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# Fire Protection and Emergency Medical Services Draft MSR/SOI Update

— El Dorado County LAFCO —

*January 26, 2022*

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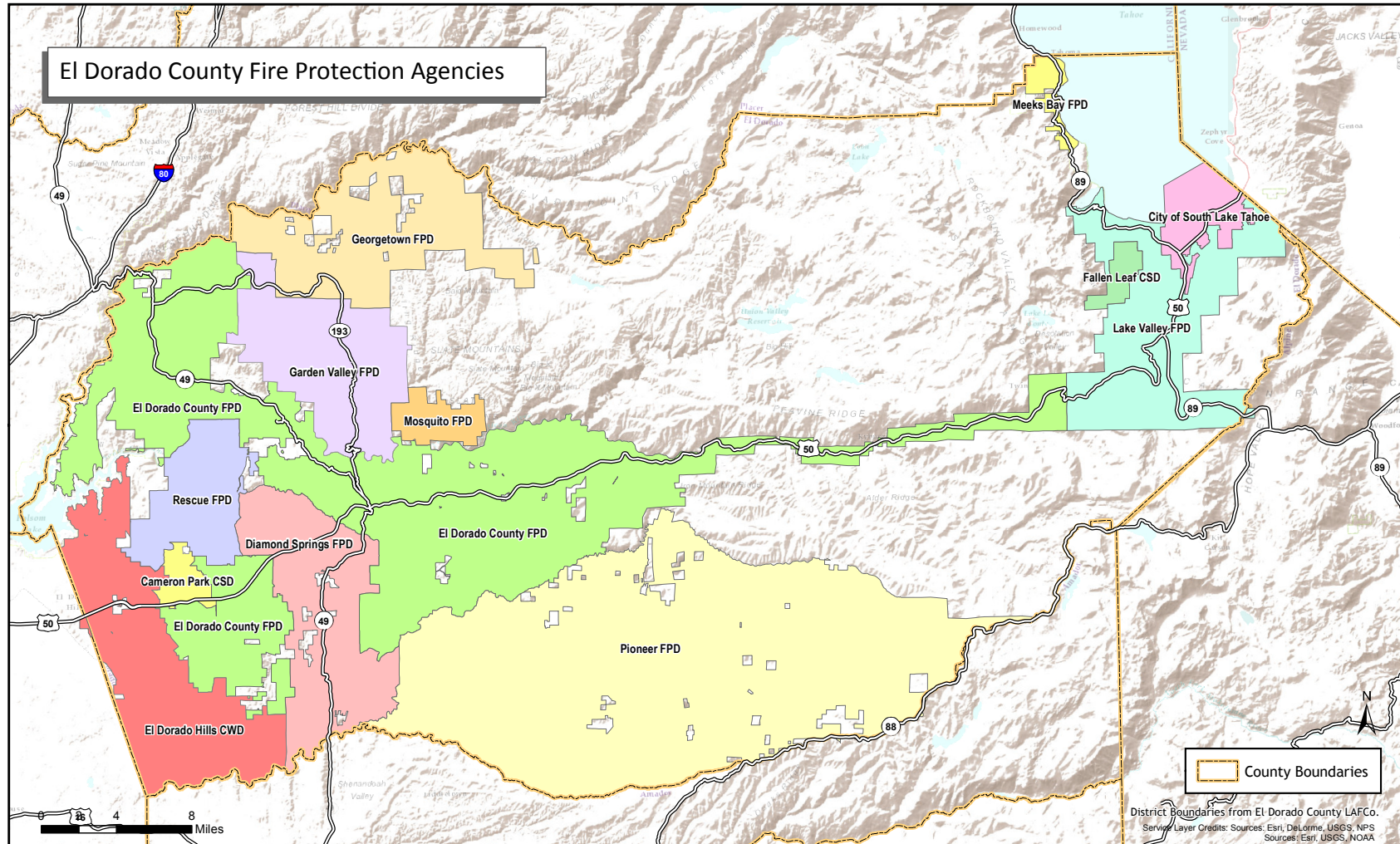
# Presentation Outline

1. Overview of fire protection and emergency medical services in the County
2. Report Organization
3. Report Process
4. Main Report Key Findings
5. Sphere of Influence Study
6. SOI Recommendations
7. Next Steps
8. Conclusion

