MUNICIPAL SERVICE REVIEW FOR FIRE AND EMERGENCY SERVICES WEST PLACER COUNTY AREA DRAFT FINAL

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Prepared for the
Placer County Local Agency Formation Commission
by Policy Consulting Associates, LLC.

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ACRONYMS

af:	Acre-feet
afa:	Acre-feet per annum
BLS:	Basic Life Support
BOE	California Board of Equalization
CC&R	Covenants, Conditions and Restrictions
CEQA:	California Environmental Quality Act
CHP:	California Highway Patrol
CIP:	Capital improvement plan
CSDA:	California Special District Association
CY:	Calendar year
DFG:	California Department of Fish and Game
DME:	Durable Medical Equipment
DOF:	California Department of Finance
EMS:	Emergency Medical Services
EMT:	Emergency Medical Technician
ERAF:	Educational Revenue Augmentation Fund
FDAC-FASIS:	Fire District Association of California- Fire Agency Self-Insurance System
FEERAM:	Fire Engine Equipment Replacement and Maintenance
FEMA:	Federal Emergency Management Agency
FD:	Fire District
FF:	Firefighter
FPD:	Fire Protection District
FTE:	Full-Time Equivalent
FY:	Fiscal year
GIS:	Geographic Information Systems
GM:	General Manager
GP:	General Plan
ISO:	Insurance Services Organization
JHA:	Jurisdiction having authority
JPA:	Joint Powers Authority
LAFCO:	Local Agency Formation Commission
MCL:	Maximum Contaminant Level
mg:	Millions of gallons
MSR:	Municipal service review
NA:	Not applicable
NFPA:	National Fire Protection Association
NP:	Not provided
OASA:	Out-of-Area Service Agreement
OES:	Office of Emergency Services
OIT:	Operator in training
OPR:	Governor's Office of Planning and Research
PSAP:	Public Safety Answering Point
SDMRA:	Special District Risk Management Authority
SOI:	Sphere of influence

SR:	State Route
USFS:	United States Forest Service

PREFACE

Prepared for the Placer Local Agency Formation Commission (LAFCO), this report is a service specific municipal services review—a state-required comprehensive study of fire services within the western portion of Placer County. This MSR focuses on local agencies and other municipal service providers in western Placer County that provide fire suppression and emergency medical services.

Much of the information collected for the purposes of this report was originally gathered in the summer and fall of 2014, making much of the information shown here nearing three years old. Changes in data are expected to occur almost immediately after it has been gathered. MSRs are a snapshot in time to give a general picture of the issues facing agencies as outlined in the legally required determinations to which LAFCO must come. The information within the report is not assumed to remain unchanged in the future. While the data is not the most recent available, it provides an accurate and lasting description of the structure of fire services in the County and the challenges faced by the fire agencies. The information within the report continues to be informative for LAFCO's SOI update process, which is the intent of the law. The data, for the most part, remains specific to the time period it was collected; however, the author has updated descriptions of service structure where significant changes have occurred or are proposed to occur.

CONTEXT

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

CREDITS

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

Placer LAFCO Executive Officer, Kris Berry, provided project direction and review. Placer County GIS prepared maps and provided GIS analysis. This report was prepared by Policy Consulting Associates, LLC, and co-authored by Oxana Wolfson and Jennifer Stephenson. Oxana Wolfson served as project manager. Jennifer Stephenson provided research analysis.

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

1. EXECUTIVE SUMMARY

This report is a Municipal Service Review (MSR) of fire services provided in western Placer County prepared for the Placer Local Agency Formation Commission (LAFCO). An MSR is a State-required comprehensive study of services within a designated geographic area, in this case, western Placer County. The MSR requirement is codified in the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (Government Code §56000 et seq.).

Figure 1-1: Fire Protection Agencies in Western Placer County

Fire and EMS
Districts
Alta Fire Protection District (AFPD)
Foresthill Fire Protection District (FFPD)
Loomis Fire Protection District (LFPD)
Newcastle Fire Protection District (NFPD)
Penryn Fire Protection District (PFPD)
Placer Hills Fire Protection District (PHFPD)
Rocklin Fire Protection District (RFPD)
South Placer Fire Protection District (SPFPD)
Sacramento Metropolitan Fire District (SMFD)
Cities
City of Auburn Fire Department (AFD)
City of Colfax Fire Department (CFD)
City of Lincoln Fire Department (LFD)
City of Rocklin Fire Department (RocFD)
City of Roseville Fire Department (RosFD)
Other
Placer County Fire Department
CAL FIRE

This report focuses on special districts and cities under LAFCO jurisdiction in western Placer County that provide fire and emergency medical services (EMS). As shown in Figure 1-1, nine special districts and five city fire departments were reviewed as part of this MSR. Sacramento Metropolitan Fire District received a limited review, as it is a multi-county special district with its principal LAFCO being Sacramento LAFCO, which is responsible for adopting municipal service review determinations and updating the District's sphere of influence (SOI).

While not under the jurisdiction of LAFCO, Placer County Fire Department (PCF) was also reviewed to provide a comprehensive picture of fire service configuration in the region given that PCF provides services in a substantial portion of the study area and has direct influence on neighboring service providers. California Department of Forestry and Fire Protection (CAL FIRE) was also covered as part of this review as a direct contract service provider to PCF. The MSR additionally includes brief accounts of other non-LAFCO agencies that are directly related to the provision of fire and emergency response services in western Placer County, including American Medical Response (AMR) and United States Forest Service (USFS).

After MSR findings are adopted, LAFCO will begin updating the spheres of influence (SOIs) of the fire protection districts covered in this report. For all of the districts reviewed the spheres of influence were not appropriately updated to reflect boundary changes or reorganizations that have occurred over time. The SOIs are, therefore, currently out of date and need to be comprehensively updated during the upcoming SOI update process. The SOIs for the reviewed cities are current, and will not be updated as part of this review. When the city SOI updates take place, following a review of all municipal services provided

by each city, LAFCO is encouraged to take into consideration the discussion and determinations from this MSR.

Reviewed agencies provide a wide range of fire and emergency medical services to residents, businesses, visitors, structures, and open and wooded spaces in their respective service areas, as well as people traveling through the area. Each year, providers in western Placer County respond to over thirty thousand service calls, with the highest number attributed to the City of Roseville. A~~The~~ majority of the service calls are generally for medical emergencies.

Demand for fire and emergency medical services is directly related to population growth in the study area. The population of Placer County has increased over the last 15 years—by 40 percent from 2000 to 2010, and by seven percent from 2010 to 2016. Although growth has slowed down in the last several years, the population continues to increase causing a higher demand for services. Based on Sacramento Area Council of Governments (SACOG) and California Department of Finance (DOF), Placer County will be growing at an average annual rate of between one and one and a half percent over the next two decades. Population growth is anticipated to continue to be focused in the southwestern portion of the County, including Dry Creek, Curry Creek, Sunset Industrial Area, and the cities of Lincoln, Rocklin, and Roseville.

To accommodate existing demand and future growth, well-managed agencies regardless of size engage in a number of best management practices that help providers better manage their operations and plan for short-term, as well as long-term future. All of the reviewed providers evaluate their staff regularly, prepare timely budgets, conduct periodic financial audits, and maintain current financial records.

With regard to strategic planning, only two agencies reviewed undertake the appropriate level of strategic planning. Some agencies conduct limited planning for the future, while the majority do not conduct growth planning or estimate future service needs.

City fire departments generally have a better track record with recording their capital improvement needs in a formalized way, as their infrastructure needs are frequently included as part of citywide capital improvement programs. Most districts in western Placer County do engage in some form of capital improvement planning. It is encouraged that every agency adopt a capital improvement plan to identify long-term financing needs and funding sources for these needs. CIPs can be tailored to the needs of the agency, but should include a list of anticipated replacement and improvement needs with an anticipated timeline for completion and a financial plan for achieving those goals. It is recommended that a CIP have a planning horizon of at least five years and be updated annually to reflect current conditions.

Fire protection agencies serving western Placer County operate out of 49 fire stations, of which 25 were reported to be in good or excellent condition, 20 in fair condition, and four in poor condition. A majority of the stations require replacements or upgrades of varying degrees. Agencies reported aging infrastructure and a need to replace multiple vehicles and apparatus.

Dispatch for fire agencies in the study area is provided by five separate agencies. Fire agencies serving the unincorporated territory in western Placer are dispatched by either the Placer County Communications Division of the County Sheriff's Office or the CAL FIRE

Grass Valley Emergency Command Center. All fire protection districts (with the exception of AFPD) are dispatched by Placer County. Placer County Fire receives dispatching services from CAL FIRE as part of its contract for services. AFPD and t~~T~~he cities of Auburn and Colfax also contract with CAL FIRE for dispatch, while, the cities of Roseville, Rocklin, and Lincoln have their own dispatch centers and frequencies. The existing dispatch setup is a result of several separate public safety answering points (PSAPs) in the County, attempts by the dispatch centers to enhance dispatch capabilities without collaboration and coordination, and compatibility conflicts of dispatch systems for fire and law enforcement purposes. The agencies reviewed noted the disjointed nature of the dispatch systems and multiple dispatch frequencies that contributed to a lack of cohesive response in the most efficient manner to incidents. All agencies reported supporting efforts to enhance connectivity between the agencies in the study area. Most agencies, including the city fire departments, support a single regional fire dispatch center for western Placer in some form.

A challenge to performing all the needed capital improvement upgrades and addressing aging infrastructure is of course financial. Some agencies in western Placer County struggle to keep their doors open let alone invest in the necessary infrastructure projects.

Fire protection agencies in western Placer County rely on a variety of revenue sources to fund their operating costs—primarily property taxes, special taxes, service charges, and intergovernmental funds and grants. The largest funding source for the districts is ad valorem property tax. City fire departments are mainly supported by city general funds that are largely funded by property and sales taxes. ~~In recent years~~During the recession and for a period thereafter, the property tax revenue source~~ has~~ declined, due to the lowering of property tax values, which ~~has~~ challenged agencies to find adequate financing for continued services. In response to this, t~~T~~here was~~ has been~~ an increase in revenue collected from charges for services~~ in recent years~~ to partially compensate for the loss of property tax revenue. Similar to charges for service, grant revenue ~~has~~ also ~~grown in recent years~~grew as agencies searched and applied~~y~~ for more grants to mitigate the loss of property tax income. Some districts reported that while still challenging, the economy has stabilized and the financial situation for fire providers is not as dire as it once was. However, certain agencies continue to face financial instability and the potential of closure. Three fire districts are putting forth special tax measures for consideration by their voters in July 2017 in order to stabilize their financial positions.

The financial ability of each of the providers is constrained by available revenues and legal limitations on revenue increases. All of the agencies reviewed in this report have reported multiple financing challenges caused by the most recent economic recession and growing demand for services. The financial condition of the agencies has been exacerbated by a number of substantial expenditure increases, including fuel, apparatus maintenance, liability insurance, physicals, training, and personal protective equipment costs.

While cities are generally, although not always, in a better position to keep their fire departments afloat by having access to more revenue sources and flexibility to allocate their general fund resources as needed, fire protection districts in western Placer County are in an especially ~~dire~~grim financial situation. Although they have been particularly creative in cutting costs, forming partnerships to increase efficiency, and searching for new sources of revenue as described in this report, districts are legally limited as to the number

of revenue sources available to them as well as ability to increase funding from a particular source. Districts are burdened by constantly growing requirements from the State, as well as public expectations. Some of the districts in the study area have reportedly exhausted all of their available avenues to find more funding and may be insolvent in the near future without outside assistance. When a county finds its agencies providing essential services in such dismal shape, it becomes a problem of public health and safety of the region requiring assistance from those directly and indirectly affected by the problem.

Financial limitations have a negative effect on service adequacy and service levels of an agency. However, despite desperate circumstances, many agencies reviewed maintain a fairly adequate level of service. Fire and EMS service adequacy can generally be assessed by a variety of adequacy measures, the main ones being firefighter certification rates, response times, and Insurance Service Office (ISO) ratings.

All of the agencies reviewed, with the exception of Colfax FD, generally have high certification rates for Firefighter I of over 50 percent, with the cities of Rocklin and Roseville with the highest ratio. A similar situation exists with EMT I certification rates; although FFPD, Roseville FD, and PHFPD have low rates for this certification, it is likely because these agencies have a high percentage of paramedics on staff, which is a higher EMS certification.

The ISO classifies fire service in communities from 1 to 10, indicating the general adequacy of coverage.[1] The best ISO rating of 2~~two~~ was received by RocFD and RosFD. Newcastle FPD has an ISO rating of 9 in its rural~~urban~~ areas. ISO ratings vary depending on distance from fire stations and availability of water supply; consequently, ratings in urban areas are generally higher than rural areas with more expansive service areas per station and limited water systems. ~~Most of the districts in Placer County have a rating of between 3 and 5 in their urban areas and eight or nine in their rural and remote areas, which while there is room for improvement, is similar to other rural counties.~~

Response times is an essential service adequacy indicator, particularly in cases involving patients who have stopped breathing or are suffering from heart attacks, the chances of survival improve when the patient receives medical care quickly. Similarly, a quick fire suppression response can potentially prevent a structure fire from reaching the "flashover" point at which very rapid fire spreading occurs—generally in less than 10 minutes. Of the providers reviewed, six agencies were unable to provide response time data. All of the agencies that provided data were able to meet one or more response time standards set by the National Fire Protection Association, Sacramento Valley Emergency Medical Services Agency, and Placer County. It is recommended that the agencies institute a reliable record keeping system to ensure that response times are documented and available for use, as well as share this information among each other.

Accountability and transparency to taxpayers for a public agency is one of the most important parts of its operations. A majority of the agencies in the study area demonstrated accountability in their disclosure of information and cooperation with LAFCO during the

[1] Communities with the best fire department facilities, systems for water distribution, fire alarms and communications, and equipment and personnel receive a rating of 1.

MSR process, thus making this review possible. Select agencies, however, struggled to provide requested information either in a timely manner or at all, as is the case with response times.

Overall, all of the agencies reviewed demonstrated a high level of accountability by adhering to legal requirements, maintaining appropriate and legally required policies, performing outreach activities beyond what is legally required, and maintaining a web presence.

Potential improvements in accountability could be made by ensuring that up-to-date financial information as well as agency policies are available online, extending and/or modifying outreach practices to boost public interest as reflected by contested elections and the absence of vacancies on governing boards, and providing Brown Act and legal training to governing board members.

It is apparent from the study that while agencies are generally able to keep their doors open, adhere to legal requirements, and provide at least a basic level of service, the time is ripe for change as the current situation is unsustainable. During the course of this MSR process, multiple governance structure options have been identified that are aimed at resolving some or most of the agencies' current challenges. The recommended short-term course of action includes functional consolidation of city fire departments and closer partnership of cities and districts, and reorganization of districts that are already practicing administrative and resource sharing and/or are adjoining, followed by consolidation of all the districts, County Fire, and the City of Colfax. The preferred recommendation, that is likely to be achieved in the long-term through multiple strategic steps, is a single fire agency serving western Placer County. Consolidation promotes efficiency, professionalism and public safety. The primary benefits of consolidation are economies of scale, which is achieved through pooling of resources, and regional fire service coordination and planning to the greatest degree.

The fire agencies in the study area have demonstrated extensive collaboration with one another in the form of joint studies and grants, contracts and partnerships, and facility and resource sharing, which may be indicative of the potential for consolidation of at least providers serving the unincorporated area and functional consolidation of city fire departments. The providers appear to be open to consolidation in some form and have initiated informal discussions among one another. ~~The County has recently finished a study that contains further details regarding consolidation options and next steps.~~ The outcome of these consolidation efforts will greatly depend on the motivation and proactive efforts of the agencies' governing bodies and managing staff. Success of these consolidation efforts will be impacted by the agencies' ability to find funding and cooperation by stakeholders, such as the County, residents, and neighboring service providers.

2. LAFCO AND MUNICIPAL SERVICES REVIEWS

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

LAFCO OVERVIEW

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

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

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

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

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

MUNICIPAL SERVICES REVIEW ORIGINS

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

Little Hoover Commission

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

In particular, the report raised concern about a lack of visibility and accountability among some independent special districts. The report indicated that many special districts hold excessive reserve funds and some receive questionable property tax revenue. The report expressed concern about the lack of financial oversight of the districts. It asserted that financial reporting by special districts is inadequate, that districts are not required to submit financial information to local elected officials, and concluded that district financial information is "largely meaningless as a tool to evaluate the effectiveness and efficiency of services provided by districts, or to make comparisons with neighboring districts or services provided through a city or county."[2]

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

The report called on the Legislature to increase the oversight of special districts by mandating that LAFCOs identify service duplications and study reorganization alternatives when service duplications are identified, when a district appears insolvent, when district

[2] Little Hoover Commission, 2000, page 24.

reserves are excessive, when rate inequities surface, when a district's mission changes, when a new city incorporates and when service levels are unsatisfactory. To accomplish this, the report recommended that the State strengthen the independence and funding of LAFCOs, require districts to report to their respective LAFCO, and require LAFCOs to study service duplications.

Commission on Local Governance for the 21st Century

The Legislature formed the Commission on Local Governance for the 21st Century ("21st Century Commission") in 1997 to review statutes on the policies, criteria, procedures and precedents for city, county and special district boundary changes. After conducting extensive research and holding 25 days of public hearings throughout the State at which it heard from over 160 organizations and individuals, the 21st Century Commission released its final report, Growth Within Bounds: Planning California Governance for the 21st Century, in January 2000.[3] The report examines the way that government is organized and operates and establishes a vision of how the State will grow by "making better use of the often invisible LAFCOs in each county."

The report points to the expectation that California's population will double over the first four decades of the 21st Century, and raises concern that our government institutions were designed when our population was much smaller and our society was less complex. The report warns that without a strategy open spaces will be swallowed up, expensive freeway extensions will be needed, job centers will become farther removed from housing, and this will lead to longer commutes, increased pollution and more stressful lives. Growth Within Bounds acknowledges that local governments face unprecedented challenges in their ability to finance service delivery since voters cut property tax revenues in 1978 and the Legislature shifted property tax revenues from local government to schools in 1993. The report asserts that these financial strains have created governmental entrepreneurism in which agencies compete for sales tax revenue and market share.

The 21st Century Commission recommended that effective, efficient and easily understandable government be encouraged. In accomplishing this, the 21st Century Commission recommended consolidation of small, inefficient or overlapping providers, transparency of municipal service delivery to the people, and accountability of municipal service providers. The sheer number of special districts, the report asserts, "has provoked controversy, including several legislative attempts to initiate district consolidations,"[4] but cautions LAFCOs that decisions to consolidate districts should focus on the adequacy of services, not on the number of districts.

Growth Within Bounds stated that LAFCOs cannot achieve their fundamental purposes without a comprehensive knowledge of the services available within its county, the current efficiency of providing service within various areas of the county, future needs for each service, and expansion capacity of each service provider. Comprehensive knowledge of water and sanitary providers, the report argued, would promote consolidations of water

[3] The Commission on Local Governance for the 21st Century ceased to exist on July 1, 2000, pursuant to a statutory sunset provision.

[4] Commission on Local Governance for the 21st Century, 2000, page 70.

and sanitary districts, reduce water costs and promote a more comprehensive approach to the use of water resources. Further, the report asserted that many LAFCOs lack such knowledge and should be required to conduct such a review to ensure that municipal services are logically extended to meet California's future growth and development.

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

MUNICIPAL SERVICES REVIEW LEGISLATION

The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 requires LAFCO review and update SOIs not less than every five years and to review municipal services before updating SOIs. The requirement for service reviews arises from the identified need for a more coordinated and efficient public service structure to support California's anticipated growth. The service review provides LAFCO with a tool to study existing and future public service conditions comprehensively and to evaluate organizational options for accommodating growth, preventing urban sprawl, and ensuring that critical services are provided efficiently.

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

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

MUNICIPAL SERVICES REVIEW PROCESS

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

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

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

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

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

SPHERE OF INFLUENCE UPDATES

The Commission is charged with developing and updating the Sphere of Influence (SOI) for each city and special district within the county.[5]

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

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

[5] The initial statutory mandate, in 1971, imposed no deadline for completing sphere designations. When most LAFCOs failed to act, 1984 legislation required all LAFCOs to establish spheres of influence by 1985.

