, which is:

- An analysis of the effects of a proposed sphere of influence on other agencies and their service capabilities.

General Governance and Accountability

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. 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.

All districts attempt to give to their respective communities the level of fire services that can be afforded, which may not be at a level they would desire. The 2010 FESS found

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that the de facto staffing level countywide is 2.0.

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. While this was not the thrust of the report, the 2010 FESS did not identify any deficiencies with the management of the agencies.

Intergovernmental Relationships

Emergency Medical Services

Fire protection districts in the county exercise a wide range of powers, but not emergency medical functions. EMS is provided by a combination of funding from El Dorado County through CSAs 3 and 7 and staffing from the fire agencies through their two JPAs. From a regular citizen point of view, it is 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, West Slope JPA, CalTahoe, EMS Management). Tracking of revenue and revenue decisions is not easily accomplished, either at the County level or at the JPA level. The County's decision to transfer funds out of CSA 7 to support some fire districts further blurs the lines. The 2006 MSR recommended that the JPA Boards of Directors 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.

Fire Districts

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, CAL FIRE, USFS, joint powers authorities and others. Because of LAFCO's role in evaluating boundaries, services and spheres of influence, and subsequent multi-purpose agency Municipal Services Reviews, this discussion of government structure options will focus on the local agencies providing fire protection and emergency services, which are:

- Diamond Springs/El Dorado Fire Protection District
- El Dorado County Fire Protection District
- El Dorado Hills County Water District

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- 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 are strictly revenue generating entities, do not directly provide service and do not have dedicated staffing. Consequently, these two CSAs are not directly analyzed under the MSR factors framework. Multi-purpose community services districts and cities that provide fire protection and emergency services along with other services will be covered in subsequent MSRs.

In regions with separate, distinct communities that are geographically remote from each other, services are most logically provided by several local single purpose agencies. This is because isolated communities vary widely from one another in service needs, depending 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. The challenge is how to spread a force to maximize coverage across a larger area but collect them close enough together so that when a rapid, heavy enough force is needed it can be assembled in a rapid fashion.

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 has and 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 El Dorado County FPD or Rescue FPD service area perceive that they live in the community of Cameron Park, 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.

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Finances Under a Consolidated District or Under Plan A

While the consolidation has been a topic of discussion for several decades, some leading to actual mergers (ECF) and others fizzling out (RES and EDH), combining the various districts has taken urgency over the past year. As discussed earlier, recent events (the County's termination of Aid to Fire in 2009, the 2010 FESS recommendation for the County to continue financially assisting some agencies for up to two more years and the County's move to shift \$1.2M for two years in CSA 7 funds for a revamped Aid to Fire) have led the fire agencies to consider various mechanisms to achieve financial independence. The boards of GRV and GEO have created a study group to look at a possible merger of the two districts. A larger effort, nicknamed "Plan A," has just begun to determine whether ERAF dollars can be retained by merging with ERAF-exempt fire districts.

In merging, the districts are looking for the benefits of consolidation (achieving economies of scale, possibly retaining ERAF funds, realize cost savings cohesive planning, fundraising capability and have the ability to respond to increased service needs among the population) while retaining local control. Whether it is the smaller GRV-GEO effort or the much larger "Plan A," the proposed structure's goal is for the consolidated district to divide itself into Service Zones (SZs, as authorized under Health & Safety Code §13950) and each SZ will have its own fire commission. As discussed within the context of the merger proposal, fire commissions would be created within each participating merged agency to provide recommendations on budget, staffing and labor matters to the consolidated board of directors. The consolidated board of directors would then compile the recommendations from all fire commissions and use them as the basis for decisions on budget and other operational matters for the entire consolidated district. Local decisions affecting the SZ will be made by the fire commissions with legal ratification by the consolidated board.

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 possible but not politically feasible. In all cases, the issue of consolidation raises these questions:

- Can a balance be achieved so that community identity is retained within a larger district? The goal of a fire district is to provide the most effective fire suppression service with the least amount of cost. However, over the years the agencies have taken on the ancillary role of "representing" a community. 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.

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They provide the extent and range of services that individual communities need and are willing to support.

While not a primary function, the issue of community identity cannot be ignored. This was probably the single most important factor that led to the defeat of the RES-EDH merger earlier in the decade. The proposal to create fire commissions within SZs is the counterweight: Retain a degree of community identity within the larger organization. There are several examples of retaining a community identity within the volunteer associations in El Dorado County FPD, especially in the associations from the Georgetown Divide, providing a model for other associations to follow.

- 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."
- 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.

Plan B

Because of the numerous complexities surrounding a possible merger of districts under Plan A, the Western Slope districts are also studying "Plan B," which is an adjustment to CSA 7's "Ambulance Services West Slope Special Tax." Also referred to as the "\$25 tax," this charge appears on a Western Slope landowner's property tax bill and it funds ALS and ambulance services. The special tax ranges from \$2.75 to as high as \$1,812, though 80% of landowners pay only \$25. The amount charged to each landowner has stayed the same since its inception in 1997. The "Plan B" proposal entails four things:

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- Adding an escalator to the charge so that the revenue collected keeps up with the rising cost of materials and fuel;
- Tying the tax on the number of living units instead of on parcels since several multi-bed facilities and elderly care residents, which generate a high number of calls, are located within a single parcel;
- Expand the types of services it funds to fire-based BLS medical services; and
- Indicate that the current special tax remains in place in case the voters reject the proposed adjustment.