# 1. Overview of Fire Protection and EMS Services in the County



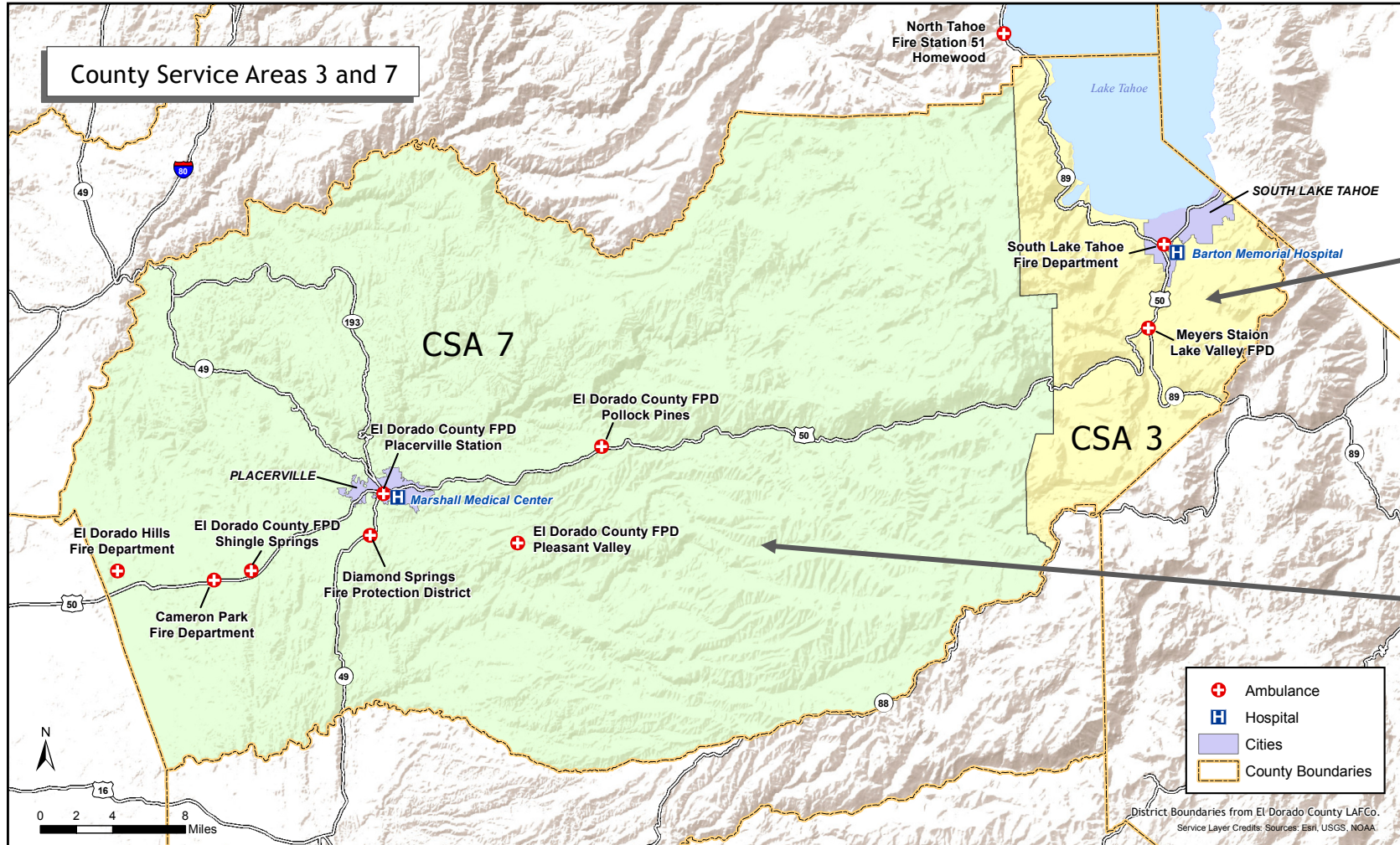
# Overview



# Overview

| Service                    | CAM      | DSP | ECF           | EDH | FLL        | GRV                               | GEO           | LAV                 | MEK | MQT   | PIO           | RES      | SLT |
|----------------------------|----------|-----|---------------|-----|------------|-----------------------------------|---------------|---------------------|-----|---|---------------|----------|-----|
| Structural Fire Protection | CAL FIRE | DSP | ECF           | EDH | JPA        | GRV, GEO, MQT, ECF                | GEO           | LAV, CAL FIRE, USFS | NTF | MQT   | PIO           | RES      | JPA |
| Wildland Fire Protection   | CAL FIRE | DSP | ECF, CAL FIRE | EDH | FLL        | GRV, GEO, MQT, ECF, CALFIRE, USFS | GEO, CAL FIRE | LAV                 | NTF | MQT, CAL FIRE                               | PIO, CAL FIRE | RES      | SLT |
| Emergency Medical Response | CAL FIRE | DSP | ECF           | EDH | FLL        | JPA                               | GEO           | LAV                 | NTF | JPA   | JPA           | JPA      | SLT |
| Rescue/Extrication         | CAL FIRE | DSP | ECF           | EDH | FLL        | GRV, GEO, MQT, ECF, USFS          | GEO           | LAV                 | NTF | MQT, ECF, DSP (Technical rescue)            | PIO           | RES      | SLT |
| Hazardous Materials        | CAL FIRE | DSP | ECF, Others   | EDH | FLL        | GRV, GEO, MQT, ECF, USFS          | GEO           | LAV                 | NTF | MQT, EDC                                    | PIO           | EDC      | SLT |
| Training                   | CAL FIRE | DSP | ECF           | EDH | FLL, Other | GRV, GEO, MQT, CALFIRE            | GEO           | LAV, TFFT           | NTF | MQT and jointly with other fire districts   | PIO           | RES, EDH | SLT |
| Fire Safety Education      | CAL FIRE | DSP | ECF           | EDH | FLL, Other | GRV                               | GEO           | LAV                 | NTF | MQT   | PIO           | EDH      | SLT |
| Arson Investigations       | CAL FIRE | DSP | ECF           | EDH | FLL, Other | None                              | GEO           | LAV                 | NTF | MQT and EDSO/ County FPO Investigation Team | Regional Team | EDH      | SLT |

# Overview



(Cal Tahoe JPA)



(West Slope JPA)

# Overview

## West Slope JPA

| Agency   | Role                    | Ambulances                             |
|--|-------------------------|--|
| CAL FIRE Camino ECC                                | Dispatch                | None                                   |
| Cameron Park Community Services District           | Transporting Agency     | Medic 89                               |
| Diamond Springs/El Dorado Fire Protection District | Transporting Agency     | Medic 49                               |
| El Dorado County Fire Protection District          | Transporting Agency     | Medic 17, Medic 19, Medic 25, Medic 28 |
| El Dorado Hills County Water District              | Transporting Agency     | Medic 85                               |
| Georgetown Fire Protection District                | Transporting Agency     | Medic 61                               |
| Garden Valley Fire Protection District             | Non-Transporting Agency | None                                   |
| Mosquito Fire Protection District                  | Non-Transporting Agency | None                                   |
| Pioneer Fire Protection District                   | Non-Transporting Agency | None                                   |
| Rescue Fire Protection District                    | Non-Transporting Agency | None                                   |
| Marshall Medical Center                            | Hospital                | None                                   |