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

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

While SOIs are required to be updated every five years, as necessary, this does not necessarily define the planning horizon of the SOI. The term or horizon of the SOI is determined by each LAFCO.

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

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

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

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

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

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

DISADVANTAGED UNINCORPORATED COMMUNITIES

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

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

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

SB 244 also requires LAFCOs to consider disadvantaged unincorporated communities when developing spheres of influence. Upon the next update of a sphere of influence on or after July 1, 2012, SB 244 requires LAFCO to include in an MSR (in preparation of a sphere of influence update): 1) The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere; and 2) The present and planned capacity of public facilities, adequacy of public services and infrastructure needs or deficiencies including needs or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any disadvantaged unincorporated community within or contiguous to the sphere of influence.

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

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

3. FIRE SERVICES

This chapter provides an overview of fire and emergency medical service providers in western Placer County. The most recent municipal service review (MSR) for the western Placer fire service providers was completed in 2004. For a detailed description of each local agency, please refer to the agency-specific chapters of this report.

Placer County is located in both the Sacramento Valley and Sierra Nevada regions. The County is abutted to the west by Sutter and Yuba Counties, to the south by Sacramento and El Dorado Counties, to the north by Nevada County, and to the east by the State of Nevada. The County encompasses several land types, including valleys and mountainous timberlands, over varying development densities spread over 1,502 square miles. Portions of both the Tahoe and El Dorado National Forests are located within Placer County to the east. The western portion of the County is primarily urban, particularly those areas closer to the Sacramento metropolitan area. There are six incorporated cities within the County—Auburn, Colfax, Lincoln, Loomis, Rocklin, and Roseville.

This review focuses on fire services provided in incorporated and unincorporated western Placer County. The study area extends from the Placer county line in the west to just east of the communities of Alta and Michigan Bluff, where the national forests begin.

GROWTH & POPULATION PROJECTIONS

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

Historical Growth

There were 248,399 residents in Placer County in 2000 according to the 2000 Census. The population in the unincorporated communities was 100,701, composing 41 percent of the County's entire population. Since 2000, the countywide population experienced growth of about 40 percent, to 348,432 in 2010, and after that slowed growth of seven percent to 373,796 in 2016.[6] Annually, the entire County averaged three percent positive population growth from 2000 to 2016. A majority of the growth in the County has been focused in the incorporated areas. The unincorporated areas averaged one percent growth annually during the same period.

Population growth rates in Placer County are shown in Figure 3-1. Growth rates in incorporated portions of the County peaked in 2002, with almost eight percent growth between 2001 and 2002. Growth in the unincorporated areas remained relatively stable between 2000 and 2016, with the exception of 2013 when the unincorporated areas experienced negative growth.

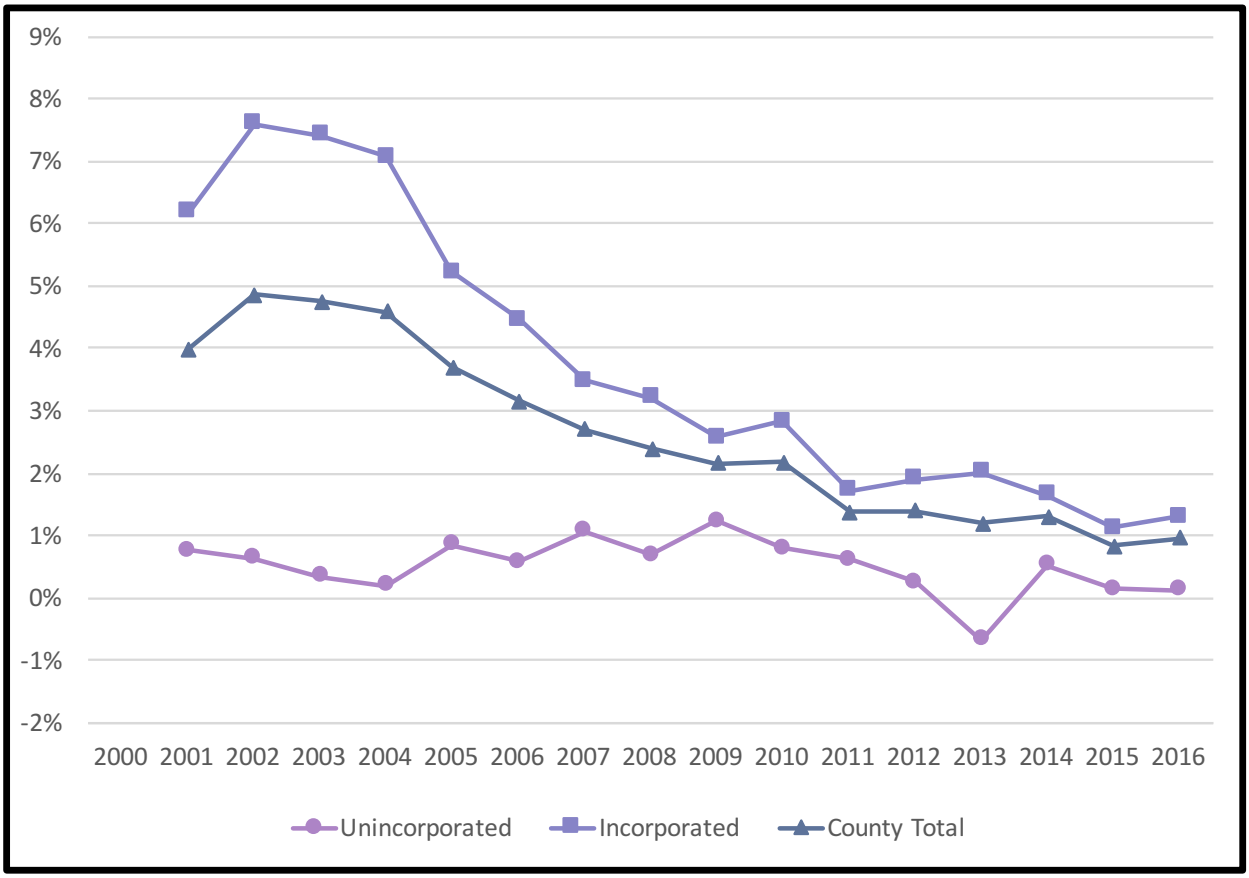
Among the cities within the County, Lincoln has experienced the most significant growth with nine percent average annual growth over the 16-year period. Colfax and

[6] Population in 2000 and 2010 based on Census data. Population in 2016 as estimated by California Department of Finance.

Loomis have experienced the least amount of growth with one and zero percent average annual growth respectively.

Placer County's population density is 249 residents per square mile, including both incorporated and unincorporated areas. There are approximately 2.7 persons per household countywide.

Figure 3-1: Population Growth Rates in Placer County, 2000-2016



Development

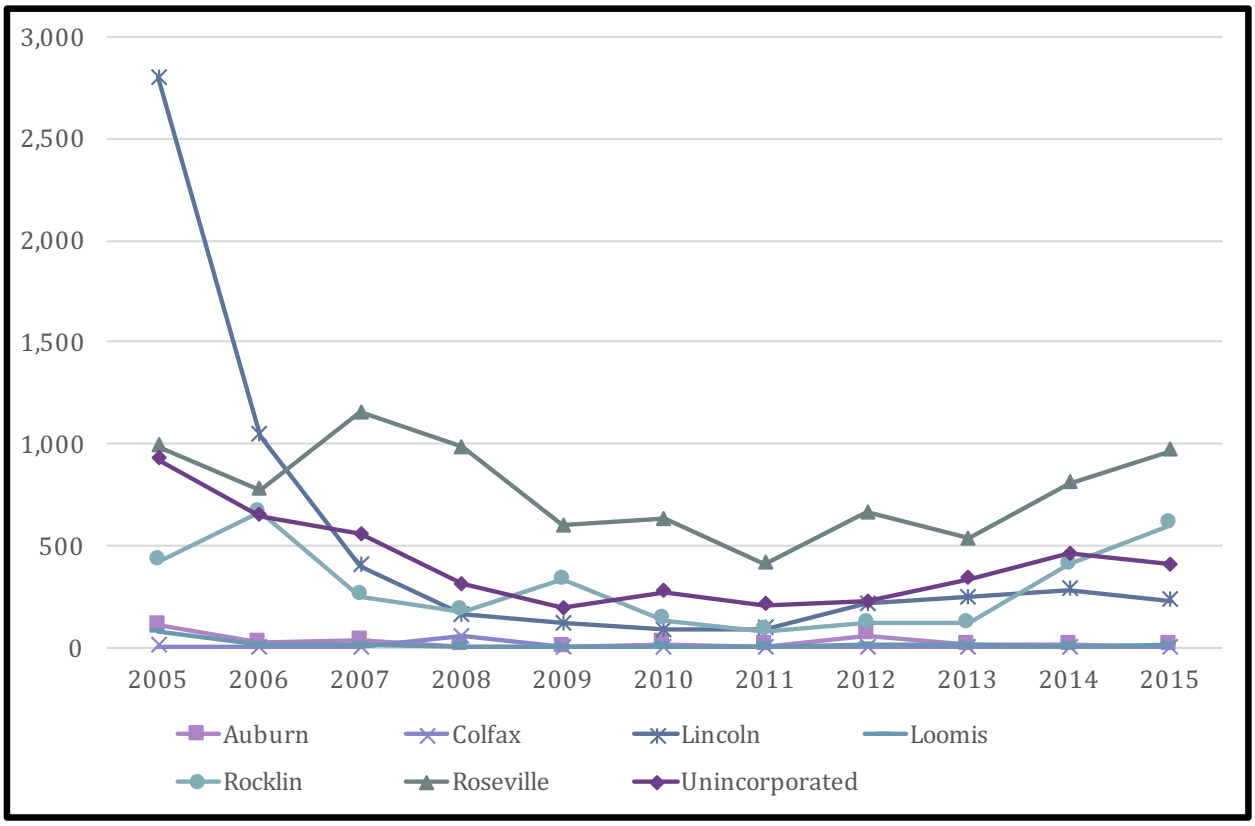
Historical Development

Placer County's population has historically been concentrated along the Interstate 80 corridor, most highly concentrated in the southwestern section of the corridor (Roseville, Rocklin, Granite Bay, and tapering in population density towards the east end of the corridor (Colfax, Foresthill). The southwestern Placer communities of Roseville and Rocklin have emerged as regional job centers in the past several years, accompanied by significant residential growth within those and surrounding communities.[7]

[7] SACOG, MTP EIR, 2008.

The number of new residential permits issued in Placer County peaked in 2005 at 5,331 and declined to a low of 812 in 2011, as shown in Figure 3-2. The housing market has rebounded in the County over the last four-year period through 2015, but has not yet returned to growth levels experienced prior to the housing market crash in most areas of the County, with the exception of the cities of Rocklin and Roseville, which have returned to previous levels. A large majority of building permits in the County were issued in the incorporated areas, with permits issued in unincorporated areas comprising 18 percent of all permits issued countywide in 2015.

Figure 3-2: New Residential Building Permits, 2005-2015



Planned & Proposed Development

Throughout western Placer County there are approximately 63,130 approved or proposed residential single family and multi-family residential dwelling units. A majority of these units are planned to be located within the cities, with 44 percent of the units proposed in the unincorporated areas of the western Placer. The number of planned and proposed units within the bounds of each of the fire providers reviewed here are shown in Figure 3-3. The cities of Lincoln, Rocklin, and Roseville continue to have the most development potential in the study area in the near future.

Figure 3-3: Planned or Proposed Development in Placer County, 2016

Agency	Dwelling Units
Alta FPD	-
City of Auburn	1,062
Foresthill FPD	39
Lincoln	13,800
Loomis FPD	467
Newcastle FPD	-
Penryn FPD	54
Placer Hills FPD	205
City of Rocklin	3,285
Rocklin FPD	27
City of Roseville	16,889
South Placer FPD	284
Placer County Fire	27,018
Total	63,130

Source: Active development projects reported on the Placer County Planning Services website https://www.placer.ca.gov/departments/communitydevelopment/envcoordsvcs/ceqa-active-projects

Population Projections

Countywide

Population projections for the County vary depending on the data source that is used. Generally, the municipalities and the County make use of the projections as developed through a collaborative effort with Sacramento Area Council of Governments (SACOG). Projections through 2050 were developed as part of SACOG's Sacramento Region Blueprint Transportation Land Use Plan.

The land use authorities in Placer County rely heavily on the regional plan developed collaboratively as part of the Blueprint preferred scenario. The scenario as outlined in the Blueprint anticipates that Placer County will continue to be a strong part of the region's growth, according to the following past and predicted growth trends.

- As the existing building stock ages, reinvestment begins to occur in some of the inner areas of all of the cities;
- Lincoln and unincorporated southwestern Placer County account for nearly two-thirds of the housing growth, although strong jobs growth continues in Roseville and Rocklin;
- Particularly the cities and unincorporated portions of southwestern Placer County become an integrated component of the region's core area.

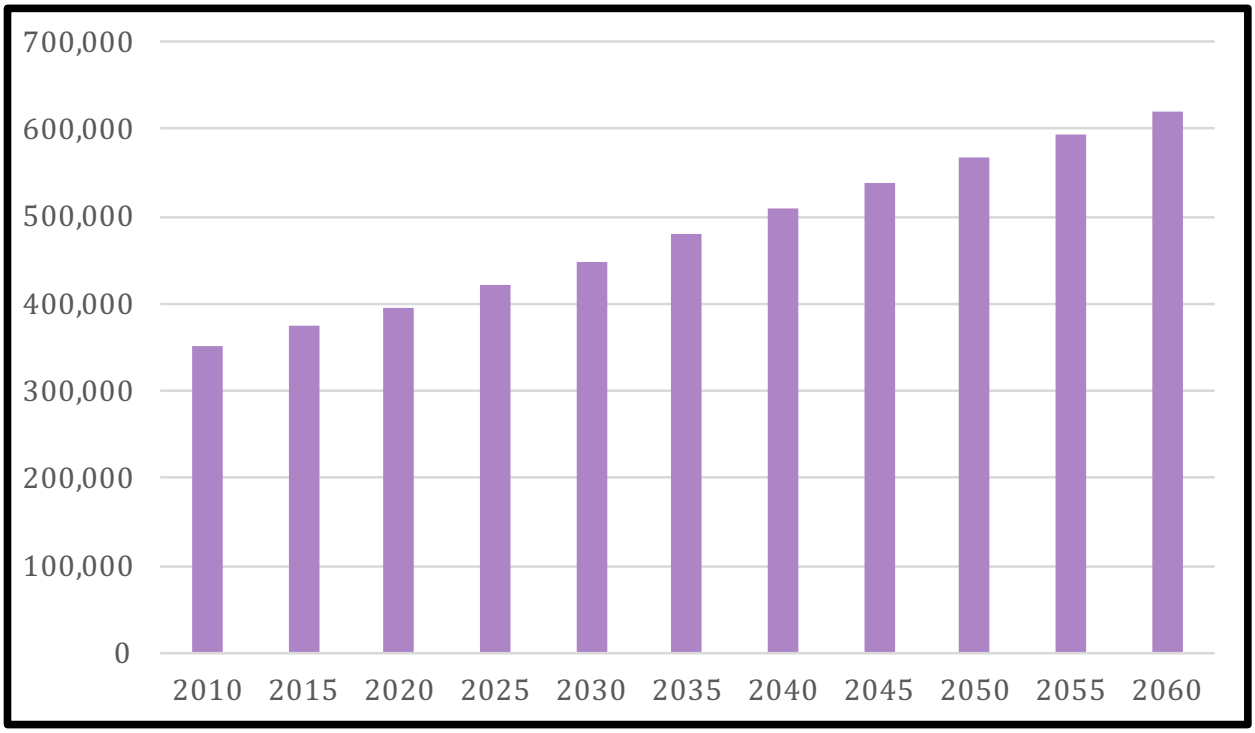
The latest SACOG forecast was created for the Metropolitan Transportation Plan/Sustainability Communities Plan (MTP) adopted in February 2016. This forecast uses

a 2012 base year estimate with projections to 2020 and 2036 for household population, housing units, and employment. The updated MTP adjusts population projections to more conservative growth rates for the entire region, due to multiple factors.

The six-county Sacramento region has lagged behind other, more populated regions of the State, particularly the Bay Area, in terms of economic recovery. Economic drivers that were strong for the Sacramento region during the housing boom years, such as migration of households with equity from the Bay Area, have substantially weakened during this recovery period. Birth rates have also decreased, particularly amongst teens and those 18 to 24 years old. Couples are having children later, and fewer of them. The next wave of increased births is not anticipated to start happening until 2019. Additionally, the trend of increased rents will impede household formation rates as more young adults will live with their parents or remain doubled up with roommates, and although there is a high demand for new rental properties, multi-family units are not being built at the rate necessary to keep up with demand. In the economic recovery stages, those builders are not coming back until profitability improves.[8]

The California Department of Finance (DOF) also produces population projections for the period through 2060. DOF population projections are shown in Figure 3-4. The DOF projects a countywide population of 396,203 by 2020 and 447,625 by 2030. This would amount to an increase over the 2010 population of 13 percent and 28 percent, respectively.

Figure 3-4: Countywide DOF Population Projections



DOF's projections are consistent with and within the range of the SACOG projections. DOF uses a population per dwelling unit range between 2.5 and 2.6, and SACOG uses 2.55.

[8] SACOG, MTP Appendix D: Regional Projections Attachment B, 2015, p. 1.

For the 2020 population per dwelling unit rate, DOF has only a slightly higher rate due to anticipated slight increases in household formation rates.[9]

Population growth is anticipated to continue to be focused in the southwestern portion of the County, including Dry Creek, Curry Creek, Sunset Industrial Area, and the cities of Lincoln, Rocklin, and Roseville.

Disadvantaged Unincorporated Communities

LAFCO is required to evaluate disadvantaged unincorporated communities as part of this service review, including the location and characteristics of any such communities. A disadvantaged unincorporated community is defined as any area with 12 or more registered voters, or as determined by commission policy, where the median household income is less than 80 percent of the statewide annual median.[10]

The California Department of Water Resources (DWR) has developed a mapping tool to assist in determining which communities meet the disadvantaged communities median household income definition.[11] DWR is not bound by the same law as LAFCO to define communities with a minimum threshold of 12 or more registered voters. Because income information is not available for this level of analysis, disadvantaged unincorporated communities with smaller populations that meet LAFCO's definition cannot be identified at this time.

The DWR Mapping Tool is an interactive map application that allows users to overlay the following three US Census geographies as separate data layers—Census Place, Census Tract, and Census Block Group. The specific dataset used in the tool is the US Census American Community Survey Five-Year Data: 2009 - 2013. Only those census geographies that meet the DAC definition are shown on the map (i.e., only those with an annual median household income (MHI) that is less than 80 percent of the Statewide annual MHI). The statewide MHI is estimated at $61,094, and hence the calculated threshold of $48,875 defines whether a community was identified as disadvantaged. The communities are shown on the map in Figure 3-5.

Based on the map shown in Figure 3-5, there are 43 communities that are considered disadvantaged in western Placer County. These communities vary in size and level of income. A majority of these disadvantaged communities are within the limits of a city and therefore do not meet the definition of a DUC as defined for LAFCO's purposes. There are 13 communities that meet the 80 percent MHI threshold and that are located in unincorporated areas in western Placer. These communities are listed in Figure 3-6, along with any known characteristics and the fire agency within which the community lies.

[9] Ibid.

[10] Government Code §56033.5.

[11] Based on census data, the median household income in the State of California in 2010 was $57,708, 80 percent of which is $46,166.