If successful, the revenues from “Plan B” will stabilize the financial instability of the poorer, more rural districts and place the larger districts in more solid footing. Stabilizing the rural districts may also have a positive effect on the issue of consolidation since currently there is deep skepticism by the larger districts to “take on” a poorer district with limited financial resources. In discussions with LAFCO staff, chiefs, directors and administrative staff have made it clear there is little interest by them to merge with poorer neighbors unless those agencies find a way to pay for services in that area prior to a merge. A few years ago, the fear of the rural district was of losing “home rule” to the larger, more urban district. This has now been supplanted by fears from the residents of the better off districts that they will “subsidize” the poorer district.

Prior to being approved by voters, the success of “Plan B” depends on several factors to make it on to the ballot, including working with the County Government and the Board of Supervisors to write the language and agree to place the measure on the ballot; determining the appropriate escalator; and gauging the public’s reception on a potential vote on the matter. Once it appears on the ballot, there will have to be a concerted effort to convince the voters of the necessity of “Plan B.” In addition, the State’s proposed SRA fee of up to \$150 plays a role, since local voters may not approve any more increases, thinking that the State’s fee will be used to support local agencies.

It should be noted that because “Plan B” does not address boundary changes, there would be no addressing of ERAF or property tax increments.

Fire Joint Power Agency

Similar to the Western Slope and CalTahoe ambulatory JPAs, this proposal would entail forming a JPA for fire service. It has been noted by few fire chiefs that they have a successful model to base it on. The funding sources would be the districts themselves with staffing levels being proportional to the amount of funding each area provides. Forming a fire service JPA is not unprecedented since several jurisdictions have banded together in a smaller scale and there is a countywide one in existence in Orange County.

Other Options

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:

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- 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” through the annexation of service area holes

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:

- El Dorado Hills CWD and Rescue FPD
- El Dorado County FPD and Cameron Park CSD
- Diamond Springs/El Dorado DPF and El Dorado County FPD
- Diamond Springs FPD and Rescue FPD
- Rescue FPD and Cameron Park CSD

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.

Determinations related to accountability for community service needs, including governmental structure and operational efficiencies:

Determination 5-1

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 5-2

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.

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Determination 5-3

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 5-4

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 5-5

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 5-6

Changes to the organization and structure of government alone cannot address the problem of insufficient revenues to support desired services.

Determination 5-7

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 5-8

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.

Determination 5-9

The management policies and practices of an agency affect every aspect of operations and services.

Determination 5-10

Management will ensure that the agency’s mission is accomplished and that the agency’s efforts are sustainable into the future.

Determination 5-11

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.

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Determination 5-12

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 5-13

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 5-14

With a few exceptions, agencies whose corps is composed of at least 50% volunteers tend to have lower personnel costs relative to their budgets.

Determination 5-15

All agencies in the study area encourage participation in district affairs. Notice of meetings exceeds minimum legal requirements.

Determination 5-16

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 5-17

Some agencies solicit public involvement in district planning and operations.

6. The potential effect of agency services on agricultural and open space lands.

Information in this section addresses #5 of LAFCO Policy 4.4, which is:

- Potential effects on agricultural and open space lands.

The services provided by the fire suppression agencies do not induce urban growth or the premature conversion of agricultural land to urban uses. In agricultural areas, these agencies' services protect farmland and the agriculture economy by responding to emergencies in undeveloped areas and minimizing the financial cost that a fire could cause to farmers. In the developed areas, these services protect the human, economic and resource assets of the community by responding to emergencies that threaten lives and property.

V SOI DETERMINATIONS

The MSR discusses the potential mergers of districts and the need for some agencies to readjust their boundaries to reflect the resources on the grounds and to reduce some of the current disparities in the mutual aid system. From a policy standpoint, it would be more logical for LAFCO to start designating the probable boundaries for all fire agencies. Indeed, as noted many times, the fire agencies already operate as one, and the two JPAs ensure that emergency services are provided in a consistent and timely manner.

But policy decisions do not exist in a vacuum; they take place in a political environment where the slightest thing could derail years of policy work. There are current discussions occurring among at least five agencies about consolidation, but the issue of consolidation is not just an operational one, it is also a political one. From a financial standpoint, the groundwork for “Plan B,” the revamping of the CSA 7 ambulance special tax, to generate more revenues to enhance the emergency medical system has also begun.

While both of these efforts are being made to keep the rural fire and emergency system more viable, they can be mutually exclusive in the sometimes black-and-white political world. For example, as discussed before, consolidation can generate efficiencies and realize cost savings, but it is not a cure all for the current financial deficiencies experienced by some El Dorado County agencies. Citygate, both in the 2010 FESS and in other reports, is deeply skeptical that consolidation can generate sufficient costs savings to be the silver bullet. Citygate views consolidations more as a tool to create more rational and cost effective organizations. From its own research, LAFCO staff agrees that this is true in the short-term but believes that in the long-term consolidation eventually leads to substantial cost savings. Again, though, there should be no expectation that these savings occur on Day 1 or on Year 1 of a consolidated district.

In the political arena, however, advocacy for consolidation could undermine the supporting argument that will be made if and when Plan B makes it onto the ballot. Opponents of Plan B would argue that additional revenues are unnecessary because of a misguided belief that consolidation is the solution to the system’s financial problem. On the other hand, solely relying on Plan B to stabilize the system in the long-term can be detrimental to the argument of the long-term operational benefits of consolidation. In LAFCO’s staffs estimation, both “Plan B” and some district consolidations are needed to ensure long term financial, political and operational health of emergency services in El Dorado County. Favoring one measure over the other as a “long-term fix” would not achieve that.