# Overview

## Cal Tahoe JPA

| Agency                                      | Role                    | Ambulances                                      |
|---|-------------------------|---|
| Cal Tahoe JPA                               | Transporting Agency     | Medic 1, Medic 2, Medic 3,<br>Medic 5 (Reserve) |
| City of South Lake Tahoe Fire Department    | Non-Transporting Agency | None  |
| City of South Lake Tahoe Dispatch           | Dispatch                | None  |
| Fallen Leaf Lake Community Service District | Non-Transporting Agency | None  |
| Lake Valley Fire Protection District        | Transporting Agency     | Medic 7, Medic 6 (Reserve)                      |



# 2. Report Organization



# Report Organization

El Dorado Local Agency Formation Commission

DRAFT

Countywide Fire Protection and Emergency Medical Services Municipal Service Review and Sphere of Influence Update



Main Report  
Volume I of II  
January 26, 2022



El Dorado Local Agency Formation Commission

DRAFT

Countywide Fire Protection and Emergency Medical Services Municipal Service Review and Sphere of Influence Update



Agency Municipal Service Reviews  
Volume II of II  
January 26, 2022



# Report Organization

## Volume 1 – Main Report

### Table of Contents *Volume I of II – (this volume)*

|  |      |
|--|------|
| Acronyms and Abbreviations .....                             | i    |
| Chapter 1: Executive Summary .....                           | 1-1  |
| Chapter 2: Resolution .....                                  | 2-1  |
| Chapter 3: Introduction .....                                | 3-1  |
| Chapter 4: Countywide Infrastructure .....                   | 4-1  |
| Chapter 5: Countywide Finances .....                         | 5-1  |
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| Chapter 7: Comments Received .....                           | 7-1  |
| Chapter 8: References.....                                   | 8-1  |
| Chapter 9: Glossary.....                                     | 9-1  |
| Chapter 10: Acknowledgements.....                            | 10-1 |

- Summarizes Countywide infrastructure, finances, and includes the Sphere of Influence Study and recommended determinations
- Includes Executive Summary and place holder for the LAFCO Board Resolution for the Final Report.

# Report Organization

## Volume II – Agency Municipal Service Reviews

### Table of Contents *Volume II of II – (this volume)*

|  |      |
|--|------|
| Chapter 1: Fire and Emergency Medical Services Agency MSR General Information..... | 1-1  |
| Chapter 2: Cameron Park Community Services District (CAM).....                     | 2-1  |
| Chapter 3: Diamond Springs/El Dorado Fire Protection District (DSP).....           | 3-1  |
| Chapter 4: El Dorado County Fire Protection District (ECF).....                    | 4-1  |
| Chapter 5: El Dorado Hills County Water District (EDH).....                        | 5-1  |
| Chapter 6: Fallen Leaf Lake Community Services District (FLL).....                 | 6-1  |
| Chapter 7: Garden Valley Fire Protection District (GRV).....                       | 7-1  |
| Chapter 8: Georgetown Fire Protection District (GEO).....                          | 8-1  |
| Chapter 9: Lake Valley Fire Protection District (LAV).....                         | 9-1  |
| Chapter 10: Meeks Bay Fire Protection District (MEK).....                          | 10-1 |
| Chapter 11: Mosquito Fire Protection District (MQT).....                           | 11-1 |
| Chapter 12: Pioneer Fire Protection District (PIO).....                            | 12-1 |
| Chapter 13: Rescue Fire Protection District (RES).....                             | 13-1 |
| Chapter 14: City of South Lake Tahoe (SLT).....                                    | 14-1 |
| Chapter 15: County Service Area (CSA) 3 and CSA 7.....                             | 15-1 |

- Provides MSRs for all 13 Fire Agencies and the two County Service Areas
- 1<sup>st</sup> Chapter provides summary information that is relevant to specific sections in each MSR Chapter

# Report Organization

## Volume II – Agency Municipal Service Reviews

### CKH Act - 7 MSR Determinations

1. Growth and population projections for the fire agency service areas;
2. Disadvantaged unincorporated communities;
3. Present and planned capacity of public facilities;
4. Financial ability of each agency to provide services;
5. Opportunities for shared facilities;
6. Accountability for government service needs; and
7. Any other matter related to service delivery as required by policy of El Dorado LAFCO. El Dorado LAFCO has added: 'The potential effect of each agency services on agricultural and open space lands.'

# Report Organization

## Volume II – Agency Municipal Service Reviews

### Basic Chapter Outline

- Agency Profile
- Agency Formation and Boundary
- Agency Governance and Accountability
- Growth and Population Forecasts
- Public Services and Infrastructure
- Financial Ability to Provide Services
- Determinations
- References

### Chapter 2. Cameron Park Community Services District

This chapter details the district formation, boundary, government structure, population and land use, disadvantaged communities, finances, and the provision of fire protection facilities and services provided by the Cameron Park Community Services District (CAM or District) as well as the MSR determinations for this District.