Figure 3-5: Map of Western Placer County Disadvantaged Communities

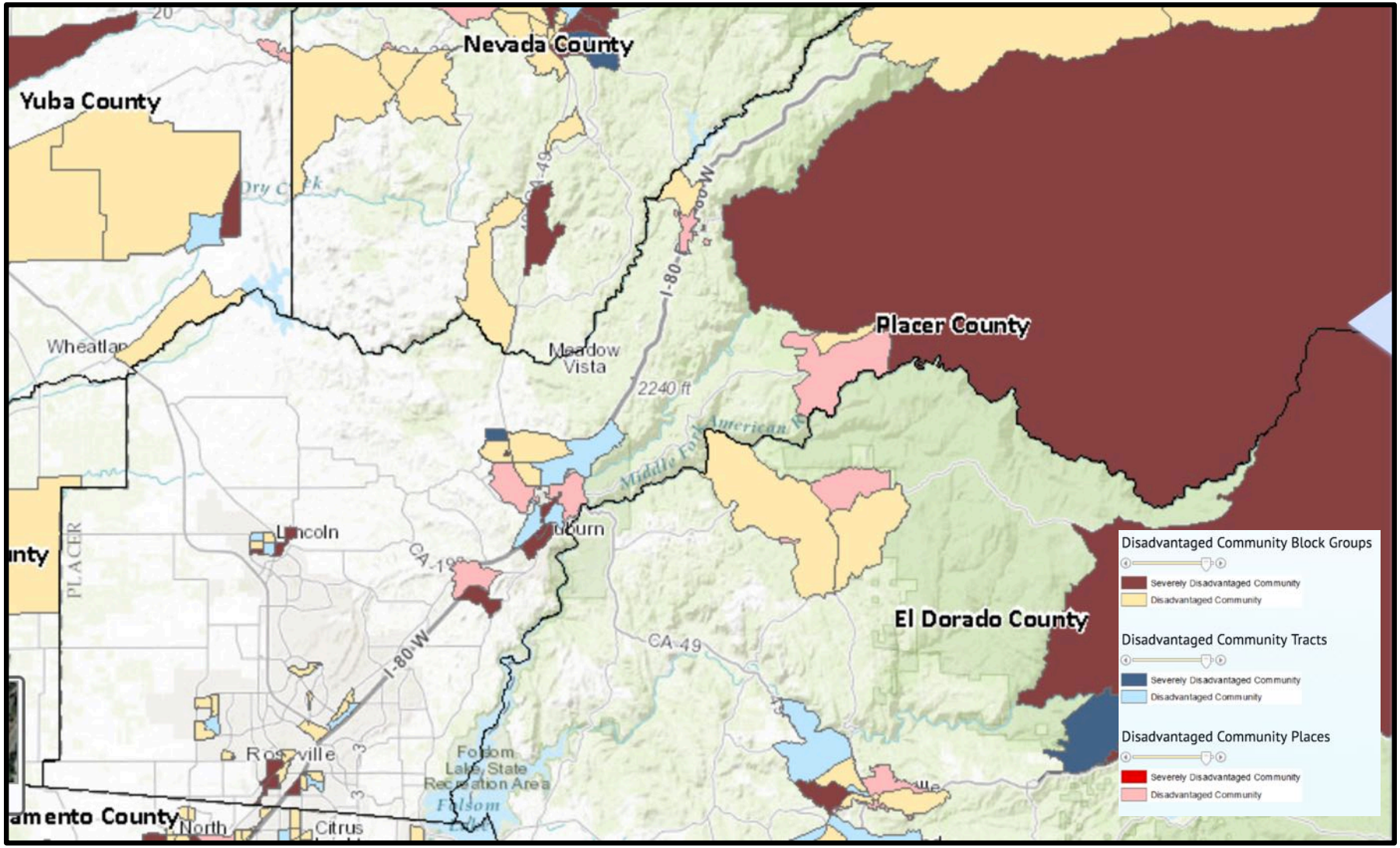


Figure 3-6: Western Placer County Disadvantaged Unincorporated Communities

Name	Population	MHI	Designation	Fire Agency
Block Group #060610205022	553	$34,792	Severely disadvantaged	Newcastle FPD
Community Place # 0651000 (Newcastle CDP)	1,359	$45,987	Disadvantaged	Newcastle FPD
Block Group #060610216032	1,066	$25,313	Severely disadvantaged	Placer County Fire
Block Group #0060610218022	2,758	$44,716	Disadvantaged	Placer County Fire
Block Group # 060610218021	1,430	$47,337	Disadvantaged	Placer County Fire
Block Group # 060610216031	3,011	$45,637	Disadvantaged	Placer County Fire
Tract # 06061021802	5,953	$48,534	Disadvantaged	Placer County Fire, Placer Hills FPD
Tract # 06061021603	5,135	$36,143	Severely disadvantaged	Placer County Fire
Community Place # 0651637 (North Auburn CDP)	13,381	$46,939	Disadvantaged	Placer County Fire
Community Place # 0624834 (Foresthill CDP)	1,651	$46,685	Disadvantaged	Foresthill FPD
Block Group # 060610202004	351	$37,969	Disadvantaged	Foresthill FPD
Block Group # 060610202003	415	$22,857	Severely disadvantaged	Placer County Fire, Foresthill FPD
Block Group # 060610220131	511	$47,083	Disadvantaged	Alta FPD, Placer County Fire

FIRE AND EMS SERVICES

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

Service Providers

This report focuses on fire and emergency medical service providers located in western Placer County, which are under the jurisdiction of Placer LAFCO. As shown in Figure 3-7, five city fire departments and nine special districts were reviewed as part of this Municipal Service Review.

Additionally, while not under the jurisdiction of LAFCO, Placer County Fire Department (PCF) is reviewed here for comprehensiveness given that it provides services in a substantial portion of the study area and its services provided affect the services of neighboring providers. A chapter is also dedicated to California Department of Forestry and Fire Protection (CAL FIRE) as the contract service provider to PCF. Other non-LAFCO agencies are also described to provide a comprehensive account of the structure of fire and emergency response services in Placer County.

The types of services provided by each agency varies depending on staff expertise, training and certification, as well as availability of specialized equipment or vehicles, and other resources. For example, only certain facilities have ladder trucks and helicopter pads. Figure 3-7 details the various services provided by each agency.

The boundaries of each of these agencies are shown in Figure 3-8. While all fire agencies in the County operate under a mutual aid system (defined in the Western Placer County Fire Chiefs – Closest Resource Agreement) to allow the nearest resource to respond to an incident regardless of boundaries, Foresthill FPD is the only service provider that has a defined service area that is larger than its boundaries. Foresthill FPD's ambulance service area consists of about 500 square miles that extend outside of the District's boundary north into the boundary area of Placer County Fire Department and east into the USFS and CAL FIRE responsibility area, which is located outside of a local fire protection agency. In 2004, FFPD was able to raise enough funds to purchase an ambulance; however, in order to get an exclusive operating area, the District had to agree to serve the extensive forestlands.

Figure 3-8 also shows the sphere of influence (SOI) of each of the cities. The SOIs of each of the fire protection districts were determined to be out-of-date and are not represented on the map as they require a comprehensive update to be consistent with district boundaries.

Figure 3-7: Fire Service Providers in Placer County

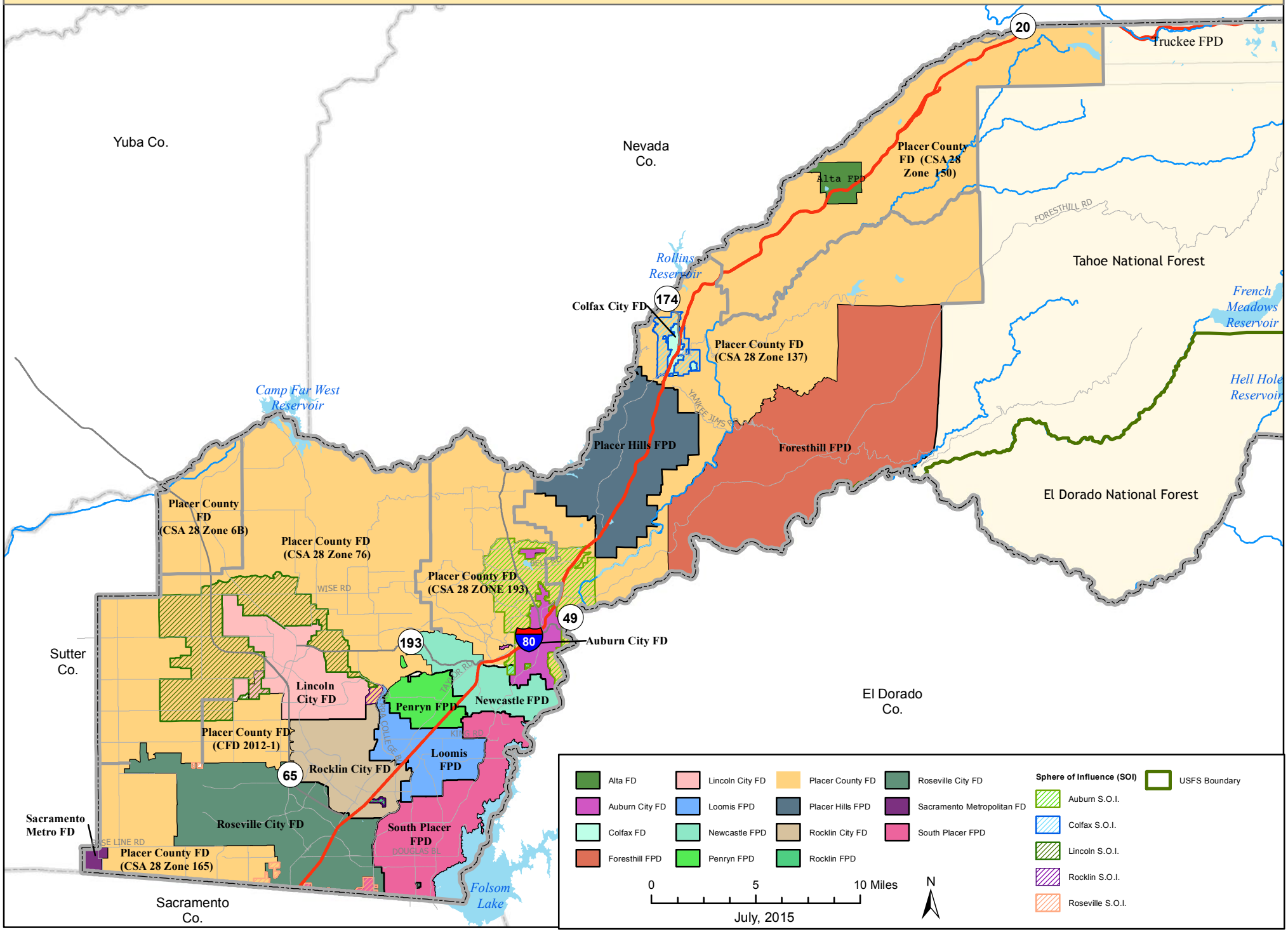
Service	AFPD	AFD	CFD	FFPD	LFD	LFPD	NFPD	PFPD	PHFPD	RocFD	RFPD	RosFD	SPFPD	PCFD
Fire Suppression Services														
Structural Fire Protection	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Wildland Fire Protection	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Vehicle Fire Protection	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Ladder Truck Capabilities		✓								✓	✓	✓	✓	✓
Fire Suppression Handcrew	✓					✓							✓	
Fire Suppression Dozer														
Helicopter Services – Fire Suppression						✓							✓	
Boat With Fire Suppression Capabilities														
Emergency Medical Services														
Basic Life Support Provider	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Advanced Life Support - Non Transport Provider				✓					✓	✓	✓	✓	✓	✓
Advanced Life Support Transport Provider				✓									✓	
Continuing Education Provider - Medical	✓	✓		✓		✓	✓	✓	✓	✓	✓	✓	✓	✓
Air Ambulance Transport Helicopter Services														
Helicopter Landing Facilities On Site	✓													
Vehicle Extrication Tools/Equipment	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Fire Prevention														
Fire Safety Education – Children	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Fire Safety Education – Adults/Seniors	✓	✓		✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Juvenile Firesetter Prevention Program	✓			✓			✓	✓	✓	✓	✓	✓	✓	
Fire and Life Safety Business Inspection Program	✓	✓		✓		✓	✓	✓	✓	✓	✓	✓	✓	✓
Fire Protection Planning	✓	✓	✓	✓			✓	✓	✓	✓	✓	✓	✓	✓
New Commercial Construction Plan Reviews		✓	✓	✓			✓	✓	✓	✓	✓	✓	✓	✓
Public Education Provider (CPR, First Aid, etc.)	✓	✓		✓		✓	✓	✓	✓	✓	✓	✓	✓	
Home Fire/Safety Inspections	✓	✓	✓	✓		✓	✓	✓	✓	✓	✓	✓	✓	✓
Fire Origin and Cause Investigations	✓	✓		✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Fuel Reduction/Weed Abatement Program	✓	✓		✓		✓	✓	✓	✓	✓	✓	✓	✓	✓
Smoke Detector Giveaway/Installation Program		✓					✓						✓	
Address Sign Installation Program	✓			✓			✓	✓	✓					✓

Service	AFPD	AFD	CFD	FHFPD	LFPD	LFPD	NFPD	PFPD	PHFPD	RocFD	RFPD	RosFD	SPFPD	PCFD
Rescue Services														
First Responder Swift Water Rescue Program		✓	✓	✓			✓	✓	✓			✓	✓	✓
Water Rescue Program	✓	✓	✓					✓	✓			✓		✓
Ice Rescue Program														
Dive Rescue Program														
Low angle Rope Rescue Program	✓	✓	✓	✓			✓	✓	✓	✓	✓	✓	✓	✓
Helicopter Short/Long Haul Rescue Capabilities														✓
Response To Boating Accidents	✓		✓						✓					✓
Rescue Dog Services														
Hazardous Materials														
Hazardous Materials Emergency Response - Basic	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Hazardous Materials Response Team		✓						✓				✓		✓
Support Services														
Firefighter Incident Support Unit	✓			✓	✓				✓	✓	✓	✓		✓
Mobile Incident Command/Communications Unit	✓			✓	✓				✓	✓	✓	✓		✓
Fill Station for Self Contained Breathing Apparatus	✓	✓		✓	✓		✓	✓	✓	✓	✓	✓	✓	✓
Mobile Breathing Support Unit		✓		✓					✓	✓	✓	✓	✓	✓
Community Emergency Response Team	✓				✓									
Chaplain Services	✓						✓	✓						✓
Training Academy						✓			✓	✓	✓	✓	✓	✓
Emergency Operations Center Capabilities	✓			✓	✓				✓	✓	✓	✓		✓
Miscellaneous														
Public Service Assists	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Motor Vehicle Accident Response	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Welfare Checks	✓		✓	✓		✓	✓	✓				✓	✓	✓
Public Safety Answering Point		✓		✓	✓			✓				✓		
Fire/EMS Dispatch					✓					✓	✓	✓		
Fundraising Activities	✓		✓	✓		✓		✓	✓	✓	✓	✓	✓	
Firefighters Association - Non Profit	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Auxiliary Association	✓			✓					✓			✓		

Figure 3-8:

County of Placer

Fire Municipal Services Review



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Alta Fire Protection District

Alta Fire Protection District (AFPD) provides fire suppression, basic life support, rescue, and fire prevention activities to the unincorporated community of Alta in north-central Placer County.

AFPD is operated primarily by volunteers. The District employs two personnel—the clerk and facility manager—both of which are part-time employees. The chief and all other positions are held by volunteers. AFPD relies on 23 volunteers to provide services.

City of Auburn Fire Department

The Auburn Fire Department (AFD) provides fire suppression, basic life support, and fire education/prevention services.

AFD employs 19 paid sworn personnel, which constitute approximately 12.5 FTEs. Paid sworn personnel consist of an emergency services director, three division chiefs, three captains, four firefighters/engineers, and eight part-time relief firefighters. In addition to paid personnel, the Department relies on eight volunteer firefighters.

In January 2015, the City consolidated the Police and Fire Departments into a single Department of Public Safety. Administrative duties of the Department were consolidated to retain additional firefighters and reduce the total number of management positions. The two primary, operational divisions of the Department continue to provide police and fire services.

City of Colfax Fire Department

The City of Colfax Fire Department (CFD) provides fire suppression and basic life support among other services, including vehicle extrication and swift water and low-angle rescue.

Basic fire protection services are provided by 11 volunteers. The City has an agreement with Placer County Fire to provide additional services within city limits. As part of the agreement, the CAL FIRE Battalion Chief (contracting agency to Placer County Fire) acts as the City fire chief.

Foresthill Fire Protection District

Foresthill Fire Protection District (FFPD) provides fire protection, first-responder emergency medical, ambulance, rescue, hazardous material emergency response, and other services related to the protection of life and property. FFPD is one of the few agencies that provides ambulance services, as most areas are served by American Medical Response (AMR). FFPD's ambulance service area is approximately 500 square miles and extends into the national forests.

FFPD receives fire chief and administrative contract services from Placer Hills FPD (PHFPD). The parties agreed that the PHFPD chief and general manager would reasonably divide their time between Placer Hills and Foresthill as the duties and responsibilities of each district require.

The District employs 34 firefighting staff, including 12 part-time firefighter EMTs, 10 part-time firefighter medics, three full-time lieutenants, four full-time captains, one part-

time fire marshal, three unpaid resident firefighters, and one cadet. Additionally, FFPD has a part-time fire chief.

City of Lincoln Fire Department

The Lincoln Fire Department (LFD) provides fire prevention, suppression, emergency medical, and technical rescue services.

The City of Lincoln contracts with the City of Rocklin for fire chief services.

LFD employs 20 full-time paid personnel—two battalion chiefs, six fire captains, and 12 firefighters. The fire chief position is presently vacant, with the functions of the chief conducted by the interim chief. Additionally, the Department has 10 reserve firefighters and four volunteers.

Loomis Fire Protection District

Loomis Fire Protection District (LFPD) operates as an all-risk service provider, providing fire protection, emergency medical services, basic hazardous materials response, and other services related to the protection of lives and property within its boundaries, as well as providing assistance to neighboring communities.

LFPD receives contract services from South Placer FPD (SPFPD). According to the Administrative Services Agreement, SPFPD provides fire chief, operational 24/7 battalion chiefs, and administrative services to LFPD, including functions of organizational direction and control, supervision of operation, training, fire prevention, administration, fiscal management, and disaster management.

LFPD employs one part-time fiscal operations administrator, three full-time captains, three full-time engineers, two full-time firefighter paramedics, and one~~three~~ full-time apprentice firefighter~~s~~ (limited term and benefits), as well as 12 part-time volunteer reserve firefighters. South Placer FPD provides fire chief, deputy chief, three battalion chiefs, and prevention services through a contract.

Newcastle Fire Protection District

Newcastle Fire Protection District (NFPD) provides fire protection and emergency medical services to the community of Newcastle and surrounding areas.

Until recently, Newcastle FPD was receiving~~es~~ fire chief services from Penryn FPD (PFPD) through a contract. That contract has been dissolved and NFPD is now contracting with Placer Hills FPD (PHFPD) for administration services. ~~According to the contract, the PFPD fire chief is able to appoint a part-time assistant chief and/or duty officer who will also act as an assistant chief and/or duty officer to NFPD. Chief and assistant chief and/or duty officer are expected to divide their time between the two districts as duties and responsibilities of each district would require.~~ It was reported that as a result of this service sharing contract, NFPD was able to eliminate surplus equipment and implement multiple improvements to its operational procedures.

The District employs eight staff, including one full-time chief three full-time captains, two full-time engineers, two part-time engineers, and one volunteer firefighter. NFPD contracts with PFPD for fire chief services.

Penryn Fire Protection District

Penryn Fire Protection District (PFPD) provides fire protection and emergency medical services to the community of Penryn and surrounding areas.

~~As mentioned,~~ PFPD was providing~~es~~ fire chief services to Newcastle FPD through a contract. However, the contract has since been dissolved. ~~According to the contract, the fire chief is able to appoint a part-time assistant chief and/or duty officer who will also act as an assistant chief and/or duty officer to NFPD. The chief and assistant chief and/or duty officer divide their time between the two agencies as required.~~

PFPD currently has 17 firefighting personnel, including one full-time fire chief, one full-time assistant chief, three full-time captains, two full-time engineers, four part-time engineers, and six volunteers. Eleven out of 17 firefighting staff are paid. The District does not employ any administrative staff.

Placer Hills Fire Protection District

Placer Hills Fire Protection District (PHFPD) provides fire suppression, emergency medical services and fire prevention activities to communities in the central part of Placer County.

PHFPD provides contract services to Foresthill FPD (FFPD). According to the contract, FFPD contracts with Placer Hills FPD for chief and administrative services. The parties agreed that the PHFPD chief and district manager would reasonably divide their time between Placer Hills and Foresthill as the duties and responsibilities of each district require.