For these reasons, from a policy standpoint, it may be better for LAFCO to reaffirm the spheres of influence of the agencies and encourage the dialogue to continue than to recommend vast changes in SOIs that could undermine either “Plan A,” “Plan B” or the smaller consolidation discussions. LAFCO can adjust the spheres once these discussions are leading towards a workable reorganization.

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In determining the sphere of influence for each local agency, Government Code §56425(e) requires the Commission to consider and prepare a written statement of determinations with respect to four factors. Staff recommends the following determinations for amending the sphere for all of the agencies covered in this study:

Diamond Springs/El Dorado Fire Protection District

1. *The present and planned land uses in the area, including agricultural and open space lands.*

Present land use in the DSP area includes industrial, commercial, semi-urban and rural residential uses. Although residential areas are distributed throughout DSP, they are more concentrated in the northern portion of the district and along Highway 49 to the south. Future land uses are expected to remain relatively unchanged, with population growth that is likely to be consistent with the 2004 General Plan projections for the unincorporated portion of the County.

There are approximately 1,385 acres currently within the DSP sphere that are not within the district boundaries. Of these, approximately 1,267 acres are in agricultural production, while the remaining 118 acres are currently vacant with no specified land use. While these parcels are not within a fire protection agency, the vast majority of the area in question is surrounded on all sides by DSP boundaries, indicating that it would be the most likely agency to respond to a fire or medical emergency. This creates an issue of fiscal inequity to DSP, because it does not receive revenue from these parcels to offset the potential costs of service. One 160-acre parcel, outside of the district, but inside the current sphere, is located between DSP and El Dorado County Fire Protection District (ECF) boundaries. The DSP and ECF chiefs have requested that this parcel remain within the DSP sphere for now, pending a future collaborative effort from all of the fire districts to reorganize their service areas, if necessary.

2. *The present and probable need for public facilities and services in the area.*

Although the overwhelming majority of acreage outside of the DSP boundaries is currently used for agricultural purposes, the 2004 General Plan has designated these areas for 271 acres of Medium Density Residential use, 56 acres for Low Density Residential and 118 acres Rural Residential. In those cases, it is conceivable that in the future, lands previously used exclusively for agricultural purposes may have structures built on them or for large parcels to be subdivided into smaller parcels with residences on them. If this were to occur, it would lead to an increase in service demand to the district. However, fire suppression and emergency medical services, in and of themselves, do not increase the likelihood of this type of activity and, therefore, induce urban growth or the premature conversion of agricultural, open space to urban uses.

Parcels currently within the DSP district receive adequate fire suppression and emergency response services as needed. If annexed, the areas described above would increase demand for these services and existing personnel and equipment may not be adequate to meet the level of service required. However, with the

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additional revenue received from these parcels in the form of increased property taxes and assessments, as well as development impact fees, the increased costs and required resources would be sufficiently offset to ensure the provision of services to the area.

3. *The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide.*

DSP appears to provide moderate fire suppression and emergency response services within and, in cases of mutual aid responses, outside its boundaries. The district is compensated for these services primarily through property taxes and district assessments. Because of the recession, the last two years have financially strained DSP.

4. *The existence of any social or economic communities of interest in the area if the Commission determines that they are relevant to the agency.*

DSP serves the communities of Diamond Springs, Missouri Flat, Sleepy Hollow, Logtown, El Dorado, East China Hills, Golden West, Grassy Run, Greenstone Circle, Mortara Circle and Sierra Oaks CSDs. Rancheria territory held in trust for the Shingle Springs Band of Miwok Indians and the Red Hawk Casino are also within the DSP boundaries, although the Tribe has contracted with El Dorado County FPD for fire and emergency services.

Recommendation

Pursuant to Government Code Section 56425(i)(2), the Commission does hereby establish the functions and classes of services provided by Diamond Springs/El Dorado Fire Protection District as those specified in California Health & Safety Code §13862. Based upon the information contained in this document, it is recommended that the Diamond Springs/El Dorado FPD Sphere of Influence be updated to affirm its current sphere, as shown in Map 13.

El Dorado County Fire Protection District

1. *The present and planned land uses in the area, including agricultural and open space lands.*

Present land use in the ECF area varies depending on the location. On and around the City of Placerville the land use character is mostly urban (high density, commercial and industrial); however, in other areas (such as Cool or Pollock Pines), it is low to medium density residential, and areas between city and community regions it is primarily agricultural and rural residential. In general, population centers tend to be mostly concentrated along arterials, such as Highways 50 and 193 or South Shingle Road. Future land uses are expected to remain relatively unchanged, with population growth consistent with the 2004 General Plan along already-established community regions.

Due to its large size, ECF has several pockets of areas not within a fire agency. Most of them are entirely surrounded by ECF. There are some areas, however, that lie between ECF and other fire agencies. Most notably are areas between ECF and

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Rescue FPD (RES) and between ECF and Garden Valley FPD (GRV). There are no plans to develop the parcels in either of these areas beyond the current General Plan designation. However, the RES, GRV and ECF chiefs recognize that these parcels are not within their respective fire protection agency. In 2006, all three chiefs have agreed to a collaborative effort to evaluate and reorganize the spheres and service areas, if necessary.