#### Table of Contents

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| 2.1.1 | Agency Overview .....               | 2-5 |
| 2.2   | Agency Formation and Boundary ..... | 2-6 |

# Report Organization

## Volume II – Agency Municipal Service Reviews

### Determinations

- Scoring
  - ▲ Above Average (compared to similar Districts)
  - Average
  - ▼ Below Average
  - ◆ Statement of Fact (not rated)
- Key facts and indicators that support each determination are organized by the Cortese Knox Hertzberg Act

# 3. Report Process





# Report Process

- Outreach with local agencies
  - Development and distribution of Request for Information (RFI)
  - Follow up calls and emails to each agency representative
  - One-on-one meetings with each agency representative
- Agencies provided data
- Objective data evaluation and analysis
- Preliminary Draft MSR Chapters
- Public Review Draft MSR/SOI Update
- Final MSR/SOI Update

# 4. Main Report Key Findings



# Main Report Key Findings Outline

1. Ambulance Services
2. Infrastructure Challenges
  1. Dispatch
  2. Roadway
  3. Water systems
3. Staffing Challenges
4. Automatic Aid
5. Countywide Financing Challenges

# Main Report Key Findings

## Ambulance Services

- Ambulance services throughout the County appear to be operating well.
- Funding for both CSAs is adequate to meet current and future needs with healthy reserves for both CSAs.

## Challenges

- Tahoe Basin: City of South Lake Dispatch data not available.
- West Slope: High call volumes experienced by the four ambulances along the US Highway 50 Corridor.

# Main Report Key Findings

## Countywide Infrastructure - Dispatch System Challenges

### West Slope

- Numerous gaps in the system.
- Delays in dispatch.
- Firefighting personnel need to manually switch to different repeaters.

### Tahoe Basin

- The City of South Lake Tahoe Dispatch primary repeater for the area does not reach many areas of the Lake Valley FPD and Fallen Leaf Lake CSD.
- The City of South Lake Tahoe is aware of gaps in the system and will be working diligently within the next few years to make the necessary upgrades.

# Main Report Key Findings

## Countywide Infrastructure - Roadway System Challenges

### West Slope

- Delays based on inclement weather due to downed trees and limbs
- Lack of County Road Maintenance Division staff to quickly respond

### Tahoe Basin

- Snow removal delays based on funding shortfalls for areas of Lake Valley FPD
- Roadways are falling further into disrepair, leading to more expensive repairs because funds are diverted to snow removal equipment.

# Main Report Key Findings

## Countywide Infrastructure - Water System Challenges

- Water available for fire suppression is varied throughout the West Slope based on fire agency location.
- Some Districts with areas of concern were:
  - Diamond/El Dorado FPD
  - Mosquito FPD
  - Pioneer FPD
  - Rescue FPD
- Water service in the Tahoe Basin side of the County is provided by multiple providers throughout the area. Some areas of concern were:
  - Meeks Bay FPD and areas of the City and Lake Valley FPD

# Main Report Key Findings

## Staffing Challenges

### National Fire Protection Association

- National Fire Protection Association (NFPA): a global self-funded non-profit organization
- NFPA codes and standards are utilized by fire agency providers in the County.

### NFPA 1710 Standard for Career Fire Departments

Recommends company staffing (crew Size) on duty of 4 personnel minimum or (4-0) staffing

### NFPA 1720 Standard for Combination & Volunteer Fire Departments

Recommends minimum staff response based on area population and travel distance



# Main Report Key Findings

## Staffing Challenges

### Cal OSHA

- Requirements for interior structural firefighting as described under §5144(g)(4)
- Under Cal OSHA requirements, **at least 4 firefighters** are needed to engage in interior structural firefighting.
- It is noted that firefighters can perform emergency rescue activities before the required number of firefighters is available (OSHA, 2021).