Recently, PHFPD also began providing contract administrative services to NFPD.

PHFPD employs 49 personnel, one of whom is administrative staff, while the rest are firefighting personnel. Firefighting staff consists of one fire chief, four captains, one engineer, and 42 firefighters. Administrative staff is represented by a district manager who is employed full-time. The District reported that firefighting personnel included 11 full-time, 25 part-time, and 12 volunteer staff.

City of Rocklin Fire Department

Rocklin Fire Department (RocFD) provides fire prevention, suppression, emergency medical, and technical rescue services.

RocFD provides services to Rocklin FPD serving the unincorporated Greenbrae island within the City under contract. According to the contract, RFPD pays the City an annual amount of $12,000 for provision of fire and rescue emergency response services on behalf of the District by responding to such service calls at locations within the boundaries of the District. RocFD does not provide fire code inspection and enforcement services, fire hydrant repairs, or citizen complaint handling to the District.

RocFD employs 37 full-time personnel, one of whom is an administrative staff member, while the remaining staff are firefighting personnel. Firefighting staff consist of one fire chief, one deputy fire chief, three battalion chiefs, nine captains, nine engineers, five firefighters, and eight firefighter/paramedics. Additionally, the Department has three volunteers.

Rocklin Fire Protection District

Rocklin Fire Protection District (RFPD) provides fire suppression, emergency medical, and technical rescue services through the contract with the City of Rocklin Fire Department.

RFPD receives all fire and emergency medical services from Rocklin FD. According to the contract, RFPD pays the City an annual amount of $12,000 for provision of fire and rescue emergency response services on behalf of the District by responding to such service calls at location within the boundaries of the District. RocFD does not provide fire code inspection and enforcement services, fire hydrant repairs, or citizen complaint handling to the District.

RFPD does not employ any staff. A secretary is hired as an independent contractor, who works about four to six hours a month performing administrative functions. All firefighting staff are employed by the City of Rocklin Fire Department, which is the direct service provider.

City of Roseville Fire Department

City of Roseville Fire Department (RosFD) provides fire, emergency medical services, rescue, and hazardous material services, as well emergency preparedness services.

The Department provides services to other fire departments on a cost recovery basis, including Sierra College by making its training center available for the fire academy. The City has a contract with SPFPD according to which RosFD provides plan review and inspection services to the District. SPFPD is charged according to the City's fee schedule, the full amount of which is collected from customers.

The Department employs full-time paid 117 personnel, including one fire chief, two assistant chiefs, two division chiefs, five battalion chiefs, 30 captains, 30 engineers, 36 firefighter/paramedics, two senior inspectors, four inspectors, one fire technician, one administrative analyst, one administrative assistant, one EMS QA Coordinator, and one Public Information Officer (PIO). Inspectors, technicians, analyst, assistant, coordinator, and PIO are administrative personnel, while the rest of the staff are firefighting personnel. The Fire Department consists of five divisions, including operations, EMS, Training, Fire and Life Safety, and Logistics.

South Placer Fire Protection District

South Placer Fire Protection District (SPFPD) provides commercial and residential structural fire protection, wildland fire protection, rescue, emergency hazardous materials, basic and advanced emergency medical, paramedic ambulance transportation, and variety of other non-emergency related services in the communities of Granite Bay, portions of Loomis, Penryn, and Newcastle.

SPFPD provides contract services to Loomis FPD (LFPD). According to the Administrative Services Agreement, SPFPD provides fire chief and administrative services to LFPD, including functions of organizational direction and control, supervision of operation, training, fire prevention, administration, fiscal management, and disaster management. LFPD pays SPFPD $115~~00~~,000 a year in compensation, with five percent increase annually based on increased personnel costs. Additionally, LFPD pays $20,000 to

administer ALS oversight for the paramedic program that LFPD is starting. Consolidation of SPFPD and LFPD is anticipated to occur in the near future.

SPFPD has hired a full-time fire prevention officer. SPFPD also receives fire prevention services from the City of Roseville. The City of Roseville Fire Department Prevention Division also provides the majority of the District's development plan checks at a revenue neutral agreement.

SPFPD has a total of 60 positions, 58 of which are currently filled. Personnel include 56 firefighting staff and two non-firefighting staff consisting of one fiscal operations/human resources administrator and one administrative assistant. Firefighting staff consist of one chief, one deputy chief, 12 fire captains, eight fire engineers, five paramedic engineers, eight paramedic firefighters, three apprentice firefighters, and 18 volunteer, reserve apprentice, and intern positions. Captains, engineers, paramedics engineers, paramedics, and apprentice firefighters are employed at 56 hours per week. Two vacant positions are being filled by overtime and are currently under a recruitment program.

Sacramento Metropolitan Fire Protection District

Sacramento Metropolitan Fire District (SMFD or Metro Fire) is a multi-county fire protection district that provides fire protection and emergency medical services in Sacramento County and a small portion of Placer County.

Sacramento County LAFCO is the principal LAFCO for SMFD, as the assessed value of property within the District is greater in Sacramento County. As principal LAFCO, Sacramento LAFCO, and not Placer LAFCO, is responsible for adopting municipal service review determinations and updating the District's sphere of influence (SOI).

Other Service Providers

Placer County Fire Department

Placer County Fire (PCF) provides fire suppression, emergency medical services and fire prevention activities to some unincorporated communities located throughout the County. All services are offered by the California Department of Forestry and Fire Protection (CAL FIRE) via contract with PCF.

Fire prevention and protection in those areas of Placer County not served by independent fire protection districts or municipal fire departments is provided by a combination of a contract with CAL FIRE and eight volunteer fire companies, all operated by CAL FIRE under the name Placer County Fire. In addition, PCF personnel comprise the members of the Central Division of the County's Interagency Hazardous Materials Response Team (Hazmat team), which responds with other fire entities, law enforcement, and the Environmental Health Division of the Placer County Department of Health and Human Services countywide.

PCF conducts fire inspections within the bounds of Alta FPD, Newcastle FPD, and the City of Colfax.

PCF is administered by the County Office of Emergency Services. All paid firefighting staff are provided via contract with CAL FIRE. The unit chief of CAL FIRE acts as the chief of PCF. CAL FIRE employs 69 personnel that respond to PCF calls for service—42 permanent

personnel that are assigned to serve PCF stations full time, and an additional 27 personnel that are considered "Amador" personnel, meaning the State funds the positions during fire season and PCF funds the positions for the seven months outside of fire season. In addition, PCF also staffs a brush engine with five personnel during the fire season. PCF does not fund several CAL FIRE positions that provide part-time support to PCF administration and operations, including but not limited to the unit chief, administrative division chief, fleet manager, finance specialist, office technician, and battalion chiefs. Personnel serve the area within PCF from five full-time staffed stations in Lincoln (two stations), Roseville, and Auburn (two stations). In addition, CAL FIRE relies on 101 resident and volunteer firefighters[12] to supplement fire services in the communities of Dutch Flat, Fowler, Thermalands, Paige, Sheridan, and Dry Creek.

American Medical Response

American Medical Response (AMR) Sacramento Valley provides emergency medical transport service for eight communities in the Sacramento, Placer and Yolo County, California, area. AMR Sacramento Valley employs approximately 300 paramedics and EMTs and handles about 52,000 calls annually.

AMR provides services in Placer County through an agreement with Sierra-Sacramento Valley Emergency Medical Services Agency (S-SVEMS), which is a Joint Powers Local Emergency Medical Services Agency for the Counties of Placer, Yolo, Nevada, Sutter, and Yuba. S-SVEMS, which was designated as the local EMS agency for Placer County, was delegated by the County various EMS responsibilities including the selection of providers for exclusive ambulance operating zones within the County, the award of resulting ambulance agreements on behalf of the County, and the monitoring of ambulance operations generally within the County.

California Department of Forestry and Fire Protection

California Department of Forestry and Fire Protection Services (CAL FIRE) provides fire prevention, suppression, and fire-related law enforcement for timberlands, wildlands and urban forests. CAL FIRE also responds to other types of emergencies in 36 out of the State's 58 counties via contracts with local governments, including structure fires, vehicle accidents, medical aids, swift water rescues, search and rescues, hazardous material spills, train crashes, and natural disasters. Placer County is served by the Nevada-Yuba-Placer Unit (NEU) of CAL FIRE. NEU is one of 21 administrative units within the CAL FIRE.

In Placer County, NEU provides contract management, operation, dispatch and fire marshal services to Placer County Fire Department (PCF) and the City of Colfax (through a contract with Placer County). CAL FIRE has a full fire protection agreement (known as Schedule A) with PCF. The areas served by PCF via contract with CAL FIRE include North Auburn, Ophir, Dutch Flat, unincorporated Lincoln, Dry Creek, Sheridan, and Camp Far West. In addition, CAL FIRE provides year-round fire protection (also known as Amador Contract services) to the communities of Auburn (Bowman), Colfax, and Alta. CAL FIRE also provides dispatch only services out of its Grass Valley Emergency Command Center for

[12] The number of resident and volunteer firefighters varies at any given time. The number reported here was as of the drafting of this report on 12/17/15.

several local fire departments and districts in Placer County including Auburn City Fire Department, Alta Fire Protection District, Truckee Fire Protection District, North Tahoe Fire Protection District, as well as CalSTAR Air Ambulance in Auburn.

U.S. Forest Service

Federal Responsibility Areas (FRAs) in the United States are areas where the primary responsibility for preventing and suppressing fires is that of the Federal Government. These lands are generally protected by the Department of Agriculture, U.S. Forest Service (USFS), and the Department of Interior bureaus (Bureau of Land Management, National Park services, US Fish and Wildlife Service, and the Bureau of Indian Affairs).

In Placer County, USFS is responsible for federal forest lands. In western Placer County FRA lands occupy mostly eastern portion of the study area stretching in a checkerboard pattern west to the City of Auburn. FRA lands west of Foresthill are largely grasslands. Tahoe National Forest and El Dorado National Forest, protected by USFS, are situated east of Foresthill FPD.

Context

Several conditions in Placer County contribute to its fire risk hazard level, including extensive forested territory, development that abuts wildland areas, and major interstate and highway corridors.

Placer County includes over 550,000 acres of heavily forested landscapes in the central Sierra Nevada foothills and mountains. This area stretches from Auburn to Lake Tahoe, and includes portions of three national forests, numerous state parks, and 60 percent of Lake Tahoe's west shore. The forested land is at significant risk for catastrophic wildfire due to the buildup of unnaturally dense vegetation following decades of successful fire suppression and exclusion. The County has experienced 14 major wildfires since 2001 burning more than 56,000 acres, including critically important upland watersheds and wildlife habitat.

As mentioned, Placer County has experienced one of the highest growth levels in the State in recent years. Most growth has been concentrated in the urban city areas, but there has been a proliferation of residences on larger lots in unincorporated rural areas as well. Current conditions in the County are indicative of development in the wildland where larger parcels and open space retention have created a true wildland-urban interface condition. In order to appropriately take measure to protect the County from major wildfire loses, the County lead a collaborative process, including local, state and federal fire protection agencies, to develop a Placer County Community Wildfire Protection Plan in 2012.

Placer County has several major interstate and highway corridors that travel through the County, which can contribute to ignition of roadside fires. In particular, I-80 runs the length of the County from Sacramento to Lake Tahoe and beyond to Reno, Nevada. I-80 is a notoriously busy interstate year round due to recreational tourism and transit between two major cities. I-80 drops from 7,239 feet at Donner Summit to 531 feet at Loomis, an elevation change of 6,708 feet over 67 miles. This steep grade creates significant friction for commercial vehicles travelling down slope towards the Sacramento Valley. During the

summer, when temperatures rise and fuels become dry, the potential of a wild fire from hot brakes or vehicles that catch fire due to friction increases. Alternatively, vehicles traveling up slope can overheat resulting in an ignition of roadside vegetation. The fire threat is also significant along the SR 20 and 49 corridors.[13]

Jurisdictional Responsibilities

There are 15 local emergency medical and fire service providers in western Placer County. With an average of just over 34,200 fire and emergency service calls a year, the agencies provide fire protection and rescue service to 875 square miles of territory. Fire agencies of Placer County respond to structure fires, wildland fires, medical emergencies, water rescue, technical rope rescue, hazardous materials spills, public service assistance calls, and other emergencies.

Fires in Placer County occur in both urban and wildland settings and generally are classified as either structural fires or wildland fires. CAL FIRE and USFS are primarily responsible for wildland fire protection; however, CAL FIRE does provide contract structural fire services and assist other local fire protection districts in structural fire protection and other emergency responses through mutual and automatic aid agreements. CAL FIRE and USFS are not reviewed in this report, other than to describe their relation to the 15 local fire agencies.

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

CAL FIRE is responsible for services in wildland areas within Placer County defined as State Responsibility Areas (SRA). An SRA is an area of the State where the State of California is financially responsible for the prevention and suppression of wildfires. An SRA does not include lands within city boundaries or in federal ownership. The Nevada-Yuba-Placer Unit of CAL FIRE has direct responsibility for fire protection within portions of Nevada, Yuba, and Placer counties. Total SRA acreage within the unit is approximately 1,200,000 acres. Total DPA is approximately 875,000 acres, leaving about 325,000 acres of state responsibility area serviced by USFS through local operating agreements. Also, as previously mentioned, CAL FIRE provides technical support throughout Placer County in the form of specialized services including fire suppression handcrews, dozers and helicopter services as needed.

Similar to CAL FIRE, USFS also provides services in California, primarily within forests and grasslands. Areas where USFS services are focused are defined as Federal

[13] CAL FIRE Nevada-Yuba-Placer Unite, Unit Strategic Fire Plan, 2011, p. 12.

Responsibility Areas (FRA). A majority of the areas within the national forests are designated as FRA, which is a majority of the eastern portion of the County.

The territory within the SRA portions of the County have generally been identified as moderate, high, and very high fire hazard, while a majority of the area in the FRA is considered to be very high fire hazard.

The rest of the territory in Placer County is designated as Local Responsibility Area (LRA). LRA areas in the County are limited to the cities of Colfax, Lincoln, Roseville, and Rocklin, the Town of Loomis, the City of Auburn and some territory to the north of the City, the unincorporated area between the City of Roseville and Folsom Lake, and the unincorporated area to the west of the cities of Lincoln, Rocklin and Roseville to the county line. Very limited territory within the LRAs has been classified as very high fire hazard—consisting of two areas in the eastern portion of the City of Auburn and the entirety of the City of Colfax. SPFPD noted that, while not officially classified by the State, it considers most of its territory as having a significant wildland-urban interface threat. In areas where LRA is bordered by SRA, CAL FIRE will provide assistance through the Closest Resource Agreement, as those areas are considered mutual threat zones.

Boundaries and SOIs

All of the fire protection districts in Placer County have undergone multiple boundary changes since their respective formation dates, including annexations, detachments, and consolidations. Refer to the individual district chapters in this report for details regarding each agency's existing boundaries. While multiple district reorganizations modified the boundary areas of the respective districts, the spheres of influence of the majority of the districts were not subsequently adjusted after multiple reorganizations and boundary changes had occurred. Given such, all of the fire protection district SOIs are considered to be out-of-date and new appropriately updated SOIs will be adopted for every district.

For the cities, this review identifies their city limits and existing SOIs. The SOIs will not be adjusted as part of this review, but instead will be updated following a review of all municipal services provided by the respective City. However, when LAFCO does undertake updating their SOIs, the discussion and determinations from this report could be included in the review and taken into consideration.

Advanced Life Support and Ambulance Services

Placer County has designated the Sierra-Sacramento Valley Emergency Medical Services Agency (S-SVEMS) as the local emergency medical service agency (LEMSA) pursuant to the provisions of Division 2.5 of the Health and Safety Code. The Division allows the local EMS agency to create exclusive operating areas for emergency ambulance service and advanced life support systems. Emergency ground ambulance service for the majority of Placer County is provided by American Medical Response under an exclusive operating agreement (EOA) with S-SVEMS. Foresthill FPD, North Tahoe FPD,[14] and South Placer FPD also provide emergency ambulance service to their districts or a defined service area under EOAs.

[14] North Tahoe FPD does not provide ambulance transport services in western Placer County and is therefore out of scope of this report and will not be discussed further.

Dispatch and Communications

There are five separate agencies providing dispatch services to fire providers in western Placer County. Fire agencies serving the unincorporated territory in western Placer are dispatched by either the Placer County Communications Division of the County Sheriff's Office or the CAL FIRE Grass Valley Emergency Command Center. All fire protection districts are dispatched by Placer County reportedly in lieu of a share of Proposition 172 funds; however, a contract for these services could not be provided. Placer County Fire receives dispatching services from CAL FIRE as part of its contract for services. The cities of Auburn and Colfax also contract with CAL FIRE for dispatch, while, the cities of Roseville, Rocklin, and Lincoln have their own dispatch centers and frequencies.

Mutual and Automatic Aid Agreements

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

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

The 15 fire agencies, CAL FIRE, State Office of Emergency Services, and USFS work together to provide mutual aid for structure fires, wildland fires, vehicle accident extrication, and mass casualty incidents (MCI). All fire providers in western Placer, including all fire districts, the city fire departments, Placer County Fire, and CAL FIRE, are signatories of the Western Placer County Cooperative Fire Services Response Agreement. According to the agreement, the agencies provide automatic aid to each other and make use of the closest resource dispatching fire, rescue, and medical emergency response without regard to jurisdiction or statutory responsibility.[15] In addition, the agencies work with specific neighboring providers through automatic and mutual aid agreements specific to the needs of the agencies in question.

[15] Western Placer County Cooperative Fire Services Response Agreement Operational Plan, June 2012

Fire Marshal and Prevention Services

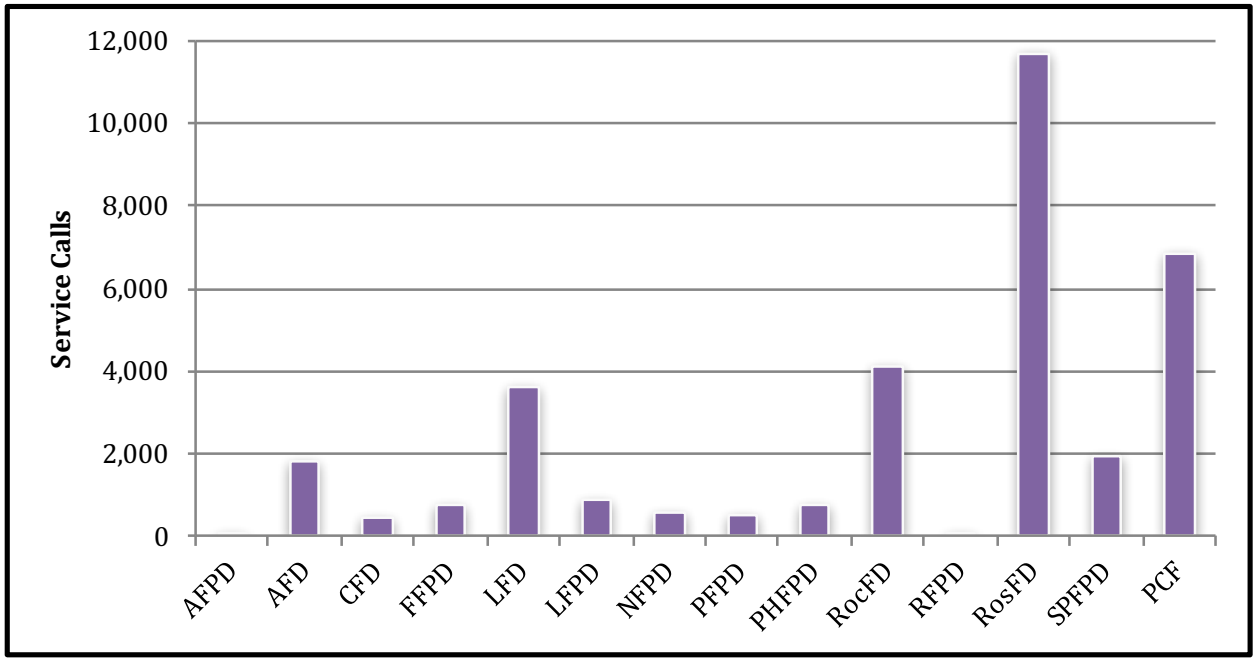
CAL FIRE, through its contract with PCF, offers Fire Marshal and fire prevention services, such as inspections, assistance with land development functions, and special event permits for the territories served by PCF, CAL FIRE, AFPD, City of Colfax, and NFPD. FFPD has a part-time fire marshal. Fire prevention activities of all of the agencies are extensive as shown in Figure 3-7. Coordination of these activities between the agencies would promote consistency in services offered throughout the County; however, consistency can be found in the certifications that are held by the fire prevention personnel, including Fire Inspector I, Fire Inspector II, Plans Examiner and Fire Marshal certifications.