2. *The present and probable need for public facilities and services in the area.*

The 2004 General Plan has designated the areas within the ECF sphere as either agricultural, natural resources or rural residential. It is possible that in the future lands previously used exclusively for agricultural purposes may be converted to other uses or developed to a limited extent. If this were to occur, it would lead to an increase in service demand to the district. However, fire suppression and emergency medical services, in and of themselves, do not increase the likelihood of this type of activity and, therefore, induce urban growth or the premature conversion of agricultural, open space to other uses.

Parcels currently within the ECF district receive adequate fire suppression and emergency response services as needed. If annexed, the areas described above would increase demand for these services, although it is expected that existing personnel and equipment would be adequate to meet the level of service required for the inclusion. In addition, funding, in the form of increased property taxes, assessments and applicable development impact fees, received would offset increased costs and ensure the sufficient provision of services to serve the area.

3. *The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide.*

ECF appears to provide moderate fire suppression and emergency response services within and, in cases of mutual aid responses, outside its boundaries. The district's fire agency network is extensive; however, not all stations are staffed year-round. The district is compensated for these services primarily through property taxes, development impact fees and district assessments.

4. *The existence of any social or economic communities of interest in the area if the Commission determines that they are relevant to the agency.*

ECF serves the City of Placerville and the communities of Camino, Coloma, Cool, Gold Hill, Kyburz, Lotus, Oak Hill, Pacific House, Pilot Hill, Pleasant Valley, Pollock Pines, Shingle Springs, Sierra Springs and Strawberry, as well as the surrounding rural areas. Other than Greenwood, there are no social or economic communities of interest in the area that will be broken due to this sphere update, nor are there any areas that will require special consideration from the Commission in this matter.

Recommendation

Pursuant to Government Code Section 56425(i)(2), the Commission does hereby establish the functions and classes of services provided by El Dorado County Fire Protection District as those specified in California Health & Safety Code §13862.

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Based upon the information contained in this document, it is recommended that the El Dorado County FPD Sphere of Influence be updated to affirm its original sphere, as shown in Maps 14, 15 and 16.

El Dorado Hills County Water District

1. The present and planned land uses in the area, including agricultural and open space lands.

Present land use in the EDH area includes primarily residential areas spread throughout the district, largely in planned developments. Over the past 20 years, the El Dorado Hills area was the most rapidly growing portion of the County. More residential development is expected in the near future.

There are approximately 1,400 acres currently within the EDH sphere that are not within the district boundaries. Of these, approximately 455 acres are set aside for agricultural production, 361 acres near Folsom Lake are designated as permanent tourist recreational or open space lands and 586 acres are currently vacant and slated for development. While these parcels are not within a fire protection agency, each of the areas in question are surrounded on all sides by EDH boundaries, indicating that it would be the most likely agency to respond to a fire or medical emergency. This creates an issue of fiscal inequity to the EDH, because it does not receive revenue from these parcels to offset the potential costs of service.

2. The present and probable need for public facilities and services in the area.

Although more than half of the acreage outside of the EDH boundaries is designated by the 2004 General Plan for agricultural, tourist recreational or open space uses, the remaining 586 acres are designated for low density residential uses and are expected to be developed in the near future. In addition, many of these developable parcels have an active application with County Planning. In those instances, it is conceivable that existing large parcels will be subdivided into smaller parcels with residences on them. If this were to occur, it would lead to an increase in service demand to the district.

Parcels currently within the EDH district receive adequate fire suppression and emergency response services as needed. If developed, the areas described above would increase demand for these services. While existing personnel and equipment will most likely be adequate to maintain current service levels. Upon district annexation the additional revenue received from these parcels in the form of increased property taxes, assessments and development impact fees would sufficiently offset the increased costs and required resources to ensure the provision of services to the area.

3. The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide.

EDH appears to provide a moderate to high level of fire suppression and emergency response services within and, in cases of mutual aid responses, outside its boundaries. The district is compensated for these services primarily through

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property taxes, development impact fees and district assessments.

4. *The existence of any social or economic communities of interest in the area if the Commission determines that they are relevant to the agency.*

EDH primarily serves the community of El Dorado Hills, which would not be divided in any way by this sphere update.

Recommendation

Pursuant to Government Code Section 56425(i)(2), the Commission does hereby establish the functions and classes of services provided by El Dorado Hills County Water District as those specified in California Water Code §31120. Based upon the information contained in this document, it is recommended that the El Dorado Hills County Water District Sphere of Influence be updated to affirm its current sphere, as shown in Map 17.

Garden Valley Fire Protection District

1. *The present and planned land uses in the area, including agricultural and open space lands.*

The majority of present land use in the GRV area includes rural residential and agricultural uses, although there are small pockets of medium density residential and commercial uses. Primarily residential areas within GRV are spread throughout the district; however, residential patterns loosely follow major road arteries, including Highway 193, Garden Valley Road, Marshall Road and Greenwood Road. Future land uses are expected to remain relatively unchanged, with population growth likely lower than the projections for other unincorporated portions of the Western Slope. The 2004 General Plan encourages future development to remain within the community regions of Garden Valley and Greenwood.

As noted in the ECF section, there are parcels to the west of the district that are currently within the sphere of influence, but are not within the GRV boundaries. The nearest other fire protection agency is El Dorado County FPD (EDC). The GRV and EDC chiefs recognize that these parcels are not within their respective fire protection agency.