# Main Report Key Findings

## Staffing

### Agency and Staffing Model, 2020

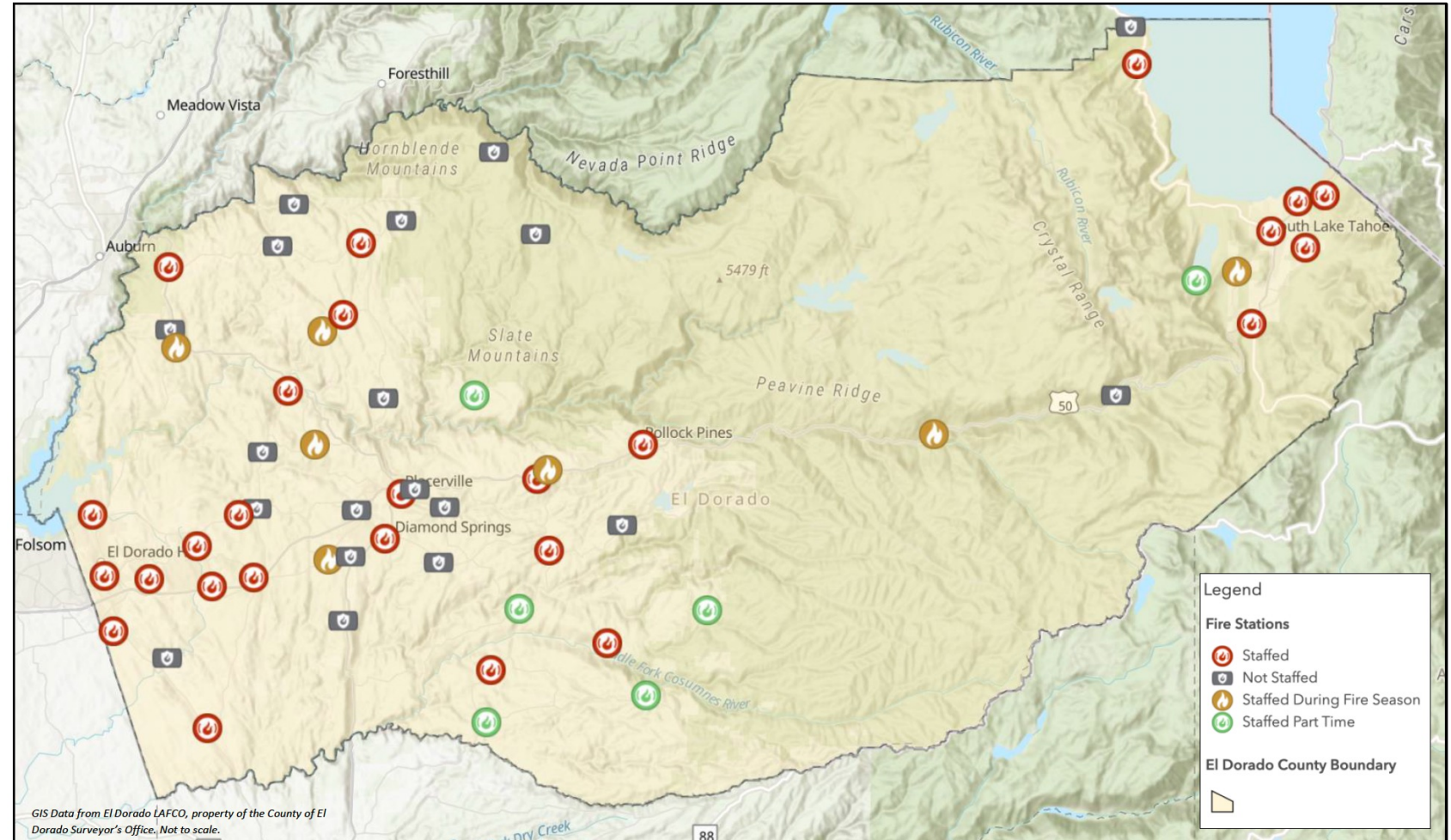
- Many fire agencies in the State are only able to provide (3-0) staffing
- (3-0) staffing used as minimum standard when reviewing staffing levels for this MSR/SOI Update.

| Agency             | Staffing Model      |
|--------------------|---------------------|
| <b>West Slope</b>  |                     |
| CAM                | 2-0                 |
| DSP                | 3-0/4-0             |
| ECF                | 2-0/3-0             |
| EDH                | 3-0/4-0             |
| GEO                | Combined* (1-0)     |
| GRV                | 1-0                 |
| MQT                | Combined* (2-0/3-0) |
| PIO                | 1-0                 |
| RES                | 2-0                 |
| <b>Tahoe Basin</b> |                     |
| FLL                | 2-0                 |
| LAV                | 2-0                 |
| MEK                | 2-0                 |
| SLT                | 3-0/4-0             |

# Main Report Key Findings

Station Staffing status as of 2020

- 25 stations staffed full-time
- 22 stations not staffed
- 8 staffed part-time or seasonally



# Main Report Key Findings

## West Slope - Automatic Aid

### Benefits

- Automatic aid system greatly enhances services to residents and visitors by dispatching closest resource.

### Challenges

- Some agencies receive more aid than they provide to their neighbors which could cause disparities
- Lower staffing levels and unstaffed stations could explain these disparities.

# Main Report Key Findings

## Countywide Finances - Challenges

- Loss of historically available property tax revenue
- Lack of available alternative revenue sources (PILT and Prop 172)
- Unable to increase direct benefit assessments or special taxes through ballot measures
- Variability of strike team reimbursements
- High Unfunded Accrued Liability (UAL) CalPERS

# Main Report Key Findings

## Countywide Finances

### 2020 West Slope Fiscal and Deployment Conditions

- A score for each fire agency was created based on specific MSR determinations within each agency MSR Chapter and two additional criteria from information in the Main Report.
- Scores could range from 0 – 18 total points
- Condition Categories = Great, Fair, Limited, and Deficient

| Fire Agency | Total Score | Condition Category |
|-------------|-------------|--------------------|
| CAM         | 9           | Fair               |
| DSP         | 7           | Limited            |
| ECF         | 8           | Limited            |
| EDH         | 17          | Great              |
| GRV         | 3           | Deficient          |
| GEO         | 8           | Limited            |
| MQT         | 7           | Limited            |
| PIO         | 9           | Fair               |
| RES         | 5           | Limited            |

# Main Report Key Findings

## Countywide Finances

### 2020 Tahoe Basin Slope Fiscal and Deployment Conditions

- A score for each fire agency was created based on specific MSR determinations within each agency MSR Chapter and one additional criteria from information in the Main Report.
- Scores could range from 0 – 16

| Fire Agency | Total Score | Condition Category |
|-------------|-------------|--------------------|
| FLL         | 1           | Deficient          |
| LAV         | 8           | Fair               |
| MEK         | 6           | Limited            |
| SLT         | 12          | Great              |

# 5. Sphere of Influence Study





# Sphere of Influences Study

As part of the SOI Update, consultants were directed by LAFCO staff to provide analysis for three SOI options for the Commission to consider. These three options are:

Option 1 – Maintain Existing SOIs and Friendly SOI Changes

Option 2 – Establish a West Slope Fire Authority

Option 3 – Boundary Adjustments

- Consultants and LAFCO staff are recommending the Commission consider approval of Option 1 – Maintain Existing SOIs and Friendly SOI Changes.