Standards for development review are determined by the land use authority (cities and the County) and State law. Almost the entirety of the unincorporated areas within the County are designated as SRA lands. As such, the County is the land use authority and in charge of determining standards for development and reviewing proposals. Standards are outlined in the County's Zoning Ordinances, Building Code, and Land Development Manual. In addition, there are Fire Safe Regulations regarding development in the SRA that have been adopted in Title 14 Code of California Regulations: Division 1.5, Chapter 7, Subchapter 2, Articles 1-5. These regulations are summarized in Homeowner's Summary of Fire Prevention and Loss Reduction Laws.

Service Demand

There were approximately 34,200 calls for fire, EMS and other emergency response services in the study area in 2013. In other words, there were about 90 service calls throughout the western portion of the County on an average day. A call for service does not indicate the number of responses by each jurisdiction, as multiple jurisdictions may respond to a single call. The number of calls is as reported by each agency and includes false alarms.

Figure 3-9: Total Service Calls by Reporting Agency, 2013

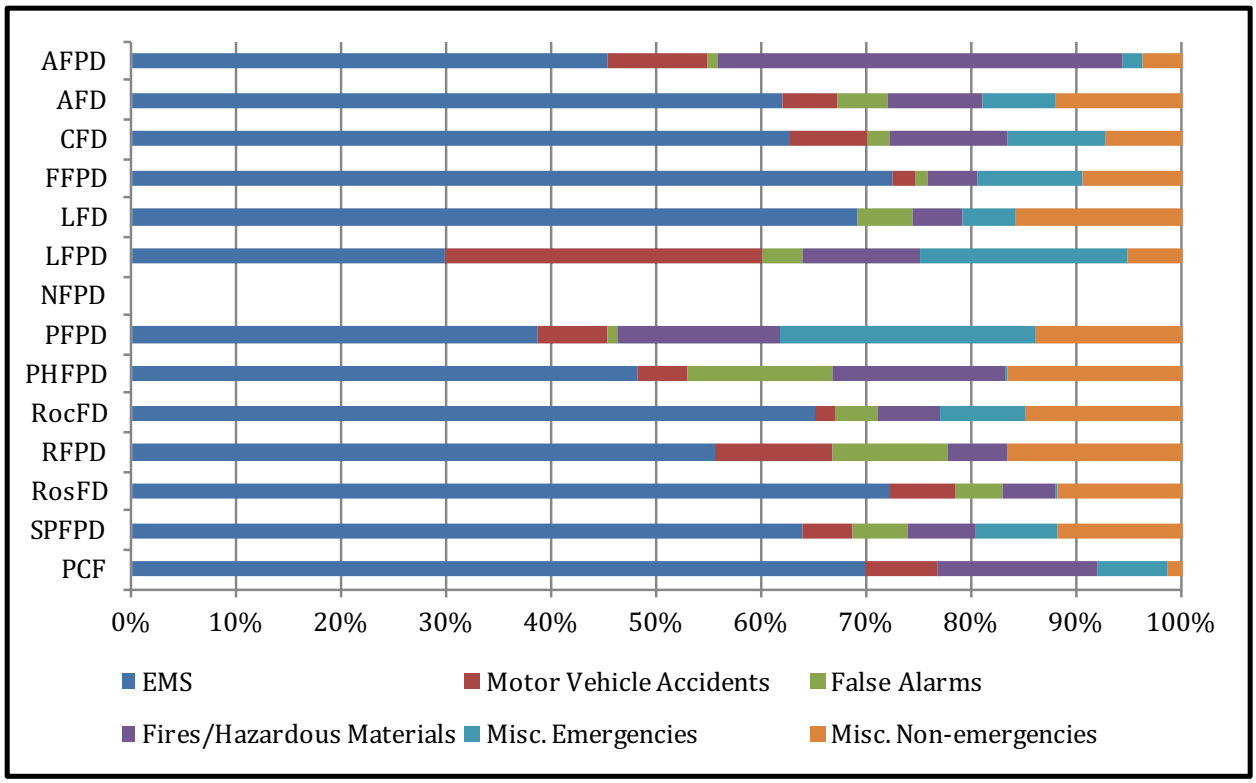


Roseville FD responds to the largest call volume of the agencies reviewed with 11,707 calls in 2013. Placer County Fire serves the next largest call volume of the agencies, and experienced 6,854 calls in 2013. Alta FPD and Rocklin FPD have the lowest call volume with 106 and 18 calls in the year, respectively. The number of calls to each provider is as anticipated as it is directly related to the population size served.

A majority of the calls (67 percent) in the study area were medical emergencies, which is similar to call patterns experienced in most areas of the State. Loomis and Penryn FPDs appear to be exceptions to this pattern, as district-reported data shows that only 30 and 39 percent of calls, respectively, were medical in nature. However, more recent data for LFPD shows that the ratio of medical calls is more in line with other providers.

Calls for fire-related events (structure, vehicle, and wildland) and hazardous materials accounted for eight percent of the incident volume on average throughout the study area, as shown in Figure 3-10. Rural districts with extensive wildland areas and a greater wildfire hazard tend to have a higher share of calls related to fire. Foresthill FPD had an unusually low rate of fire related calls, in particular, given the District's wooded and expansive nature. NFPD did not provide a breakdown of the type of calls to which it had responded.

Figure 3-10: Fire Agency Service Calls by Type, 2013



During 2013, the fire agencies provided support to neighboring providers in the form of 1,544 automatic and mutual aid responses, which was approximately five percent of all responses within the County. The ratio of automatic and mutual aid responses varied by agency, as shown in Figure 3-11. PFPD reportedly had the highest percentage of mutual aid assists, with nearly 50 percent of its calls being mutual or automatic aid of some form. SPFPD also had a large ratio of mutual aid calls constituting approximately 22 percent of

calls for service, which it noted was due to its automatic aid agreement with AMR and assistance provided through the Closest Resource Agreement. LFD and NFPD did not provide the number of mutual aid calls to which they had responded. Because RFPD receives services from RocFD, mutual aid calls are not applicable to the District.

Figure 3-11: Fire Agency Ratio of Mutual Aid Calls, 2013

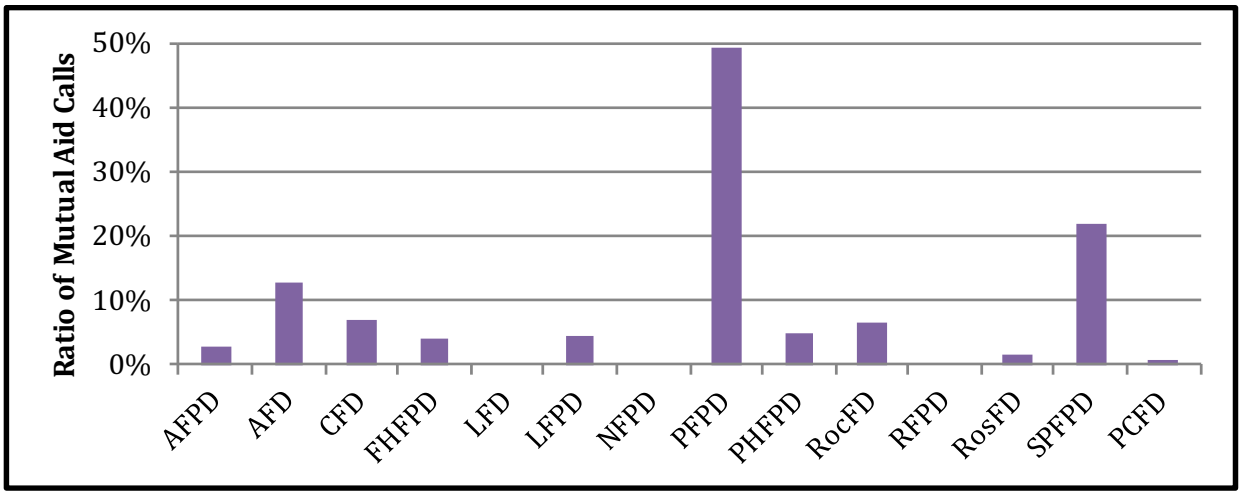
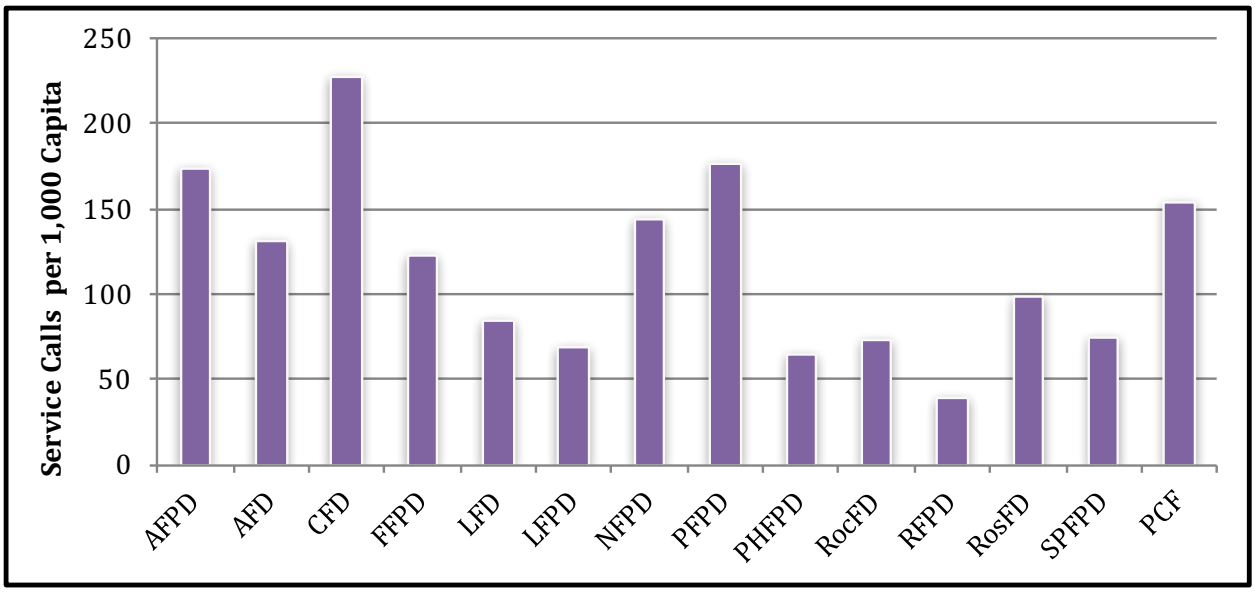


Figure 3-12: Service Calls per 1,000 Residents, 2013



Agencies in western Placer experienced a median call volume of 111 service calls per 1,000 residents in 2013. The volume of service demand may vary between jurisdictions based on the population's age and access to primary healthcare, visitor counts, highway miles, and risk of wildland fires within the agency's boundaries. The number of service calls per 1,000 residents varied from 40 in Rocklin FPD to 228 within Colfax FD's service area.

Each of the jurisdictions experiences different peak periods of demand. Urban areas tend to experience most service calls during daytime hours on weekdays, while rural and wilderness areas have the highest calls for service in the evenings and on weekends when residents have returned home from work. For example, RosFD reported that its peak

demand times occurred in the daytime, between 7:00 a.m. and 7:00 p.m. While FFPD reported that its peak demand times occurred on weekends between 1:00 p.m. and 7:00 p.m. June through September when people stay home and there is an influx of recreational tourists.

Infrastructure Needs and Deficiencies

Facility and Equipment Conditions

There are currently 49 fire stations in use in the western portion of the County that are owned and/or operated by the local fire protection agencies. Additionally, there are two administration buildings and a training facility, which are also made use of in providing fire related services. Table 3-13 summarizes the station locations, conditions and equipment of each provider.

Agencies provided the facility age and an assessment of each facility's condition and deficiencies. Of the 49 stations in use by local fire service providers in western Placer County, 25 were reported as being in good or excellent condition, 20 in fair condition, and four in poor condition. The following infrastructure deficiencies and needs were identified by the agencies:

- Alta FPD: AFPD's station is reportedly in fair condition due to the need for roof repairs and HVAC improvements throughout the building.
- City of Auburn FD: In the long term, the City plans to eliminate one station on the south side of Interstate 80 and add one to the north. In addition, each of the City's three stations have certain infrastructure needs. Martin Park Station requires remodeling of the training room. Gietzen Station reportedly needs to add additional crew quarter space, and Maidu Station is in need of general maintenance.
- City of Colfax FD: The City's Station 36 needs larger engine bays, sleeping quarters, general renovations, and updates. Station 37 requires additional apparatus bays, storage space, general renovations, and updates.
- Foresthill FPD: All three of the stations used by FFPD are in poor or fair condition and require upgrades to bring them to satisfactory condition. Specifically, septic repairs and/or replacement are needed at Station 88 and black top repair at Station 90. The District also reported that it was in need of two additional type 1 engines.
- City of Lincoln FD: The City's three stations are considered to be in good and excellent condition with no major infrastructure needs. A new station will reportedly be necessary should development begin to flourish again.
- Loomis FPD: The infrastructure needs for the District's fire station consist of a new truck room.
- Newcastle FPD: The District is currently in the process of constructing a replacement station to its exiting outdated and inefficient station. NFPD also needs a water tender.
- Penryn FPD: The District reported that it had outgrown its existing fire station. A study recommended demolition and a new station at the current location with a more modern

design that allows for increased useful space. PFPD does not currently have sufficient funds to implement this project. The District also needs to replace its Type I engine.

- Placer Hills FPD: The District would like to completely demolish and rebuild Station 84 and renovate Station 85. PHFPD also indicated a need for a Type 3 engine.
- City of Rocklin FD: RocFD reported that it needed to relocate Station 23 to a new location that would decrease response times. Additionally, as the City grows and the demand for services increases, RocFD will require a new station. The Department also reported a need for a new Type I engine.
- Rocklin FPD: RFPD's infrastructure needs are the same as those reported for RocFD.
- Roseville FD: RosFD's Station 1 will be moved to a new facility, which is currently under construction. The project is anticipated to be completed by FY 16-17. All of the Department's vehicles are on a replacement cycle and funded through a replacement fund that is paid into through the life of the vehicle.
- South Placer FPD: Station 15 needs larger day and truck rooms. Station 17 requires complete remodel in addition to training facility and administrative offices. ~~Station 20 needs a facility upgrade.~~ The District is currently in the planning stage of the remodel at Station 15~~; the upgrade project at Station 20 is being executed (constructing the bathroom and retrofitting an exhaust system in current truck room)~~.
- Placer County Fire: Of its 14 stations, the Department only identified needs at Station 70 in Lincoln. The station was in need of a convault system and a back-up generator, and since that time those improvements have been made. There is a continued need for another apparatus bay at that facility. Vehicle needs and a schedule to address those needs are outlined in the Vehicle Replacement Plan.

Figure 3-13: Fire Station Condition and Apparatus

Station	Location	Owner	Condition	Apparatus
Alta Fire Protection District				
98	33950 Alta Bonny-Nook Rd Alta, CA 95701	AFPD	Fair	1 Type IV, 1 Type I, 1 water tender, 1 utility, 1 command vehicle
City of Auburn Fire Department				
Martin Park	485 High St. Auburn, CA	Auburn	Fair	1 Type 1 engine, 1 water tender, 1 ladder truck
Gietzen	226 Sacramento St. Auburn, CA	Auburn	Fair	1 Type 1 engine, 1 Type 3 engine, 1 rescue truck
Maidu	901 Auburn-Folsom Rd. Auburn, CA	Auburn	Good	1 Type 1 engine, 1 Type 3 engine, 1 utility truck
City of Colfax Fire Department				
36	33 West St. Colfax, CA	Colfax	Fair	1- Type 1 engine and 1- Squad/Utility
37	39 East Oak St. Colfax, CA	Colfax	Fair	1-Type 1 engine and 1- Type 3 engine
Foresthill Fire Protection District				
88	5981 Gold St. Foresthill, CA 95631	FFPD	Fair	Type 1 engine, Type 3 engine, 2 ambulance vehicles
89	22700B Foresthill Rd. Foresthill, CA 95631	Placer County/FFPD	Poor	Water Tender
90	20540 Foresthill Rd. Foresthill, CA 95631	FFPD	Fair	Type 1 engine, Type 3 engine, ambulance rescue vehicle
Admin	24320 Main St. Foresthill, CA 95631	FFPD	Excellent	2 command vehicles
City of Lincoln Fire Department				
33	17 McBean Park Dr. Lincoln, CA 95648	Lincoln	Excellent	Not provided
34	126 Joiner Parkway Lincoln, CA 95648	Lincoln	Excellent	Not provided
35	2525 E. Joiner Parkway Lincoln, CA 95648	Lincoln	Good	Not provided
Loomis Fire Protection District				
28	5840 Horseshoe Bar Road, Loomis, CA	LFPD	Fair	1 Type I fire engine, 1 Type III fire engine, 1 Type VI grass unit.
29	8800 Horseshoe Bar Road, Loomis, Ca. 95650	LFPD	Good	1 Type I reserve engine, 1 Type III reserve engine, 1 1945 vintage fire truck.
Newcastle Fire Protection District				
41	9211 Cypress St., Newcastle, CA 95658	NFPD	Poor	1 command vehicle, 1 Type I engine, 1 Type III engin
Penryn Fire Protection District				
38	7206 Church Street, Penryn, CA 95663	PFPD	Fair	2 command vehicles, 1 Type 1 engine, 2 Type 3 engines, 1 water tender
Placer Hills Fire Protection District				
84	16999 Placer Hills Rd, Meadow Vista CA 95722	PHFPD	Poor	2 Type 1 engines and 1 utility vehicle
85	18016 Applegate Rd, Applegate CA 95703	PHFPD	Poor	1 Type 1 engine, 1 Grass/Quick attack vehicle, 1 Reserve command vehicle
86	100 West Weimar Cross Roads, Weimar CA 95736	Union Pacific	Good	1 Type 1 engine, 1 Type 3 engine 1 Water tender 1 Service/Air unit

Station	Location	Owner	Condition	Apparatus
City of Rocklin Fire Department				
23	4060 Rocklin Road Rocklin, CA	Rocklin	Fair	Type I, Type III, Air Unit, Foam Tender, Special Ops Trailer, Reserve Type I
24	3401 Crest Drive Rocklin, CA	Rocklin	Good	Type I Truck, Type III, Reserve Type I, 2 Command Vehicles
25	2001 Wildcat Way Rocklin, CA	Rocklin	Excellent	Type I, Type III
Admin	4080 Rocklin Road Rocklin, CA	Rocklin	Excellent	1 Command Vehicle
Rocklin Fire Protection District				
Served by Rocklin FD stations.				
City of Roseville Fire Department				
1	401 Oak St, #402, Roseville, CA	Roseville	Good	1 ladder truck, 1 engine type I, hazmat type II
2	1398 Junction Blvd., Roseville, CA	Roseville	Good	1 engine type I, grass type VI
3	1300 Cirby Way, Roseville, CA	Roseville	Good	1 engine type I
4	1900 Eureka Rd, Roseville, CA	Roseville	Good	1 engine type I, 1 grass type VI
5	1565 Pleasant Grove Blvd, Roseville, CA	Roseville	Good	1 engine type I, brush type III
6	1430 E Roseville Pkwy, Roseville, CA	Roseville	Good	1 engine type I, 1 brush type III
7	911 Highland Pointe, Roseville, CA	Roseville	Good	1 ladder truck, 1 engine type I, 1 rescue type MED
9	2451 Hayden Pkwy, Roseville, CA	Roseville	Excellent	1 engine type I, 1 brush type III
Training	2050 Hilltop Circle, Roseville, CA	Roseville	Not provided	None
South Placer Fire Protection District				
15	4650 East Roseville Parkway Granite Bay CA 95746	SPFPD	Fair/Good	Type 1 Engine Type 6 Grass Unit
16 - Closed	5300 Olive Ranch Rd Granite Bay, CA 95746	SPFPD	Excellent	Water Tender Antique Apparatus Air Unit OES Type 1 Engine
17	6900 Eureka Road Granite Bay, CA 95746	SPFPD	Fair/Good	100' Aerial Truck ALS Ambulance Type 3 Brush Unit Rescue Unit Reserve Type 1 Engine
19	7070 Auburn Folsom Road Granite Bay, CA 95746	SPFPD	Excellent	Type 1 Engine Type 3 Brush B/C Command Vehicle OES Type 1 Engine
20	3505 Auburn Folsom Road Loomis, CA 95650	SPFPD	Fair	ALS Ambulance Type 1 Engine Type 6 Grass Unit