2. *The present and probable need for public facilities and services in the area.*

Parcels currently within the GRV district receive adequate fire suppression and emergency response services as needed. If annexed, the areas described above would increase demand for these services, although it is expected that existing personnel and equipment would be adequate to meet the level of service required for the inclusion. In addition, funding, in the form of increased property taxes and assessments, received will offset increased costs and will ensure the sufficient provision of services to serve the area.

3. *The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide.*

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The GRV appears to provide adequate fire suppression and emergency response services within and, in cases of mutual aid responses, outside its boundaries. The district is compensated for these services primarily through property taxes and district assessments. These funds, however, are currently insufficient to maintain current levels of service. GRV participated in Aid to Fire and is participating in the new, two-year limited supplemental funding from CSA 7.

4. *The existence of any social or economic communities of interest in the area if the Commission determines that they are relevant to the agency.*

GRV serves the communities of Garden Valley, Kelsey and portions of Coloma and Greenwood. The areas proposed for inclusion are located in the far eastern reaches of Garden Valley, outside of any established community boundaries. Other than Greenwood, there is no social or economic community of interest that would require further Commission consideration of this issue for the sphere update.

Recommendation

Pursuant to Government Code Section 56425(i)(2), the Commission does hereby establish the functions and classes of services provided by Garden Valley Fire Protection District as those specified in California Health & Safety Code §13862. Based upon the information contained in this document, it is recommended that the Garden Valley FPD Sphere of Influence be updated to affirm its current sphere of influence as shown in Map 18.

Georgetown Fire Protection District

1. *The present and planned land uses in the area, including agricultural and open space lands.*

The majority of present land use in the GEO area includes agricultural and low density residential uses, although there are small pockets of medium density residential and commercial uses near the Georgetown Community Center. Other residential areas within GEO include Wentworth Springs Road, Volcanoville Road and Spanish Dry Diggins/Sliger Mine Roads. These population areas are both low density and spread throughout the district. Future land uses are expected to remain relatively unchanged, with population growth likely lower than the projections for other unincorporated portions of the Western Slope. The 2004 General Plan encourages future development to remain largely within the community regions of Georgetown and Greenwood.

There are approximately 20,000 acres currently within the GEO sphere that are not within the district boundaries. Of these, approximately 10,000 acres are United States Forest Service land, 9,000 acres are privately owned lands utilized for timber production, 800 acres are owned by the University of California and utilized for forestry research and 326 acres are residential lands designated for agriculture which are largely undeveloped. Of the total 20,000 acres included, only approximately 17.5 acres are designated by the 2004 General Plan specifically for rural residential uses. The remaining acreage is designated to remain in some sort of agricultural production.

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Since approximately half of the above land is owned by the Federal Government, fire suppression services are expected to be largely provided by the United States Forest Service. However, GEO is likely to be the primary public fire agency to respond to a fire or medical emergency within the other portion of the areas outside of district boundaries. This creates an issue of fiscal inequity for the district, which does not currently receive any revenue to offset the cost of this service. The GEO chief has requested that these parcels remain within the GEO sphere for now.

2. *The present and probable need for public facilities and services in the area.*

Parcels currently within the GEO district receive adequate fire suppression and emergency response services as needed. If annexed in the future, the areas described above would increase demand for these services and it is possible that existing personnel and equipment would not be adequate to meet the level of service required for the inclusion. However, increased revenue, in the form of additional property taxes and assessments received could offset increased costs and ensure the sufficient provision of services to serve the area.

3. *The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide.*

GEO appears to provide adequate fire suppression and emergency response services within and, in cases of mutual aid responses, outside its boundaries. The district is compensated for these services primarily through property taxes, and district assessments. GEO participated in Aid to Fire and is participating in the new, two-year limited supplemental funding from CSA 7.

4. *The existence of any social or economic communities of interest in the area if the Commission determines that they are relevant to the agency.*

GEO serves the communities of Georgetown, Quintette, Volcanoville and portions of Greenwood. The areas proposed for inclusion are located largely in the southeast and northern portions of the district, outside of any established community boundaries. Other than Greenwood, there is no social or economic community of interest that would require further Commission consideration of this issue for the sphere update.

Recommendation

Pursuant to Government Code Section 56425(i)(2), the Commission does hereby establish the functions and classes of services provided by Georgetown Fire Protection District as those specified in California Health & Safety Code §13862. Based upon the information contained in this document, it is recommended that the Georgetown FPD Sphere of Influence be updated to affirm its current sphere as shown in Map 19.

Lake Valley Fire Protection District

1. *The present and planned land uses in the area, including agricultural and open space lands.*

The present land use in the LAV area includes residential, recreational and tourist-

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related uses. Primary residential areas within LAV tend to follow the major highways and roads that bisect the district. Growth and development potential is limited largely by TRPA regulations and there is not expected to be any substantial changes in the planned land use as a direct result of this review. There are no known development proposals expected to occur outside of a fire protection district boundary within the immediate vicinity of the LAV that may require a future amendment to the LAV sphere of influence.

2. *The present and probable need for public facilities and services in the area.*

At present, all developed and undeveloped areas within the LAV district receive adequate fire suppression and emergency response services as needed. There are no areas outside of the current LAV service boundaries that are likely to require inclusion consideration within its sphere of influence in the foreseeable future.

3. *The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide.*

The LAV appears to provide adequate fire suppression and emergency response services within and, in cases of mutual aid responses, outside its boundaries. The district is compensated for these services primarily through property taxes and district assessments.