# Sphere of Influences Study

## Option 1 - Maintain Existing SOIs and Friendly SOI Changes

- Recommends that the existing Sphere's of Influence for the following agencies remain unchanged:
  - Cameron Park CSD,
  - Diamond Springs/El Dorado FPD,
  - El Dorado County FPD,
  - Fallen Leaf Lake CSD,
  - Garden Valley FPD,
  - Georgetown FPD,
  - Lake Valley FPD,
  - Mosquito FPD,
  - Pioneer FPD,
  - and the City of South Lake Tahoe
- Discussions have progressed with El Dorado Hills CWD and Rescue FPD to the point that both agencies are supportive of SOI changes towards reorganization efforts. SOI Recommendation to:
  - Zero Sphere Rescue FPD
  - Expand El Dorado Hills CWD SOI to include Rescue's boundary and SOI
- Meeks Bay FPD is currently in negotiations with North Tahoe Fire in Placer County for a future consolidation. Recommendation to:
  - Zero Sphere Meeks Bay FPD.

# Sphere of Influences Study

## Option 1 - Maintain Existing SOIs and Friendly SOI Changes

### Fire Summit

- Offers opportunities to collaborate between fire agencies, LAFCO, and the County
- Allows an opportunity for the public to be involved
- Provides for an open forum to discuss a holistic view of fire protection and emergency medical services

Consultants hope that the LAFCO Commission will seriously consider hosting or partnering with the County or the fire agencies to host a Fire Summit within 2 years of the release of this report.

# Sphere of Influences Study

## Option 2 - Establish a West Slope Fire Authority

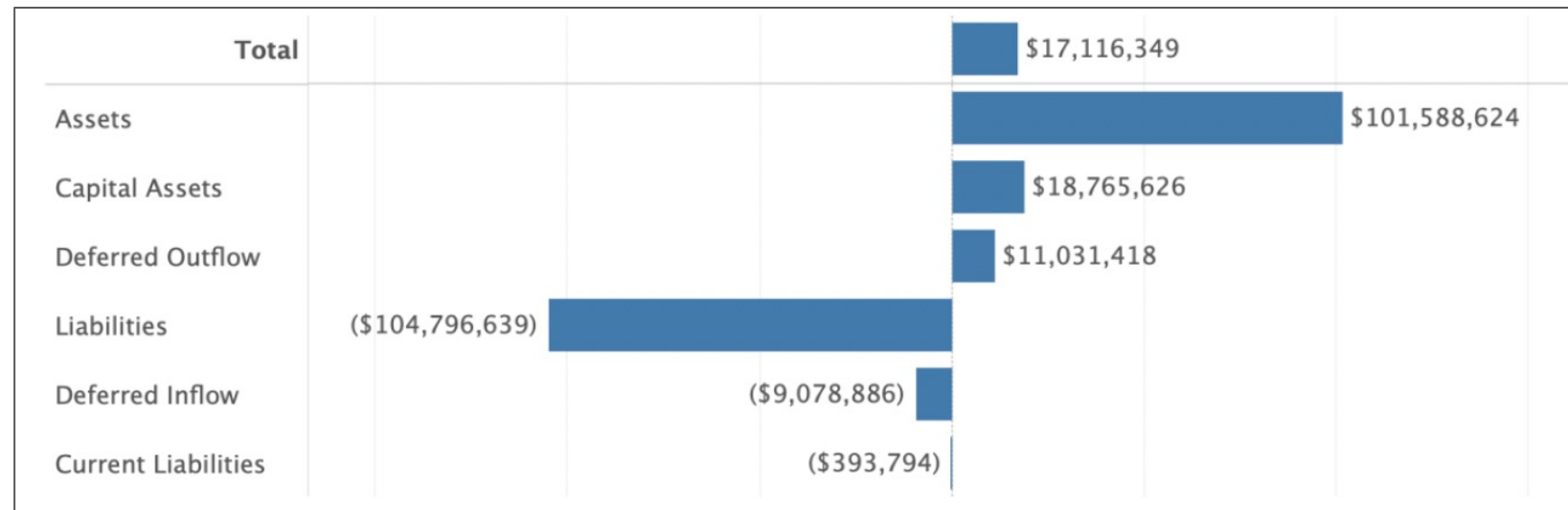
- Option No. 2 suggests consolidating fire protection and EMS under a West Slope Fire Authority, funded and administered through County Service Area 7 (CSA 7).
- This option has been discussed by the LAFCO Commission on multiple occasions. This option has also been termed the “San Diego Model” by LAFCO staff and commissioners.

# Sphere of Influences Study

## Option 2 - Establish a West Slope Fire Authority

- To offer a very rough idea of the financing available for a consolidated Fire Authority, consultants have combined the FY 2018/2019 audited financial information from all nine West Slope fire agency MSR chapters.

Theoretical West Slope Fire Authority “Net Position” for FY 2018/2019



# Sphere of Influences Study

## Option 3 - Boundary Adjustments

The 2011 MSR identified the following agencies as candidates for readjustment of their boundaries based on the concept of community identity, location of fire stations and mutual aid calls at the time:

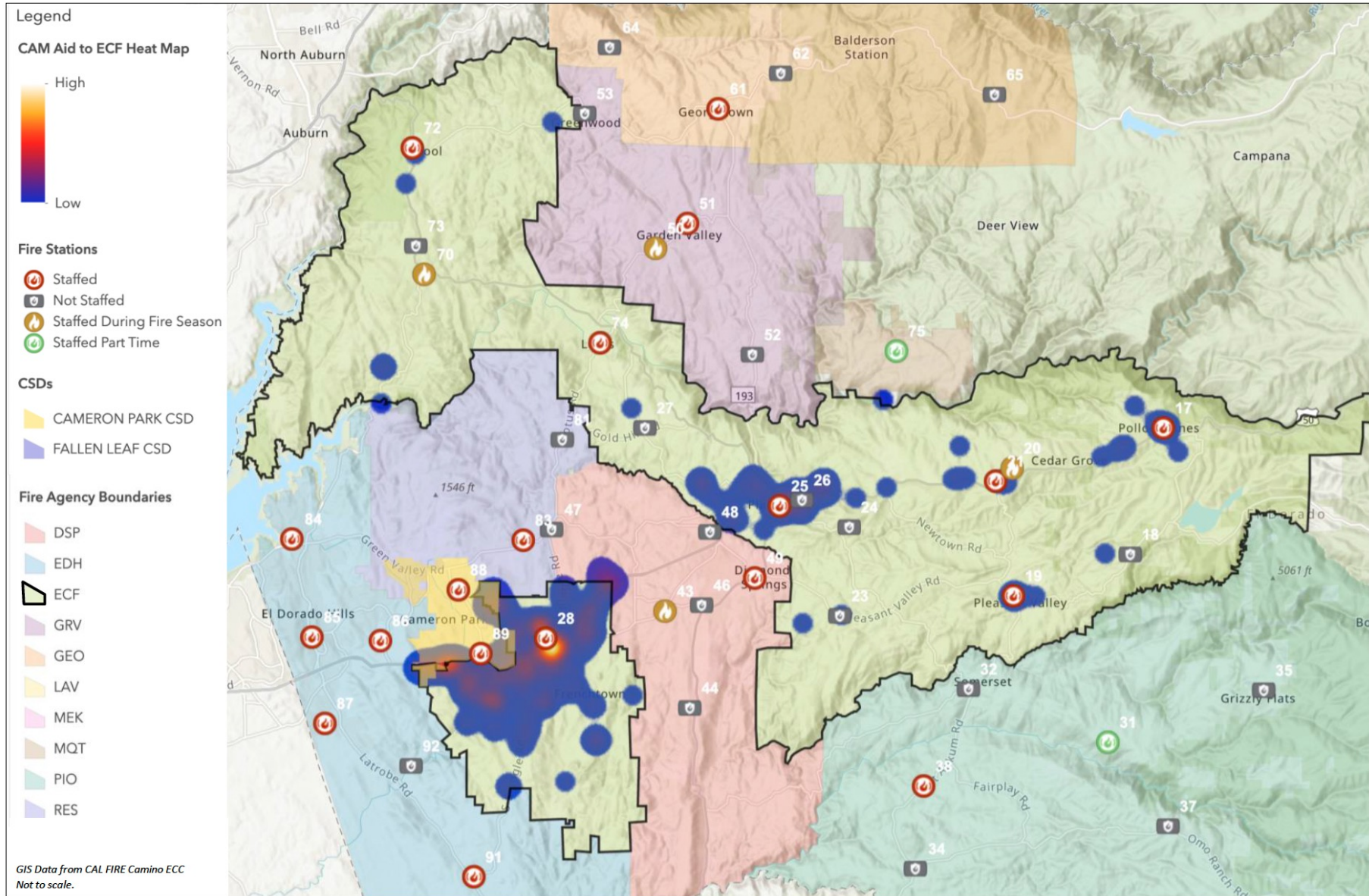
- El Dorado Hills CWD and Rescue FPD
- El Dorado County FPD and Cameron Park CSD
- El Dorado County FPD and Diamond Springs/El Dorado FPD
- Diamond Springs/El Dorado FPD and Rescue FPD
- Rescue FPD and Cameron Park CSD