Station	Location	Owner	Condition	Apparatus
Placer County Fire				
32	980 Sacramento St. Dutch Flat, CA 95714	Placer Union High School District	Fair	One Type III Fire Engine One Type I Fire Engine
70	1112 Wise Road Lincoln, CA 95648	Placer County	Excellent	One Type I Fire Engine One Utility
73	4710 Fruitvale Rd Lincoln, CA	Placer County	Fair	One Type III Fire Engine One Type I Fire Engine One Water Tender
74	8500 Lakeview Lane Lincoln, CA 95648	Placer County	Good	One Type III Fire Engine One Type II Fire Engine One Water Tender
75	5390 Nicolaus Road Lincoln, CA 95648	Placer County	Good	One Type III Fire Engine One Type I Fire Engine One Water Tender
77	1300 Athens Av. Lincoln, CA 95648	UAIC	Excellent	One Command Vehicle One Type I Fire Engine One Type III Fire Engine One Ladder Truck One Utility
78	4952 Riosa Rd Sheridan, CA 95681	Placer County	Fair	One Type I Fire Engine
100	8350 Cook Riolo Rd. Roseville, CA 95747	Placer County	Fair	One Command Vehicle Three Type I Fire Engines One Water Tender One Utility
180	11645 Atwood Rd. Auburn, CA 95603	Placer County	Fair	Four Chippers One Command Vehicle Two Type I Fire Engines One Rescue One Type III Fire Engine One Ladder Truck One Water Tender Six Utilities
182	9305 Wise Rd. Auburn, CA 95603	Placer County	Fair	One Type III Fire Engine One Type I Fire Engine One Utility One Water Tender
184	6150 Grass Valley Hwy Auburn, CA 95603	Placer County	Fair	One Type I Fire Engine One Type III Fire Engine One Water Tender
10	13760 Lincoln Way Auburn, CA 95603	State of California	Good	One Command Vehicle One Type I Fire Engine One hazmat rig One hazmat trailer One MCI Trailer One Mechanic Vehicle One Utility
30	24020 Fowler Road Colfax, CA 95713	State of California	Excellent	State equipment
33	33752 Alta Forestry Rd. Alta, CA 95701	State of California	Good	State equipment

Dispatch and Communications Connectivity

As previously mentioned, there are five separate agencies providing dispatch services to fire providers in western Placer County—Placer County Sheriff's Office, CAL FIRE Grass Valley Emergency Command Center, and the cities of Lincoln, Roseville and Rocklin. Additionally, AMR has its own dispatch system.

The Placer County Communications Division provides dispatch services out of two dispatch centers—a center dedicated to dispatching for calls in western Placer located in Auburn (Placer Dispatch Net) and a center responsible for dispatching in eastern Placer located in Tahoe (Placer County Eastern JPA Dispatch Net). The Communications Division provides radio dispatching services for Sheriff, Fire, Paramedics, Animal Control, and County Roads. Yearly, dispatchers receive nearly 90,000 requests for assistance from the public through the 9-1-1 telephone system. The centers are staffed 24 hours a day, 365 days a year. All personnel are trained in Emergency Medical Dispatch protocols wherein the dispatcher can give life-saving emergency medical instructions over the telephone prior to the arrival of the first responders. Fire agencies dispatched by Placer County Sheriff's Office are ~~AFPD,~~ FFPD, LFPD, NFPD, PFPD, PHFPD, and SPFPD.

The CAL FIRE Grass Valley Emergency Center (ECC) (NEU-West Net and NEU-East Net) provides dispatch services not only for CAL FIRE Nevada-Yuba-Placer Unit's 12 fire stations, but also for 26 other fire departments, emergency medical services, and air ambulance helicopters. The command center manages calls for over 23,000 incidents annually. CAL FIRE dispatches from this facility for Placer County Fire, AFPD, the cities of Auburn and Colfax, and its stations in Placer County.

The cities of Roseville, Rocklin and Lincoln have their own dispatch centers and frequencies.

The existing dispatch setup is a result of several separate public safety answering points (PSAPs) in the County, attempts by the dispatch centers to enhance dispatch capabilities without collaboration and coordination, and compatibility conflicts of dispatch systems for fire and law enforcement purposes. The agencies reviewed noted the disjointed nature of the dispatch systems and multiple dispatch frequencies that contributed to a lack of cohesive response in the most efficient manner to incidents. Specific concerns and limitations of the existing system as reported by the fire agencies include:

- Different computer aided dispatch (CAD) systems, which results in a lack of interoperability between the agencies,
- Lack of dispatch interoperability does not allow agencies to fully capitalize on nearest available resource arrangement,
- CAD systems with differing compatibilities for fire and police purposes,
- County system is not set up to meet the need of fire providers (i.e., tracking of apparatus location and shift resources),
- A lack of dedicated fire dispatchers,
- Outdated software, and

- A lack of prioritization of fire agency needs.

All agencies reported supporting efforts to enhance connectivity between the agencies in the study area. Most agencies, including the city fire departments, supported a single regional fire dispatch center for western Placer in some form. One recommendation was that CAL FIRE continue its dispatch operations and the other dispatch centers consolidate into a single regional dispatch center. Several agencies recommended that Placer County Communications may be the ideal operator of a consolidated dispatch system. It was also recommended that in the short-term consolidation of the Lincoln, Rocklin, and Roseville dispatch systems may likely be the most feasible. Agencies asserted that regionalization of the dispatch centers to one fire based center would fix many issues, allow 911 calls to process quicker and more efficiently, provide more safety to the firefighters in the field, and bring all the agencies together to enhance joint operations. All agencies on the western slope of Placer County would be good candidates to merge into one fire PSAP. Regionalization of this aspect of fire operations could provide a stepping stone toward further consolidation of fire agency functions.

There are certain challenges to realizing a single regionalized fire dispatch system. Limited funding on the part of the fire agencies is a particular constraint to any kind of significant capital investments that may be necessary for a fire specific dispatch system. Additionally, the dispatch centers are often run by the law enforcement divisions, which influence the needs of the dispatch centers and often do not desire consolidation.

Efforts have been made to improve the dispatch systems over the years. In 2002, the Placer County Board of Supervisors authorized a study of a possible countywide radio network to identify a strategy for upgrading the County's aging public safety radio systems. Portions of the strategy have been completed. The first phase of the project focused on acquiring the necessary radio frequencies, conducting a detailed engineering study, and upgrading radio tower sites to accommodate new digital technologies. The second phase of the project consisted of identifying and pursuing state and federal funding support, securing agreement on agency cost sharing and charge-back methodology, upgrading the Sheriff's dispatch centers, and expanding the radio infrastructure at the Placer County Government Center in Auburn, the county seat. As part of the second phase, a new radio tower was built, and the Sheriff's Dispatch Center in Auburn was relocated to a new, state-of-the-art public safety building. The third phase is constructing, testing, and implementing a digital radio network that will meet the County's current and future needs, and is ongoing.[16]

Most recently, in 2012, executives from the five Placer County Law Enforcement Agencies (PLEA) who provide 9-1-1 services within Placer County identified necessary upgrades to the State's Legacy 9-1-1 System, as it was determined the 45-year old analog system was incapable of managing systems necessary to provide enhanced 9-1-1 services. As a result, PLEA commissioned a joint study to determine the feasibility of a regional, hosted call management solution capable of supporting digital communications through a networked IP-based system. The study ultimately determined that the Multi-Node Viper 9-1-1 call management system would meet or exceed the system and service criteria. In the

[16] The Police Chief, Countywide Interoperable Radio Network Project: Placer County, California, 2008.

proposed model, the Placer County Sheriff's Office would house and own a fully redundant, complete stand-alone 9-1-1 system, including all equipment and software. The Roseville Police Department would also own and house their own fully redundant, complete stand-alone 9-1-1 system, including equipment and software. The remaining agencies, including the cities of Lincoln, Rocklin, and Auburn, would purchase and own their respective 9-1-1 equipment, but would utilize remote connectivity to access the Placer County and Roseville server equipment. All participating agencies developed an Intergovernmental Agency Agreement (IAA) for governance of the regional 9-1-1 system. The system is now online.~~Each of the participating agencies have presented and gained approval from their respective governing bodies for the purchase of the regional 9-1-1 telephone system and the IAA. The system is expected to be online by the end of summer 2016.~~

In addition, the Western Placer Fire Chiefs Association has received grant funding to further enhance the dispatch centers for fire protection purposes. The association received a grant for Thinkstream, which is an interoperability solution to connect together the various CAD systems in the County. ~~The Association also received a grant for Deccan, which is a real-time operational module that provides dispatchers with instant move-up recommendations. By listening to the CAD live, it identifies gaps in coverage based on geographic area and call demand to instantaneously recommend optimal move-ups for EMS apparatus. The Association is waiting for the County to complete the other improvements to move forward with Deccan.~~

More recently, the cities of Rocklin and Lincoln have been researching ways in which they may integrate their two dispatch systems.

While these improvements do not address all of the fire agency concerns regarding the dispatch systems, they are certainly a move in the right direction and have fostered collaboration and discussions among the stakeholder agencies.

Shared Facilities

Facility Sharing and Collaboration

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

- AFPD makes its community center available for rent to other agencies and organizations for meetings, events, and fundraisers.
- Due to the reorganization of the administration of the Fire and Police Departments within the City of Auburn, the two departments share common administrative personnel. No other facility sharing practices were identified.
- One of the fire stations owned by FFPD is located on land owned by Placer County. FFPD's administrative building and Stations 88 and 90 are open for community use, such as nonprofit and community events. Foresthill/Iowa Hill Fire Safe Council uses the FFPD administrative building for its regular meetings.

- The LFPD training room is used for Placer County Chiefs meetings, community meetings, Board meetings, and hosting outside instructors for promotional training.
- One of the fire stations currently used by PHFPD is owned by the Union Pacific Railroad. The District has a 99-year lease to use the station, for which it currently pays $670 a year that increases according to cost of living increase.
- RocFD houses its administration in the public safety building shared with the Rocklin Police Department. The Department is continuously working with Placer County Water Agency (PCWA) to insure that there is an adequate water supply for firefighting needs.
- RocFD makes use of a trailer and foam tender that belong to the Regional Special Operations Unit.
- RFPD uses the City of Rocklin's public safety building for its Board meetings.
- RosFD's Fire Training Center is utilized through written agreements by Sierra College to provide training for future firefighters, Sacramento Metropolitan Fire, Rocklin Fire, Lincoln Fire, Loomis Fire, and Roseville/Rocklin SWAT teams.
- Additionally, RosFD participates regionally in hosting some equipment, such as the hazardous materials decontamination trailer. This is a regional resource funded by grant money.
- All of SPFPD's fire stations are used as voting facilities. Additionally, Station 17 is used as a meeting room for the Veterans of Foreign Wars (VFW) and Granite Bay Community Association.
- PCF shares its facilities extensively with CAL FIRE via its contract for services. Additionally, a couple of the stations are used for polling purposes.

In addition to facility sharing practices, several of the fire agencies capitalize on resource sharing by sharing administrative, operational, or other specialty personnel.

- FFPD shares fire chief and administrative services provided by PHFPD. The two districts additionally share a CQI coordinator and fire prevention and inspections.
- LFPD has a contract with SPFPD to share operations (duty officer and battalion commander coverage 24/7), personnel, training, vehicle maintenance, and prevention. SPFPD currently uses LFPD's command vehicle. Both districts see additional opportunities for the two agencies to continue sharing resources and personnel.
- LFD contracts with RocFD for the services of a Chief, three Battalion Chiefs, and a fire prevention officer.
- NFPD shares PH~~P~~FPD's fire chief and assistant services.
- CAL FIRE provides administration and operations for PCF and CFD.

The agencies take part in several associations that reflect regional collaboration practices. Each of the agencies take part in the Placer County Fire Chiefs Association, although the City of Colfax and the Rocklin Fire Protection District are represented by their contract service providers and do not maintain their own membership. The Association

meets once a month on the second Thursday to discuss common issues. Additionally, there are a number of fire safe councils in western Placer, including the Greater Auburn Area Fire Safe Council, Foresthill/Iowa Hill Fire Safe Council, Greater Lincoln Fire Safe Council, and the Placer/Sierra Fire Safe Council. The councils promote public education, reducing fuel hazards around homes and communities, recycling or burning of yard debris, and building community support for fire suppression and prevention in the region.

Other regional collaborative efforts include group purchases of equipment such as fire shelters and joint training with neighboring fire agencies.

Facility Sharing Opportunities

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

- The aforementioned planned improvements to interoperability of the dispatch systems are an opportunity for resource sharing among the PSAPs. A single regional fire dispatch center is also an opportunity for facility sharing.
- The agencies expressed an interest in a regional shared vehicle maintenance facility given the special maintenance needs of fire vehicles.
- The Western Placer Fire Chiefs Association has also had discussions regarding enhanced joint training and purchasing by all member agencies.
- Grant applications pose another opportunity for greater collaboration. Regional collaboration in applying for grants to finance recruitment efforts could provide for a more robust grant application with stronger impacts across the County, which may be more likely to receive approval.
- AFPD has in the past entered into an MOU with Placer County Fire to borrow a water tender while its tender was undergoing repairs. This MOU could be capitalized upon again in the future should the need arise.
- PHFPD has indicated that there might be a possibility in the future to share one of its stations with the ambulance company (American Medic Response) to improve its response times.
- RocFD is considering the possibility of developing a partnership with the local community college to create a training facility. Current fire technology and law enforcement programs are fragmented and could benefit from being housed in a regional public safety training facility. The Department has had discussions with college staff and its president regarding some of its land that could potentially be used for the aforementioned facility.

Service Adequacy

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

Firefighter Certification

Currently, there are three certifications in the California firefighter series, including Volunteer Firefighter, Firefighter I, and Firefighter II. While the Volunteer Firefighter focuses on skills and tasks necessary to assure safety on the fire ground, Firefighter I & II prepares the firefighter to perform essential and advanced fire ground tasks, as well as allowing entry into all tracks of the certification system. The level of certification required for each firefighter is determined by the individual fire department. However, according to the California State Fire Marshal, there are plans to phase out the Volunteer Firefighter certification level and the most basic level of certification will eventually be Firefighter I. Firefighter I certification requires completion of the 259-hour Firefighter I course, which includes training on various fire ground tasks, rescue operations, fire prevention and investigation techniques, and inspection and maintenance of equipment. In addition to this course, Firefighter I certification also requires that the applicant have a minimum of six months of experience in a California fire department as a firefighter performing suppression duties.[17] In addition to the general firefighter certifications, there are also several emergency medical and specialized certifications that firefighting personnel may attain, including:

- First Responder EMS is a person who has completed a course and received certification in providing pre-hospital care for medical emergencies. First Responder EMS has more skill than someone who is trained in basic first aid but they are not a substitute for advanced medical care rendered by emergency medical technicians, emergency physicians, nurses, or paramedics.
- Emergency Medical Technician 1 is an intermediate level clinician, trained to respond quickly to emergency situations regarding medical issues, traumatic injuries and accident scenes.
- Paramedic is a medical professional who provides medical care to sustain life in the pre-hospital environment, usually in an emergency, at the point of illness or injury. This includes an initial assessment of the patient after a particular health crisis. Paramedics provide advanced levels of care for medical emergencies and trauma.
- Apparatus Engineer drives and operates heavy fire apparatus (fire engines and trucks). This individual is also responsible for protecting people and property from fire. A fire apparatus engineer is responsible for the general maintenance and

[17] State Fire Marshal, Course Information and Required Materials, 2007, p. 44

operations of fire department equipment, tools and facilities. In addition, he or she is responsible for administering rescue and emergency-medical assistance to victims, cleaning the fire apparatus and training crews to fight fires.

- Company Officer is the individual in charge of a crew of firefighters and their responding apparatus.
- Chief Officer ranks above the company officer level and is involved in supervisory duties and fireground tactical operations.
- Haz Mat FRO (First Responder Operations) is the most popular level of chemical response certification.
- In addition, there are several wildland fire certifications, including California Incident Command Certification System (CCICCS) FF 1, CICCS FFT2, CICCS Engine Boss, and CICCS Strike Team Leader.

Each firefighter, including volunteers, is able to hold multiple certifications, including strike team certifications.

Figure 3-14: Firefighter Certification (2015)

Certification	AFPD	AFD	CFD	FFPD	LFD	LFPD	NFPD	PFPD	PHFPD	RocFD	RFPD	RosFD	SPFPD	PCFD
Volunteer Firefighter	70%	0%	75%	15%	0%	0%	13%	41%	4%	0%	N/A	0%	0%	37%
Firefighter I	57%	74%	25%	65%	74%	71%	75%	82%	73%	92%	N/A	100%	71%	63%
Firefighter II	26%	48%	8%	32%	44%	38%	25%	47%	31%	72%	N/A	100%	41%	35%
First Responder EMS	52%	100%	67%	0%	12%	14%	0%	0%	4%	92%	N/A	100%	4%	37%
EMT 1	57%	78%	25%	38%	88%	57%	88%	94%	21%	75%	N/A	15%	68%	80%
Paramedic	13%	0%	0%	41%	6%	5%	0%	0%	40%	22%	N/A	81%	30%	9%
Apparatus Engineer	48%	37%	25%	47%	0%	24%	38%	53%	29%	25%	N/A	28%	27%	10%
Company Officer	13%	0%	8%	12%	18%	24%	0%	24%	33%	25%	N/A	28%	25%	16%
Chief Officer	4%	0%	0%	6%	6%	0%	13%	12%	13%	14%	N/A	8%	9%	3%
Haz Mat FRO	87%	93%	58%	47%	88%	57%	0%	100%	67%	92%	N/A	100%	68%	95%
CICCS FFT 2	0%	100%	0%	0%	0%	38%	13%	12%	4%	92%	N/A	100%	13%	9%
CICCS FFT 1	0%	100%	0%	65%	0%	14%	0%	35%	94%	92%	N/A	100%	27%	35%
CICCS Engine Boss	9%	22%	0%	35%	0%	19%	50%	35%	13%	42%	N/A	28%	21%	11%
CICCS Strike Team Leader	4%	15%	0%	18%	0%	0%	13%	6%	4%	8%	N/A	3%	9%	9%

As shown in Figure 3-14, among fire protection districts in Placer County, RosFD has the highest Firefighter I certification rate of 100 percent. RocFD has a similarly high Firefighter I certification rate of 92 percent. For EMT I certification Penryn FPD has the highest certification rate of 94 percent. Newcastle FPD and Lincoln FD also have high EMT I certification ratios of 88 percent. On the other side of the spectrum, CFD has the lowest Firefighter I certification rate of 25 percent, and RosFD has the lowest EMT I certification rate of 15 percent, likely because a majority of the staff are certified as paramedics which is a higher EMS certification. It is noteworthy that those agencies with intern and volunteer programs are more likely to have lower certification rates, as it takes longer for these personnel to attain certification through part time experience. Certification levels do not, by themselves, imply a certain level of services. The information here, used in combination with other service adequacy indicators and service structure description, paint a whole picture of the type and level of services that are being provided.