4. *The existence of any social or economic communities of interest in the area if the Commission determines that they are relevant to the agency.*

LAV 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); however, there are no large, concentrated, social or economic communities of interest that are relevant to the agency. Due to TRPA land use regulations, these communities' populations are expected to remain relatively stable.

Recommendation

Pursuant to Government Code Section 56425(i)(2), the Commission does hereby establish the functions and classes of services provided by Lake Valley Fire Protection District as those specified in California Health & Safety Code §13862. Based upon the information contained in this document, it is recommended that Lake Valley FPD Sphere of Influence be updated to affirm the original sphere, which is coterminous with its current boundaries as shown in Map 20.

Latrobe Fire Protection District

1. *The present and planned land uses in the area, including agricultural and open space lands.*

Present land use in the LTB area is primarily agricultural, followed by residential uses. Although rural residential areas are distributed throughout LTB, they are more concentrated in the northern portion of the district along Latrobe Road and to the

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south, directly north of the Cosumnes River. Future land uses are expected to remain relatively unchanged, with population growth that is likely to be consistent with, if not slightly slower than, the 2004 General Plan projections for the unincorporated portion of the County.

There are approximately 4,178 acres currently within the LTB sphere that are not within the district boundaries. Of these, land use designations and current zoning suggests that all of the 4,178 acres are in agricultural production. While these parcels are not within a fire protection agency, the vast majority of the area in question is surrounded on all sides by LTB boundaries, indicating that it would be the most likely agency to respond to a fire or medical emergency. This creates an issue of fiscal inequity to LTB, because it does not receive revenue from these parcels to offset the potential costs of service.

In the easternmost portion of LTB, there are parcels outside of the district but inside the current sphere, sharing a boundary with either El Dorado County Fire Protection District (ECF) or Diamond Springs / El Dorado FPD (DSP) boundaries. The LTB, DSP and ECF chiefs have requested that these parcels remain within the LTB sphere for now.

2. *The present and probable need for public facilities and services in the area.*

The 2004 General Plan has designated the areas within the LTB sphere as agricultural. However, it is conceivable that in the future, lands previously used exclusively for agricultural purposes may be converted to other uses. If this were to occur, it would lead to an increase in service demand to the district. However, fire suppression and emergency medical services, in and of themselves, do not increase the likelihood of this type of activity and, therefore, induce urban growth or the premature conversion of agricultural, open space to urban uses.

Parcels currently within the LTB district receive adequate fire suppression and emergency response services as needed. If annexed, the areas described above would increase demand for these services, although it is expected that existing personnel and equipment would be adequate to meet the level of service required for the inclusion. In addition, funding, in the form of increased property taxes, assessments and applicable development impact fees, received would offset increased costs and ensure the sufficient provision of services to serve the area.

3. *The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide.*

LTB appears to provide moderate fire suppression and emergency response services within and, in cases of mutual aid responses, outside its boundaries. The district is compensated for these services primarily through property taxes and district assessments. These funds, however, are currently insufficient to maintain current levels of service. LTB participated in Aid to Fire and is participating in the new, two-year limited supplemental funding from CSA 7.

4. *The existence of any social or economic communities of interest in the area if the Commission determines that they are relevant to the agency.*

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LTB serves the community of Latrobe as well as the surrounding rural areas. There are no social or economic communities of interest in the area that will be broken due to this sphere update, nor are there any areas that will require special consideration from the Commission in this matter.

Recommendation

Pursuant to Government Code Section 56425(i)(2), the Commission does hereby establish the functions and classes of services provided by Latrobe Fire Protection District as those specified in California Health & Safety Code §13862. Based upon the information contained in this document, it is recommended that the Latrobe FPD Sphere of Influence be updated to affirm its original sphere, as shown in Map 21.

Meeks Bay Fire Protection District

1. The present and planned land uses in the area, including agricultural and open space lands.

The present land use in the MEK area includes residential, recreational and tourist-related uses. Primary residential areas within MEK are concentrated along Highway 89 around the edge of Lake Tahoe. Growth and development potential is limited largely by TRPA regulations and there is not expected to be any substantial changes in the planned land use as a direct result of this review. MEK is actively pursuing the annexation of 21 existing residential structures south of its boundaries that are within its sphere of influence. These structures are occupied seasonally, which indicates a potentially greater demand for fire and emergency response services than the surrounding open space lands within Eldorado National Forest and Bliss State Park. MEK pursued, but ultimately dropped, its bid to detach 14 parcels that are owned by the State of California, United States Forest Service and the California Tahoe Conservancy.

2. The present and probable need for public facilities and services in the area.

Parcels currently within the MEK district receive adequate fire suppression and emergency response services as needed. If annexed, the areas outside the agency described above would increase demand for these services; however, it is expected that MEK's existing personnel and equipment would be adequate to maintain its present level of service, both within the current boundaries and on those areas requested for inclusion. In addition, funding, in the form of increased property taxes and assessments received, will help offset the cost of the increased demand and ensure the adequate provision of services into the new area.

3. The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide.

The MEK appears to provide adequate fire suppression and emergency response services within and, in cases of mutual aid responses, outside its boundaries. The district is compensated for these services primarily through property taxes and district assessments. MEK participated in Aid to Fire until the contract ended in 2009. The district's revenue streams may be enough to keep the district viable and

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maintain service levels in the near term; however, a long term financial solution may be needed in the long term: either in the form of new funding or through a merger with a nearby FPD.