# Sphere of Influences Study

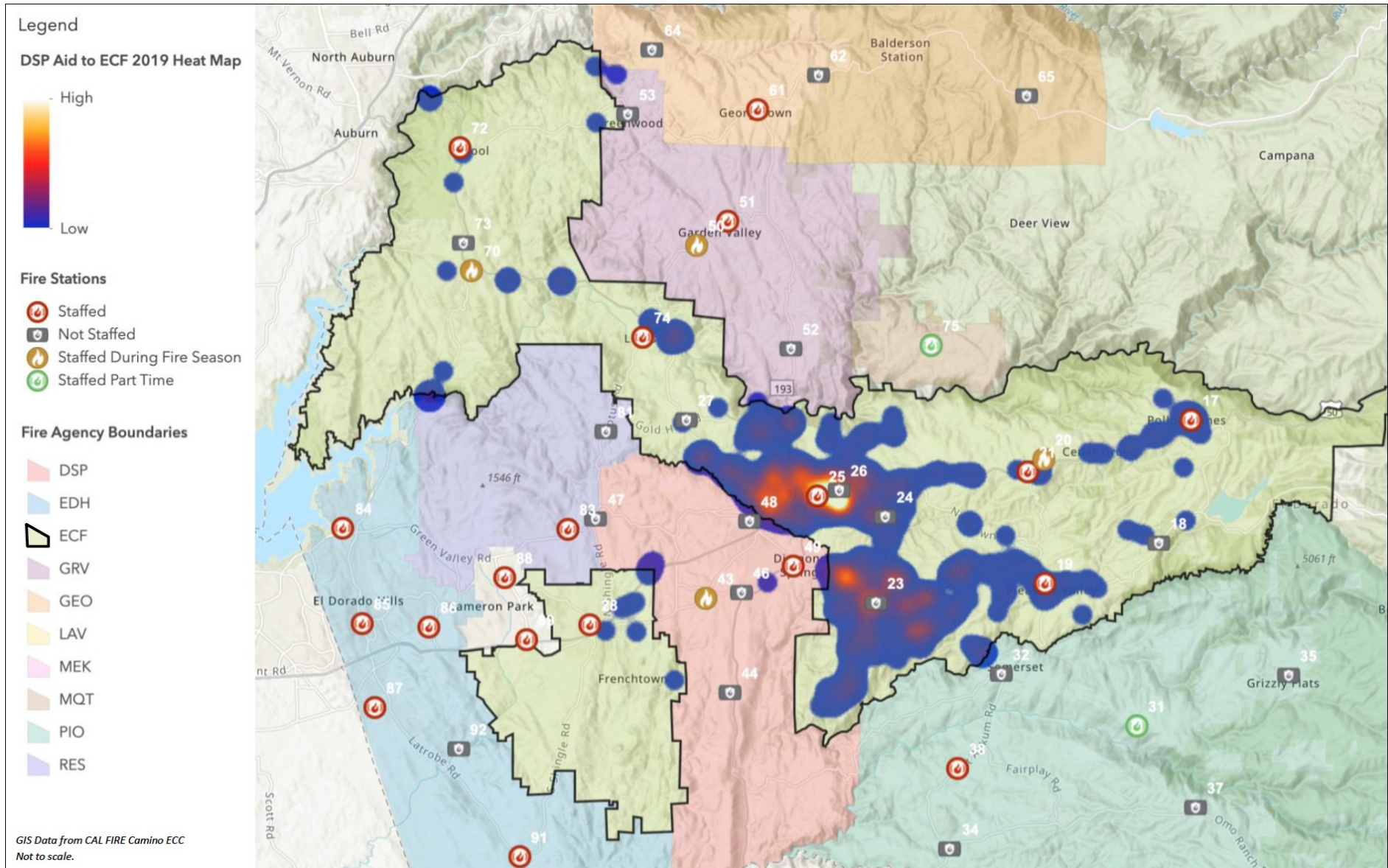
## Option 3 - Boundary Adjustments

This MSR/SOI Update reviewed possible readjustment of service boundaries based on automatic aid for:

- El Dorado County FPD and Cameron Park CSD
- El Dorado County FPD and Diamond Springs/El Dorado FPD
- Automatic Aid – 2019
  - CAM provided aid to ECF 259 more times than received
  - DSP provided aid to ECF 472 more times than received
- Where could the boundaries be adjusted?







# Sphere of Influences Study

## Option 3 - Boundary Adjustments

- While on the surface it could appear that one agency is relying on more aid from another agency, a deeper analysis may suggest a different story.
- Cameron Park CSD only responded to 20 calls in El Dorado County FPD area without El Dorado County FPD also responding.
- El Dorado County FPD has capacity for the majority of the calls, they are just not the closest resource dispatched for those calls.

# 6. Sphere of Influence Recommendations



# SOI Recommendations

- The Commission's final SOI determinations will be part of a Resolution which the Commission formally adopts during a public meeting anticipated for April, 2022.
- This report recommends determinations under Option 1 – Maintain Existing SOIs and Friendly SOI Changes; to amend the SOI for three agencies and leave the SOIs for the remaining 10 agencies unchanged.
- This report also recommends that the Municipal Service Review (MSR) for three agencies be revisited within three years to evaluate District viability. These agencies are:
  - Fallen Leaf Lake CSD
  - Garden Valley FPD
  - Mosquito FPD

# 7. Next Steps



# Next Steps

- Public comment period ends March 28, 2022 (60 day comment period)
- Comments Received and Responses prepared
- Final MSR/SOI Update
  - Anticipated for April 2022

# 8. Conclusion



# Acknowledgements

## County & LAFCO Staff

- Erica Sanchez, Interim Executive Officer (LAFCO)
- Jose Henriquez, Former Executive Officer (LAFCO)
- Don Ashton, CAO
- Sue Hennike, Deputy CAO
- Jeremy Apodaca, Sr. Admin. Analyst CAO
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- Rob Peters, Deputy Director of Planning
- Efren Sanchez, MPA, Associate Planner
- Kim Smith, Project Manager Elections Department



# Acknowledgements

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- Bryan Ransdell, Former Fire Chief (DSP)
- Matthew Gallagher, Fire Chief (DSP)
- Cristy Jorgensen, Deputy Director (West Slope JPA)
- Ryan Wagoner, Executive Director (Cal Tahoe JPA)
- Tim Cordero, Fire Chief (ECF)
- Paul Dutch, Division Chief (ECF)
- Maurice “Mo” Johnson, Fire Chief (EDH)
- Michael Lilienthal, Deputy Chief (EDH)
- Gary Gerren, General Manager/Fire Chief (FLL)
- Linda Szczepanik, Former Interim Fire Chief (GRV)
- Wes Norman, Fire Chief (GRV)
- Glenn Brown, Fire Chief (GEO)
- Brad Zlendick, Fire Chief (LAV)
- Mike Schwartz, Former Fire Chief for North Tahoe Fire (MEK)
- Steve Leighton, Fire Chief for North Tahoe Fire (MEK)
- Steve McNamara, Division Chief for North Tahoe Fire (MEK)
- Shawn Crawford, Former Office Manager (MEK)
- Jack Rosevear, Fire Chief (MQT)
- Barbara Mikel, Former Board President (MQT)
- Connell Persico, Board President (MQT)
- Mark Matthews, Fire Chief (PIO)
- Clive Savacool, Fire Chief (SLT)
- Melissa Dube, Public Safety Dispatch Supervisor (SLT)
- Brain Newman, Assistant Chief Amador-El Dorado Unit (CAL FIRE)
- Scott Lindgren, Former Unit Chief Amador-El Dorado Unit (CAL FIRE)
- Tony Peard, Communications Operator Nevada-Yuba-Placer Unit (CAL FIRE)

# Acknowledgements

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# Questions?