Response Times

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

Particularly in cases involving patients who have stopped breathing or are suffering from heart attacks, the chances of survival improve when the patient receives medical care quickly. Similarly, a quick fire suppression response can potentially prevent a structure fire from reaching the "flashover" point at which very rapid fire spreading occurs—generally in less than 10 minutes.[18]

The National Fire Protection Association (NFPA) has issued response time performance standards depending on the service structure of the agency. The response time is measured from the completion of the dispatch notification to the arrival time of the first-responder at the scene. Though not a legal mandate, these standards provide a useful benchmark against which to measure fire department performance. For agencies with paid staff, NFPA 1710 identifies the response time guideline of six minutes at least 90 percent of the time. For volunteer and combination fire departments, NFPA 1720 recommends that the response times for structure fire be nine minutes in urban demand zones at least 90 percent of the time, 10 minutes in suburban zones at least 80 percent of the time and 14 minutes in rural zones at least 80 percent of the time. Response times in remote zones are directly dependent on travel distances.[19]

The local emergency medical services agency (LEMSA) for Placer County is Sierra-Sacramento Valley Emergency Medical Services Agency (S-SVEMS).[20] Emergency ground ambulance service for the majority of Placer County is provided by American Medical Response under an exclusive operating agreement (EOA) with S-SVEMS. FFPD, North Tahoe FPD,[21] and SPFPD also provide emergency ambulance service to their districts under EOAs. Emergency response time standards set by S-SVEMS in Placer County vary for each of the four approved providers and by the level of urbanization of an area (the more urban

[18] NFPA Standard 1710, 2004.

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

[20] S-SVEMS is responsible for planning, development and implementation of all EMS components, including regional trauma system planning, qualification, accreditation, authorization of all prehospital care personnel, EMS system design, and compliance with local and state regulations.

[21] North Tahoe FPD does not provide ambulance transport services in western Placer County and is therefore out of scope of this report and will not be discussed further.

an area, the faster a response should be).[22] These standards are intended for the ambulance contract providers; however, they indicate what is considered appropriate response times for medical emergencies.

[22] Response time standards for American Medical Response (AMR) are eight minutes 90 percent of the time in the cities of Roseville and Rocklin and in the City of Auburn and the County (all of the City of Auburn and County area half a mile west of SR 49 from the City of Auburn to Dry Creek Road, east of SR 49 up to and including I-80 North to include Bell Road, and half a mile east of SR 49 from Bell Road to Dry Creek Road), 15 minutes 90 percent of the time in Auburn east to include Colfax and Auburn west to Rocklin, 10 minutes 90 percent of the time in Lincoln, 20 minutes 90 percent of the time in rural areas of AMR service area in Placer County, and as soon as possible in wilderness areas. South Placer FPD is required to respond with ALS on scene 10 minutes 90 percent of the time and ambulance on scene 15 minutes 90 percent of the time. The requirement for Foresthill FPD is to respond within 15 minutes 90 percent of the time in Foresthill, Todd Valley Estates and Baker Ranch.

Figure 3-15: Response Times

Agency	NFPA Standard	S-SVEMS Standard	County Standard	Agency's goal	Average	Median	80th %	90th %	Meet guideline?
AFPD	NFPA 1720 (14 min 80%)	20 min 90%	Average 10 min in rural areas	None	NP	NP	NP	NP	Unknown
AFD	NFPA 1710 (6 min 90%)	8 min 90%	Average 6 min in suburban	None	4 to 5 mins	NP	6+ mins	6+ mins	Meet County standard, not NFPA
CFD	NFPA 1720 (10 min 80%)	15 min 90%	Average 10 min in rural areas	None	4.34	4	6	9	Yes
FFPD	NFPA 1720 (14 min 80%)	15 min 90% in Foresthill, Todd Valley Estates, Baker Ranch. ASAP in the rest of service area	Average 10 min in rural areas	S-SVEMS	9.8	7.8	11.7	14.7	Yes
LFD	NFPA 1710 (6 min 90%)	10 min 90%	Average 4 min in urban	None	NP	NP	NP	NP	Unknown
LFPD	NFPA 1720 (10 min 80%)	15 min 90%	Average 6 min in suburban	None	6.65	6	8.34	10.26	Yes
NFPD	NFPA 1720 (14 min 80%)	15 min 90%	Average 10 min in rural areas	8 min 90%	NP	NP	NP	NP	Unknown
PFPD	NFPA 1720 (14 min 80%)	15 min 90%	Average 10 min in rural areas	8 min 90%	NP	NP	<10 mins	>10 mins	Unknown
PHFPD	NFPA 1720 (14 min 80%)	15 min 90%	Average 10 min in rural areas	None	8.3	7.7	10.5	12.7	Yes
RocFD	NFPA 1710 (6 min 90%)	8 min 90%	Average 4 min in urban	8 min 90%	5.67	5.35	7.23	8.55	No
RFPD	NFPA 1710 (6 min 90%)	8 min 90%	Average 6 min in suburban	8 min 90%	5.6	5.45	6.39	6.79	Slightly longer than NFPA 1710
RosFD	NFPA 1710 (6 min 90%)	8 min 90%	Average 4 min in urban	8.2 min 90%	5.23	4.98	6.47	7.5	Longer than NFPA 1710
SPFPD	NFPA 1720 (10 min 80%)	ALS 10 min 90%, ambulance 15 min 90%	Average 6 min in suburban	9 min 80%	6.68	6.27	8.4	9.75	Everything, except for County standard
PCF	NFPA 1720 (10 min 80% suburban and 1 min 80% rural)	Multiple standards depending on area	Average 6 min in suburban and 10 min in rural	Average 6 min in suburban and 10 min in rural	NP	NP	NP	NP	Unknown

Placer County encourages local fire protection agencies in the County to have an average response times to emergency calls of four minutes in urban areas, six minutes in suburban areas and 10 minutes in rural areas. Generally an average response time can become skewed by outliers and is not an accurate measure of response time capabilities. A median or 90th percentile response time may make for a better standard or goal.

Of the providers reviewed here, five agencies were unable to provide response time data for review and analysis, including AFPD, LFD, NFPD, PFPD, and PCF. As such, the extent that these agencies meet their respective response time standards could not be identified. An assessment of the other agencies compared to the applicable response time standard is shown in Figure 3-15.

It is recommended that the agencies institute a reliable record keeping system to ensure that response times are documented and are available for use when necessary. Agencies indicated a concern that response times were tracked in different ways depending on the fire provider, which limits usefulness of comparative analysis. It is recommended that the agencies work together to institute a standardized system for tracking of response times and make this information available to one another.

ISO Ratings

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

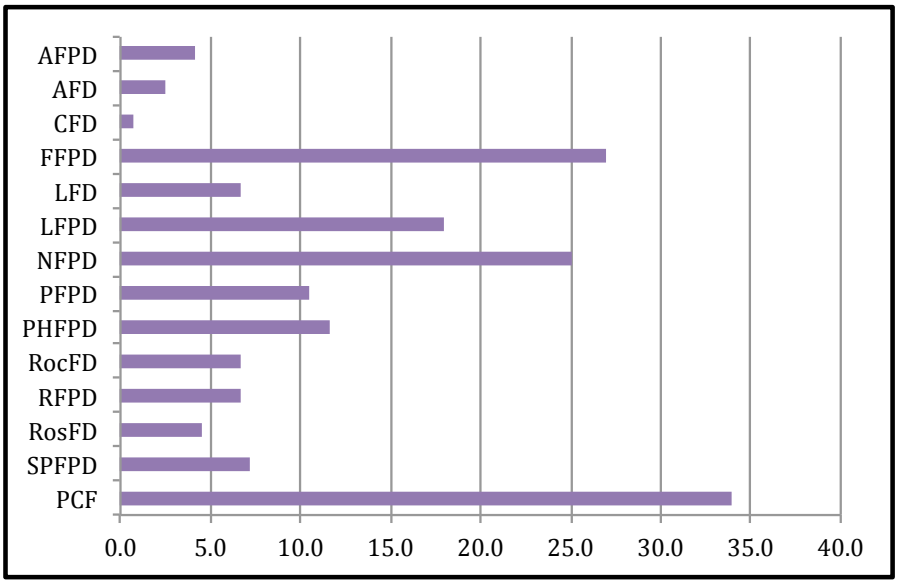
ISO ratings differ for every fire provider. Fire providers in Placer County have ISO ratings ranging from two to 9. Many providers have multiple ratings depending on the location of hydrants and stations in the area. As shown in Figure 3-16, the best ISO rating of two was received by RocFD and RosFD. Newcastle FPD has an ISO rating of 9 in its urban areas. ~~Most of the districts in Placer County have a rating of eight or nine in their rural and remote areas.~~ Five of the agencies have rating of 8 or 9 in their rural or remote areas.

Figure 3-16: ISO Ratings

Agency	ISO Rating	Date Received
AFPD	6/6B	2014
AFD	4	2012
CFD	5/5x	2014
FHFPD	3/3Y	2014
LFD	5	2010
LFPD	4/8B	2013
NFPD	5/9.	2014
PFPD	4/8.	2014
PHFPD	5/8B	2014
RocFD	2	2013
RFPD	N/A	N/A
RosFD	2	2015
SPFPD	3/3Y	2014
PCFD	4/8B	2013

Coverage Adequacy

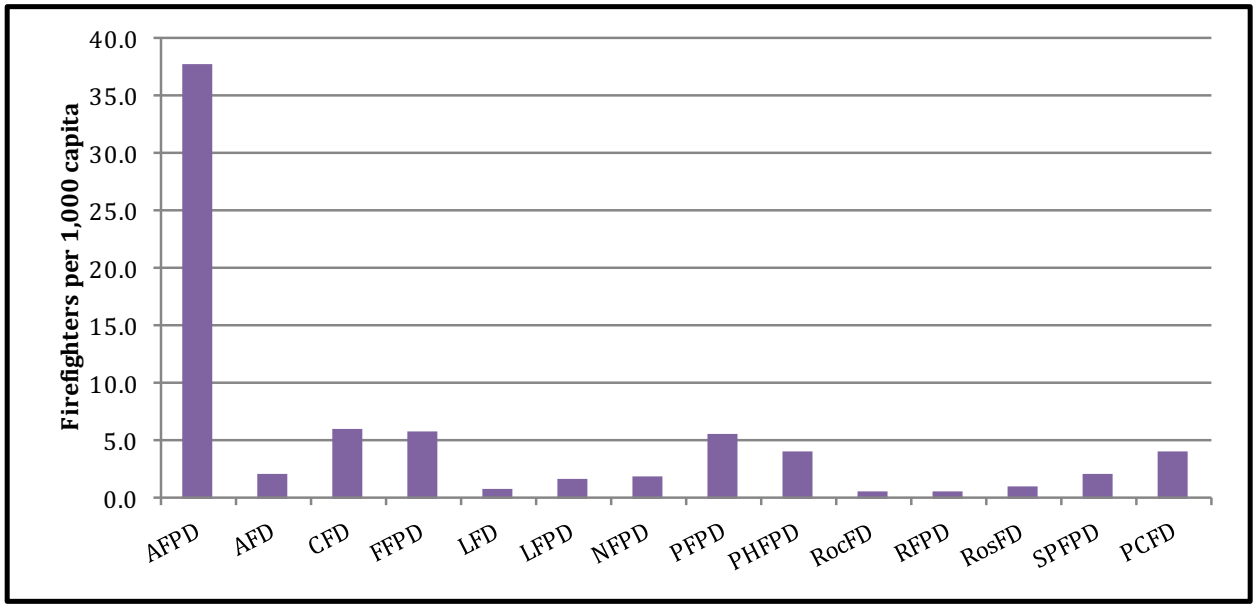
Figure 3-17: Service Area per Fire Station



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

The service area sizes for each fire station differ for each fire provider, as shown in Figure 3-17. The median fire station in Placer County serves approximately seven square miles. ~~Placer Hills FPD~~PCF serves the most expansive area of ~~46.7~~34 square miles served per station on average. Densely populated areas tend to have smaller service areas. For example, the AFD stations have an average service area size of 2.5 square miles and the median city station serves about 4.5 square miles. It should be noted that this figure does not accurately represent the ambulance service area for FFPD, as ambulance services are provided to a much larger area with only two stations being dedicated to ambulance service provision, thus each of the stations serving about 250 square miles.

Figure 3-18: Firefighters per 1,000 residents, 2013



Placer County fire providers rely on a combination of volunteer and paid firefighters to provide services. The more rural areas rely more heavily on volunteers, while the city fire departments and more mature urban area providers tend to have more paid staffing.

The number of firefighters serving within a particular jurisdiction is another indicator of service adequacy; however, it is approximate. The providers' call firefighters may have differing availability and reliability. A district with more call firefighters could have fewer resources if scheduling availability (i.e., full-time work schedule) is restricted. Figure 3-18 illustrates the number of firefighters each provider has as a rate per 1,000 residents served. Staffing levels in western Placer vary from 0.6 firefighters per 1,000 residents in RocFD to 38 in AFPD.

Firefighters in Placer County vary in age from 20 to 79, with an extensive range of experience. The median age of a firefighter in the County is 32. While in other counties, rural providers tend to have a higher median age of firefighters, this does not hold true for Placer County. RocFD and and SPFPD have the highest median firefighter ages amongst the agencies of 42 and 44 respectively.

Generally, the agencies experienced a decline in staffing levels over the period from 2011 to 2014, with the exception of RosFD and PHFPD, which increased staffing levels over the same time period. The reduction in staffing is a result of financial constraints, which have forced the agencies into cutbacks and reductions. AFD, FFPD, LFD, and SPFPD experienced reductions of between three to seven positions.

Management

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

Figure 3-19: Fire Agency Management Practices

Management Practice	AFPD	AFD	CFD	FFPD	LFD	LFPD	NFPD	PFPD	PHFPD	RocFD	RFPD	RosFD	SPFPD	PCFD
Evaluate Employees Annually	N	A	A	N	A	A	A	A	A	A	N/A	A	A	A
Prepare Timely Budget	A	A	A	A	A	A	A	A	A	A	A	A	A	A
Periodic Financial Records	A	A	A	A	A	A	A	A	A	A	A	A	A	A
Current Financial Records	A	A	A	A	A	A	A	A	A	A	A	A	A	A
Capital Planning	N	A	I	N	A	A	I	I	A	A	N/A	A	A	A
Formal Strategic Planning	I	A	N	N	I	N	N	N	I	I	N/A	A	A	I

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

An evaluation of the adequacy of management practices is shown in Figure 3-19. The first four indicators are self-explanatory. Adequate capital planning involves a multi-year capital improvement plan (or comparable planning effort) for capital replacement and, if relevant, expansion. Formal strategic planning is adequate when it discloses existing capacity and anticipated needs throughout the existing service area.

All of the providers evaluate staff at least annually with the exception of AFPD. AFPD was, however, looking to initiate this practice for paid employees and for the intern program.

All of the providers prepare timely budgets, complete financial audits on a regular basis, and were able to provide up-to-date financial records.

A high percentage of the agencies reviewed have adopted a formal capital improvement plan (CIP) of some form, including AFD, LFD, LFPD, PHFPD, RocFD, RosFD, SPFPD, and PCF. In particular, the city fire departments have formal CIPs that are included as part of the citywide CIPs. There are also those fire agencies that have not created a formal CIP, but do maintain informal replacement and improvement plans to identify current and anticipated needs. AFPD and FFPD do not conduct capital improvement planning in any form. It is recommended that all agencies adopt capital improvement plans to identify long-term financing needs and funding sources for these needs.

RosFD and SPFPD are the only agencies that conduct advanced growth planning for its service area, including fire service area. AFPD, LFD, PHFPD, RocFD, and PCF do limited growth planning in their respective strategic plans and/or through tracking planned developments within their service areas. All of the other agencies do not conduct growth planning or anticipate service needs throughout their fire service areas.

Accountability and Governance

Accountability of a governing body is signified by a combination of several indicators. The indicators chosen here are limited to: 1) constituent interest in the agency's activities as indicated by vacancy rates and Board meeting attendance, 2) agency efforts to engage and educate constituents through outreach activities, in addition to legally required activities such as agenda posting and public meetings, 3) presence of personnel, operating, and Board policies, 4) filing of Forms 700, and 5) transparency of the agency as indicated by cooperation with the MSR process and information disclosure.

Figure 3-20: Fire Agency Accountability Practices

	AFP	AFD	CFD	FFP	LFD	LFP	NFP	PFP	PHFP	RocFD	RFP	RosFD	SPFP	PCF
Contested election since 2005	✓	✓	✓	✓	✓	X	✓	✓	O	O	X	✓	✓	✓
Constituent outreach activities	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	X	✓	✓	✓
Online presence	✓	✓	✓	O	✓	✓	✓	✓	✓	✓	X	✓	✓	✓
Form 700 filing	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Proper policies in place	✓	✓	✓	✓	✓	✓	X	✓	✓	✓	X	✓	✓	✓
Expense reimbursement	✓	✓	✓	✓	✓	✓	X	X	✓	✓	X	✓	✓	✓
Conflict of interest code	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Code of ethics	✓	O	✓	✓	X	✓	X	✓	✓	✓	X	✓	✓	✓
Brown Act requirements	✓	O	✓	✓	✓	✓	X	✓	✓	✓	X	✓	✓	✓
Public requests for information	✓	O	✓	✓	✓	✓	X	✓	✓	✓	X	✓	✓	✓
Ethics training conducted	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Established complaint process	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
MSR Disclosure	✓	✓	✓	✓	O	✓	O	O	✓	✓	✓	✓	✓	✓

Note: ✓= Occurred or adequately practiced, O= Practiced, but improvement needed, X= Not practiced

For all the local agencies reviewed in this report, the established manner of board or council member selection is elections by the voters within the respective agency. If there is only one interested candidate, that person runs unopposed and becomes a board or council member. Generally, there is a lack of contested elections for all local fire providers in Placer County, similar to other rural counties in California. A majority of the agencies have experienced a contested election within the last five years where more than one individual runs for a position on the governing body, which is representative of the public's interest in the activities of the city or fire district. FFPD and RFPD have not had a contested election since at least 2005.

All the reviewed agencies prepare and post meeting agendas and make minutes available as required. Additional outreach efforts include websites and educational and awareness programs. All the agencies conduct community outreach activities where they participate in community events and organize educational activities, with the exception of of RPFD. A majority of the providers have websites to offer information by way of constituent outreach. RFPD is the only agency reviewed that does not maintain a website. Every district should ensure that Board meeting information, as well as correct contact information and district policies are readily available online.

Government Code §53235 requires that if an agency provides compensation or reimbursement of expenses to its board members, the board members must receive two hours of training in ethics at least once every two years and the agency must establish a written policy on reimbursements. Two districts—PFPD and RFPD—have not established a policy on expense reimbursements, and NFPD did not report whether it has adopted such a policy. All of the governing bodies for the agencies reviewed have received ethics training in the last two years.

Generally, all reviewed districts maintain adopted policies that guide operations of their governing bodies, including policies on code of ethics, public records requests and Brown Act compliance. NFPD and RFPD do not have these policies in place. The City of Auburn has not adopted codes specific to Brown Act requirements, public requests for information, and code of ethics; however, councilmembers receive a Councilmembers Handbook outlining these requirements.

The Political Reform Act (Government Code §81000, et seq.) requires state and local government agencies to adopt and promulgate conflict of interest codes. The Fair Political Practices Commission has adopted a regulation (California Code of Regulations §18730), which contains the terms of a standard conflict of interest code, which can be incorporated by reference in an agency's code. All agencies reviewed have adopted conflict of interest codes as required by law.

Government Code §87203 requires persons who hold office to disclose their investments, interests in real property and incomes by filing appropriate forms with a designated filing agency each year. In addition, the conflict of interest code of each district determines who among the officers and directors files the Forms 700. All of the agencies filed appropriate forms for the 2013 reporting period. Several of the districts had submitted forms for the 2014 reporting period, although the deadline for submittal had not yet occurred when the information was requested.

Of the agencies reviewed in this report, the majority demonstrated accountability in their disclosure of information and cooperation with LAFCO during the MSR process. A majority of the agencies provided most of the requested information in a timely manner. Although LFD, NFPD, and PFPD also provided a majority of the requested information, it required several follow-up attempts.