4. *The existence of any social or economic communities of interest in the area if the Commission determines that they are relevant to the agency.*

MEK serves the communities of Meeks Bay and Tahoma. No additional communities of interest are nearby on the El Dorado side of the county line.

Recommendation

Pursuant to Government Code Section 56425(i)(2), the Commission does hereby establish the functions and classes of services provided by Meeks Bay Fire Protection District as those specified in California Health & Safety Code §13862. Based upon the information contained in this document, it is recommended that the Meeks Bay FPD Sphere of Influence be reaffirmed as shown in Map 22.

Mosquito Fire Protection District

1. *The present and planned land uses in the area, including agricultural and open space lands.*

The present land use in the MQT area consists primarily of agricultural and residential uses, with a limited number of acres designated by the 2004 County General Plan for commercial purposes. Primary residential areas within MQT tend to primarily be located within the eastern portion of the district. There are no known development proposals expected to occur outside of a fire protection district boundary within the immediate vicinity of the MQT that may require a future amendment to the MQT sphere of influence.

2. *The present and probable need for public facilities and services in the area.*

Presently, all developed and undeveloped areas within the MQT district receive adequate fire suppression and emergency response services as needed. There are no areas outside of the current MQT service boundaries that require inclusion within either its sphere of influence or its service boundaries.

3. *The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide.*

MQT appears to provide adequate fire suppression and emergency response services within and, in cases of mutual aid responses, outside its boundaries. The district is compensated for these services primarily through property taxes and district assessments. These funds, however, are currently insufficient to maintain current levels of service. MQT participated in Aid to Fire and is participating in the new, two-year limited supplemental funding from CSA 7.

4. *The existence of any social or economic communities of interest in the area if the Commission determines that they are relevant to the agency.*

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MQT serves the communities of Mosquito and Swansboro Country. No additional communities of interest are nearby.

Recommendation

Pursuant to Government Code Section 56425(i)(2), the Commission does hereby establish the functions and classes of services provided by Mosquito Fire Protection District as those specified in California Health & Safety Code §13862. Based upon the information contained in this document, it is recommended that Mosquito FPD Sphere of Influence be updated to affirm its original sphere, which is coterminous with its current boundaries, as shown in Map 23.

Pioneer Fire Protection District

1. The present and planned land uses in the area, including agricultural and open space lands.

Two-thirds of the present land use in PIO is designated as permanent open space, as a recreational area or in timber production. The remaining third is composed of rural residential areas clustered on the western end of the district and in the communities of Fairplay, Grizzly Flat, Mt. Aukum, Outingdale and Somerset. Growth and development is not expected to change substantially as a direct result of this review. There are no known substantial development proposals expected to occur within the fire protection district boundary; there is also no known development plans that may require the expansion of the agency sphere of influence.

There are approximately 4,800 acres currently within the PIO sphere that are not within the district boundaries, with most of them in the Eldorado National Forest. Only a handful of these parcels are not in timber or other agricultural production. While these parcels are not within a fire protection agency, the vast majority of the area in question is surrounded on all sides by PIO boundaries, indicating that it would be the most likely agency to respond to a fire or medical emergency. This creates an issue of fiscal inequity to PIO, because it does not receive revenue from these parcels to offset the potential costs of service.

2. The present and probable need for public facilities and services in the area.

At present, all developed areas within PIO receive adequate fire suppression and emergency response services as needed. There are no areas outside of the current PIO service boundaries that are likely to require inclusion consideration within its sphere of influence in the foreseeable future. The agency may, however, consider detaching the State or Federal forest areas on the eastern portion of its service boundaries. These parcels do not generate property tax revenue for the district and fire suppression and emergency services are provided largely by those State and Federal agencies.

3. The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide.

PIO appears to provide adequate fire suppression and emergency response

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services within and, in cases of mutual aid responses, outside its boundaries. The district is compensated for these services primarily through property taxes. These funds, however, are currently insufficient to maintain current levels of service. PIO participated in Aid to Fire and is participating in the new, two-year limited supplemental funding from CSA 7.

4. *The existence of any social or economic communities of interest in the area if the Commission determines that they are relevant to the agency.*

PIO serves multiple distinct communities including the Fairplay, Grizzly Flat, Mt. Aukum, Outingdale and Somerset. The respective community populations are expected to remain relatively stable.

Recommendation

Pursuant to Government Code Section 56425(i)(2), the Commission does hereby establish the functions and classes of services provided by Pioneer Fire Protection District as those specified in California Health & Safety Code §13862. Based upon the information contained in this document, it is recommended that Pioneer FPD Sphere of Influence be updated to affirm the current sphere as shown in Maps 24 and 25.

Rescue Fire Protection District

1. *The present and planned land uses in the area, including agricultural and open space lands.*

The majority of present land use in the RES area includes rural and low density residential and agricultural uses, although, there are a few places with high density residential and commercial uses. The highest concentration of residents is in the town of Rescue; however, a substantial portion of the district's population is diffused throughout its service area. Future land uses are expected to remain relatively unchanged, with population growth likely lower than the projections for other unincorporated portions of the Western Slope. The 2004 General Plan encourages future development to remain within the community region of Rescue and the area west of Cameron Park. The area west of Cameron Park, especially south of Green Valley Road, is experiencing significant growth.

The current RES sphere includes lands to its west and east; neither of these areas are within the boundaries of a fire agency. Prior plans to develop the Kanaka Valley have been abandoned and most of the acreage designated for the development have been sold to the Bureau of Land Management and are now under public ownership. There are no plans to develop the parcels to the east beyond the current General Plan designation. These areas are between RES and El Dorado County FPD (ECF). The RES, EDH and ECF chiefs recognize that these parcels are not within their respective fire protection agency. Since further discussions and analyses are necessary, they have requested that their spheres remain as they are currently drawn.

2. *The present and probable need for public facilities and services in the area.*

Parcels currently within the RES district receive adequate fire suppression and

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emergency response services as needed. If annexed, the areas described above would increase demand for these services, potentially taxing existing personnel and equipment to maintain current levels of service to existing and new residents. Increased property taxes, development impact fees and assessments from any newly-annexed areas may offset this increase in costs.

3. *The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide.*

The RES appears to provide adequate fire suppression and emergency response services within and, in cases of mutual aid responses, outside its boundaries. The district is compensated for these services primarily through property taxes and district assessments. These funds, however, are currently insufficient to maintain current levels of service in the long term. RES participated in Aid to Fire and is participating in the new, two-year limited supplemental funding from CSA 7.

4. *The existence of any social or economic communities of interest in the area if the Commission determines that they are relevant to the agency.*

RES serves the community of Rescue as well as the areas west of Cameron Park.

Recommendation

Pursuant to Government Code Section 56425(i)(2), the Commission does hereby establish the functions and classes of services provided by Rescue Fire Protection District as those specified in California Health & Safety Code §13862. Based upon the information contained in this document, it is recommended that the Rescue FPD Sphere of Influence be updated to affirm its original sphere, as shown in Map 26.

County Service Area 7

1. *The present and planned land uses in the area, including agricultural and open space lands.*

The present land use in the CSA 7 service area varies, from an urban area (City of Placerville) to suburban areas (El Dorado Hills and Cameron Park) to rural and semi rural (i.e. Georgetown Divide or South County) to open space and natural (such as the Eldorado National Forest or the areas along Cosumnes River and the North and South Forks of the American River). The 2004 General Plan would direct growth to already-existing communities. Consequently, growth will most likely occur in already-populated areas, increasing the service demand and impacting response times. Since EMS services for the county are shared between two dependent districts separated by geographic and topographic factors, it does not appear that there may be an overriding reason for an amendment of the CSA 7 sphere of influence.

2. *The present and probable need for public facilities and services in the area.*

Presently, all developed and undeveloped areas within the CSA 7 service area receive adequate emergency response services as needed. Given this background, there are no areas outside of the current CSA 7 service boundaries that are likely to

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require inclusion consideration within its sphere of influence in the foreseeable future.

3. *The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide.*

CSA 7 appears to provide adequate emergency response services within and, in cases of mutual aid responses, outside its boundaries. The agency is compensated for these services primarily through property taxes and special taxes. The current members of the West Slope JPA are studying modifying the existing special tax, since it has not been updated since its institution. The proposal entails raising the amount, altering its calculation formula and adding a multiplier to keep up with the rise of inflation. This effort would be a collaborative effort between the JPA members and the County of El Dorado and ultimately subject to the approval of voters if it is placed on the ballot.

4. *The existence of any social or economic communities of interest in the area if the Commission determines that they are relevant to the agency.*

Because the CSA 7 covers the county's western slope, there are multiple communities of interest; however, while relevant to the agency, this sphere of influence would not separate or split a social or economic community of interest.

Recommendation

Pursuant to Government Code Section 56425(i)(2), the Commission does hereby establish the functions and classes of services provided by County Service Area #7 as Emergency Medical Services. All powers specified under Government Code §25213 are designated as latent with the exception of Government Code 25213(t). Based upon the information contained in this document, it is recommended that the CSA 7 Sphere of Influence be updated to affirm its original sphere, as shown in Map 27.

VI 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 and accompanying sphere of influence determinations qualify for a statutory exemption as outlined in Public Resources Code §15061(b)(3). These activities are covered by the general rule that CEQA applies only to projects which have the potential for causing a significant effect on the environment. Where it can be seen with certainty that there is no possibility that the activity in question may have a significant effect on the environment, the activity is not subject to CEQA. The MSR and sphere of influence updates have no possibility for causing a significant effect on the environment. A notice of exemption is attached as Appendix D. Any future projects that make use of this service review and the information contained herein will be subject to separate environmental review under CEQA.

VII REFERENCES

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 - Community Stations

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- Fire Protection and Emergency Medical Services (EMS) Supplemental Funding
- Interview with Chief Bill Dekker
- Garden Valley Fire Protection District website (<http://www.gardenvalleyfire.org/>):
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- Draft Services Agreement between FIRE RECOVERY USA, LLC and Georgetown Fire Protection District

Lake Valley Fire Protection District

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- Interview with Chief Chris Couper
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Meeks Bay Fire Protection District

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- Placer LAFCO's 2009 Municipal Services Review for North Tahoe Fire Protection District
- Interview with Chief John Pang
- Fire Protection and Emergency Medical Services (EMS) Supplemental Funding
- Meeks Bay FPD Call Data

Mosquito Fire Protection District

- Fire District Questionnaire – 2008
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- Divide Consolidation Study, dated 1993-1994
- Interview with and comments from Chief Bob Davis

Pioneer Fire Protection District

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- Interview with and comments from Chief Bob Gill
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 - “Fire District Board Appoints New Member” – February-March 2011

VIII APPENDICES

- A. Fire Agencies' Service and Programs**
- B. California Department of Forestry and Fire Protection (CAL FIRE)**
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