The Placer County Grand Jury report from 2013-2014 reviewed certain concerns about open meetings and ethics laws compliance for fire protection districts in the County. As a result of this review, the Grand Jury came up with five recommendations to address identified issues as follows:

1) Ensure that each district has a written policy mandating elected board members receive an overview of the Brown Act requirements upon assuming office.
2) The County Clerk Recorder/Registrar of Voters assumes the responsibility for reminders and maintenance of records of AB 1234/Ethics Training (which includes Brown Act training) for all elected officials in Placer County.
3) Rewrite Placer County Code, Article 2.04.050, to designate that the County Clerk's Office be responsible for collecting and maintaining records of AB 1234/Ethics Training Certifications, in addition to Forms 700.
4) County Counsel may consider ways to make legal training and advice about basic Brown Act requirements available to the Boards of Special Fire Protection Districts.
5) Each Special Fire Protection District enter into an arrangement for technical assistance with the Placer County Administrative Services Department for online postings of agendas and minutes of their respective Board meetings.

Based on responses by the County and the fire protection districts, the agencies predominantly agree with and plan to at least partially implement the report recommendations to ensure proper Brown Act training is implemented consistently.

SERVICE FINANCING

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

Revenue Sources

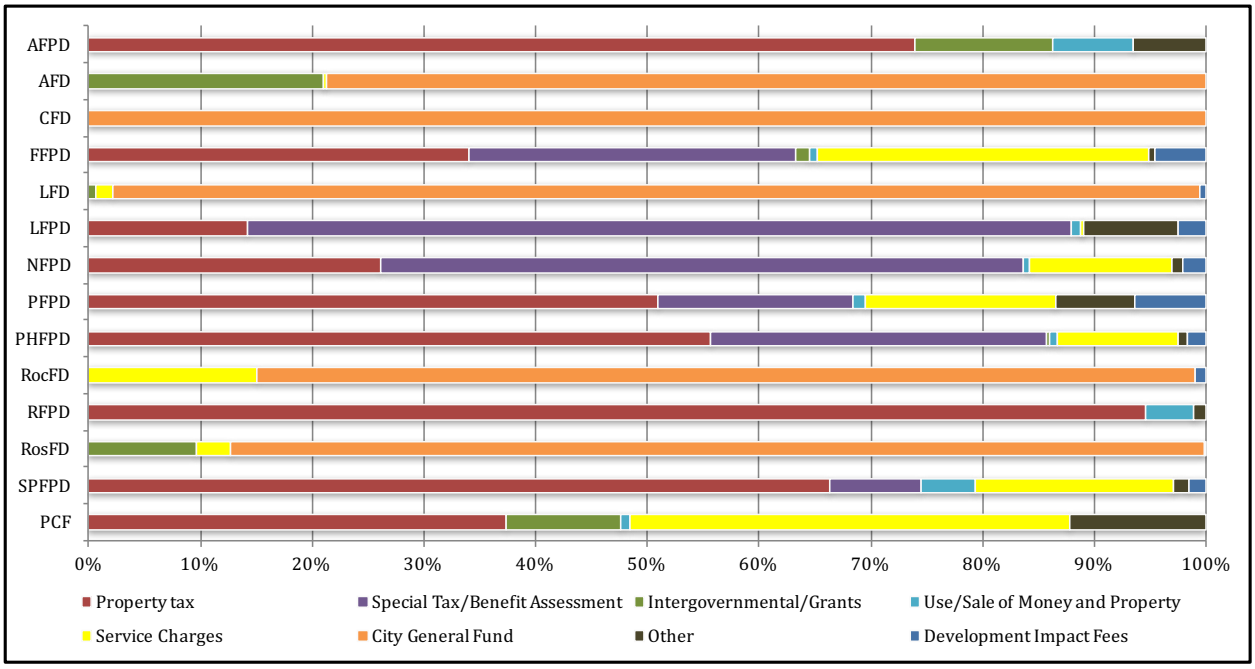
Fire service providers rely on a variety of revenue sources to fund fire agency operating costs, primarily property taxes, special taxes, service charges, and intergovernmental funds and grants. The various funding sources for each fire agency are shown in Figure 3-17.

Fire funding sources differ markedly between the cities and the fire protection districts. The cities rely heavily on General Fund revenues and Proposition 172 revenues, which the districts do not receive.

The most predominant revenue sources for the fire providers in western Placer County are city general funds, property taxes, service charges, and intergovernmental sources such

as grants from state and federal sources and Proposition 172 funds. General fund sources comprise 54 percent of the total budgets of the agencies reviewed in FY 12-13. These funds are only used by the cities for governmental purposes and consist of an aggregate of several funding sources such as property taxes and sales taxes. Property taxes comprise 18 percent of all funds received by the agencies; however, this percentage is much higher if the source of the city general funds is taken into consideration. In recent years, this revenue source has declined due to lowering of property tax values, which has challenged agencies to find adequate financing for continued services. Service charges comprise 13 percent of revenue sources, and include billing for providing emergency medical and ambulance services, fees charged for contract services, reimbursement from the State for use of strike teams, fees for services such as fire inspections and building approvals, among many others. There has been an increase in revenues collected from charges for services in recent years to partially cover the loss of revenue experienced from the decline in property taxes. Intergovernmental sources comprised seven percent of all revenue sources in FY 12-13. Similar to charges for service, intergovernmental revenues have grown in recent years as agencies search for more grant funds to replace the loss of property tax revenues.

Figure 3-21: Revenue Sources (FY 12-13)



Ad Valorem Property Taxes

Property taxes made up 18 percent of revenues among the western Placer fire protection districts and a significant portion of the city fire department financing sources as a contributor to the general funds. As a funding source, property taxes are constrained by statewide initiatives that have been passed by voters over the years.

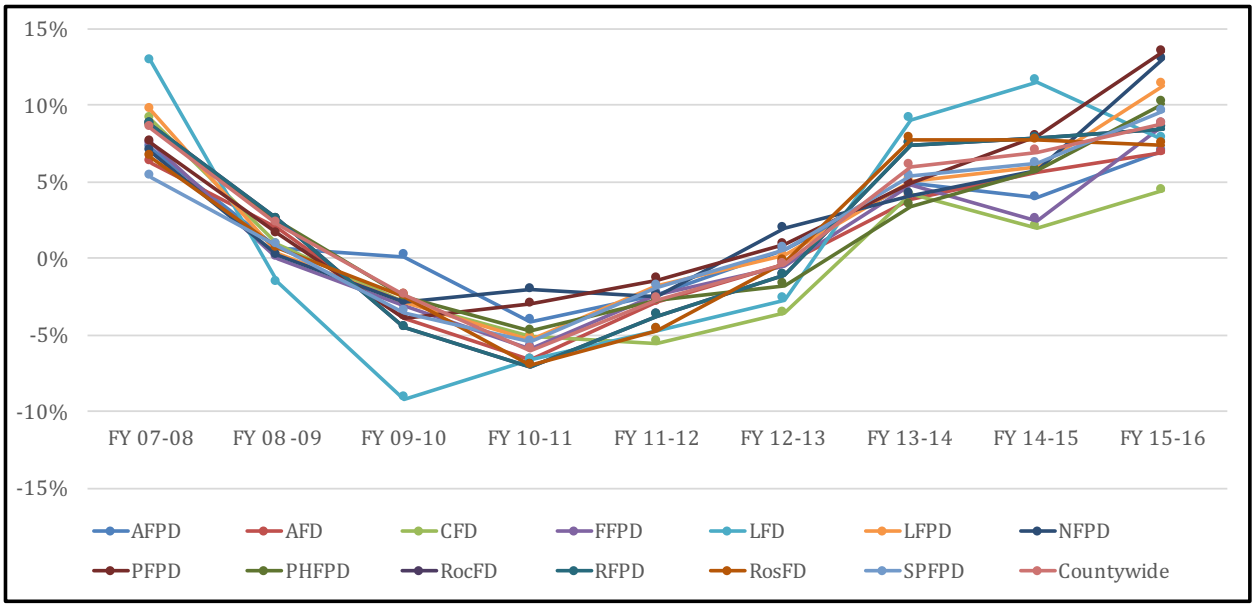
Proposition 13, which California voters approved in 1978, limits the ad valorem property tax rate, limits growth of the assessed value of property, and requires voter approval of certain local taxes. Generally, this measure fixes the ad valorem tax at one percent of value, except for taxes to repay certain voter approved bonded indebtedness. In response to the adoption of Proposition 13, the Legislature enacted Assembly Bill 8 (AB 8)

in 1979 to establish property tax allocation formulas. Generally, AB 8 allocates property tax revenue to the local agencies within each tax rate area based on the proportion each agency received during the three fiscal years preceding adoption of Proposition 13. This allocation formula benefits local agencies, which had relatively high tax rates at the time Proposition 13 was enacted.

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

In addition to these constraints, the agencies have faced declining property values over the last five years, which has resulted in reduced property tax revenues for the agencies. As shown in Figure 3-22, the amount of property taxes levied countywide experienced a combined 11 percent decrease over the five-year period from FY 08-09 to FY 12-13. The most significant drop overall in property tax revenue was experienced between FY 08-09 and FY 09-10, when total property taxes collected decreased by over six percent. The City of Lincoln experienced the most significant drop in property values between FYs 08-09 and 09-10 with a loss in property values of nine percent. Assessed property values started to experience positive growth in FY 13-14 and strengthened in FYs 14-15 and 15-16. However, certain areas in the eastern portion of the study area lag behind the others in assessed value growth rates. In particular, the City of Colfax, FFPD, and AFPD have experienced the lowest growth rates in the last two fiscal years.

Figure 3-22: Percent Change in Property Taxes Levied in Placer County (FYs 08~~9~~ – 16~~3~~)



Special Taxes and Benefit Assessments

Figure 3-23: Special Taxes, FY 14

	Special Tax/Benefit Assessment per Parcel	Adjusted for Inflation
FFPD	$96 for single family or mobile home, $192 for two homes per parcel, $96 for duplexes, triplexes and apartments per dwelling unit, $96 for mobile home or trailer park per space/parcel, and $384 for commercial/industrial property per parcel.	X
LFPD	$98.61 per tax unit or single family residence	X
NFPD	$146.46 per taxable parcel, and $54.44 per parcel, plus $3.30 per acre over 4.7 acres to a maximum of $100 per parcel	X
PFPD	$75 per residential dwelling and $0.05 per square foot with a minimum of $75 and a maximum of $600 from commercial properties	
PHFPD	$49 per parcel	
SPFPD	$70 per residence or $2 per acre of vacant land	
PCF	Different special tax for each of the seven CSA zones	

The most significant financing constraints for fire and EMS services are legal requirements that limit property taxes and require voter approval of new taxes and tax increases. A special tax requires approval by two thirds of voters. Several fire districts in the State have also made use of benefit assessment revenue, which requires a simple majority for voter approval. For a benefit assessment it is required that the agency attribute distinct benefit to each parcel, while a special tax may be used to fund services with a general benefit to all parcels. Litigation against a fire protection district elsewhere in the State questioned the validity of the voter-approved benefit assessment, as the benefit to each parcel was purportedly general, not distinct as required by law. The Third Appellate Court found in favor of the plaintiff; however, the California Supreme Court dismissed that decision as moot. There continues to be a debate over the ability of fire service providers to levy a benefit assessment.

PCF and six fire protection districts supplement funding with special tax or benefit assessment revenue—FFPD, LFPD, NFPD, PFPD, PHFPD, and SPFPD. Of the five districts that levy a special tax, NFPD levies the largest sum at combined tax of $201 per improved parcel per year. This amount is a combination of two special taxes approved by NFPD voters. FFPD, LFPD, and NFPD have the ability to adjust the special tax to account for inflation.

Other districts have attempted to pass special tax measures, but the measures have been rejected by the voters. PHFPD has one approved special tax. The District went back to the voters in 2012 to get another special tax approved; however, voters failed to support the measure, citing the SRA fee of $135 paid to CAL FIRE as the primary reason for not supporting the special tax. PFPD, PHFPD and FFPD are in desperate need of an additional

stable funding source and each of these districts will have new measures on the ballot on July 11, 2017 for voters to approve special taxes to ensure sustainable financing of fire services in their area.

Service Charges

Service charges comprised 13 percent of revenues among the fire providers. Service charges include billing for providing emergency medical and ambulance services, fees charged for contract services, reimbursement from the State for use of strike teams, fees for services such as fire inspections and building approvals, charges for specialty emergency services, and charges to non-residents for services rendered. Of the 15 agencies reviewed, only RFPD does not charge fees for services as it receives contract services from the City of Rocklin and does not directly charge and collect revenue for services offered. The type of fees charged by each agency are shown in Figure 3-24.

Figure 3-24: Charges for Services

	Non-transport EMS	Transport Ambulance	Contract Services	Strike Team	Plan Review/Permits	Emergency Services	DIF	Non-residents
AFPD				✓				
AFD				✓	✓		✓	
CFD					✓		✓	
FFPD		✓		✓			✓	
LFD					✓		✓	
LFPD				✓	✓		✓	
NFPD				✓			✓	✓
PFPD			✓	✓	✓		✓	✓
PHFPD			✓	✓			✓	
RocFD			✓	✓			✓	
RFPD								
RosFD			✓	✓	✓		✓	
SPFPD		✓	✓	✓	✓		✓	
PCF					✓		✓	✓

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

Of the 11 fire agencies, three agencies—NFPD, PFPD, and PCF—charge non-residents for certain services provided.

Grants

Among the fire protection districts, intergovernmental or grant funds comprised $4.1 million or seven percent of revenues in FY 12-13. These revenues are a mixture of Proposition 172 funds received by the cities and grant funds received by each of the agencies. Some of the agencies have been particularly effective at receiving grants. A majority of the agencies are actively searching for and applying for grants to supplement staffing levels or cover needed equipment and vehicle costs.

PHFPD has been successful in applying for some grant programs in the last two years. The District received Wildland Gear and Equipment grants of $13,000 and $10,000 with 50 percent district share. PHFPD also applied for the SAFER grant and Assistance to Firefighters grant but with no success.

In the fall of 2015, the AFD received another SAFER grant to hire an additional three firefighters. PFPD reported that in FY 14-15 it had received a Volunteer Fire Assistance (VFA) grant from CAL FIRE 50/50 Grant in the amount of $11,580. RosFD has secured sizable federal grants in the last few years for such projects as the Fire Station Alerting System and thermal imaging cameras. In addition, the Western Placer Fire Chiefs Association has received grant funding to enhance the dispatch centers for fire protection purposes.

AFPD continues to apply for multiple grants for personnel and vehicle funding, but has not yet been successful. RocFD and LFD have applied for SAFER grants to augment staffing levels.

Proposition 172

Proposition 172 was enacted to help offset property tax revenue losses of cities and counties that were shifted to the ERAF for schools in 1992. Proposition 172, enacted in 1993, provides the revenue of a half-cent sales tax to counties and cities for public safety purposes, including police, fire, district attorneys, corrections, and lifeguards. Proposition 172 also requires cities and counties to continue providing public safety funding at or above the amount provided in FY 92-93.[23]

While counties are not required to, many share Proposition 172 funds with local fire protection districts, particularly those formed prior to 1978 (the enactment of Proposition 13), which rely heavily on property tax revenues to provide services and were greatly impacted by the ERAF shifts. Placer County does not share Proposition 172 funds with the fire protection districts in the County.

Counties have discretion in sharing their Proposition 172 money with fire districts in their respective counties. There are several counties in California that have adopted this practice. Out of the studied sample of 28 California counties, seven counties share their Proposition 172 funds with fire agencies in their respective counties—Amador, Calaveras, Colusa, Fresno, Humboldt, Monterey, and Nevada. Each county that chooses to share some of its Proposition 172 funds with the fire protection districts has its own sharing formula, whether it be a percentage share of the total funds appropriated to the County or specific contributions of equipment or vehicles.

For example, the County of Colusa designates 13 percent of the annual Proposition 172 funds to its fire protection agencies. The six recipient rural fire protection districts divide the assigned percentage among themselves based on a distribution formula.

The County of Humboldt shares 1.8 percent of its total Proposition 172 revenue with its 23 local fire protection districts. The Fire Chiefs Association provided the County with an allocation formula for distribution of the assigned percentage.

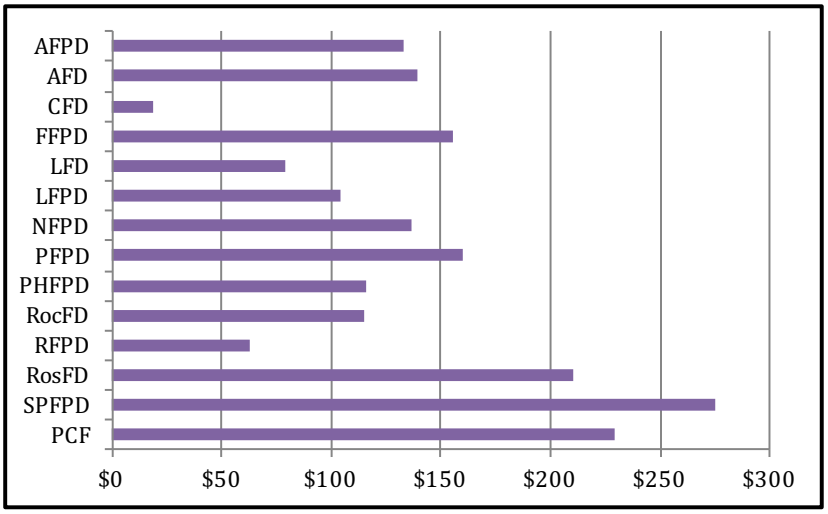
Monterey County allocates 9.13 percent of the Proposition 172 income to the Association of Firefighters and Volunteer Fire Company that further distributes this portion to fire protection districts.

[23] The maintenance of effort provision for local public safety spending requires cities and counties to fund public safety at the 1992-93 levels, adjusted annually by a cost-of-living factor commencing with the 1994-95 fiscal year.

An analysis of district funding levels in counties with a Proposition 172 sharing structure compared to those without revealed that districts in counties that receive a portion of the Proposition 172 funding more often operate within their total annual revenues. Annual expenses of those districts that did not receive a portion of the funding were more likely to exceed their total revenue sources. In FY 11-12, of the districts sampled that do receive a portion of the Proposition 172 funding, the median district's expenses were within total revenues by approximately one percent. By comparison, of those districts that do not receive a portion of the Proposition 172 funding, the median district's expenses exceeded revenues by approximately two percent.

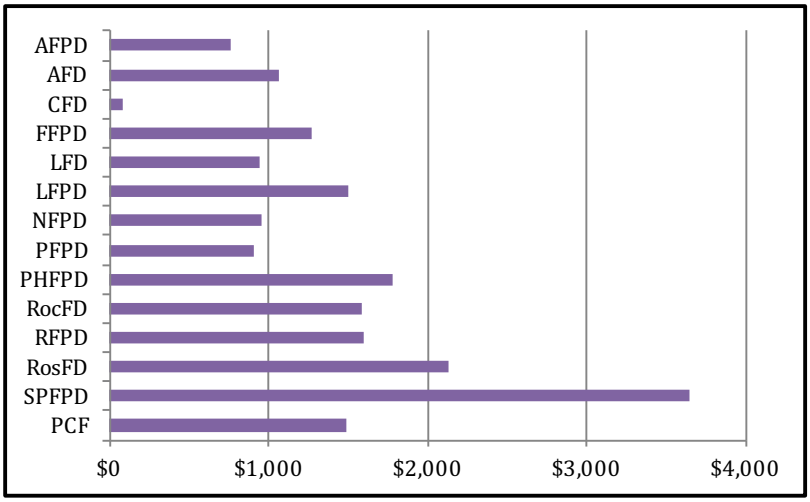
Operating Expenditures

Figure 3-25: Operating Expenditures per Capita (FY 12-13)



The municipal fire providers in Placer County spent approximately $59 million in FY 12-13 on fire operations, which is the equivalent of $172 per capita. The median provider spent $135 per capita. Operating expenditures per capita, shown in Figure 3-25, reflect the level of service for fire providers. The least amount of money per capita was spent by CFD. SPFPD expends the most per capita. It is apparent that those that offer less services and rely more heavily on volunteers tend to have lower expenditures, while those that offer a greater number of services (i.e., ALS and ambulance transport) and have full-time personnel will have higher expenditures.

Figure 3-26: Operating Expenditures per Service Call (FY 12-13)



A similar situation exists with operating expenditures per service call, as is clear from Figure 3-26. Those agencies with the lowest expenditures per call tend to rely more heavily on volunteer and call firefighters, which greatly reduces costs. The median fire provider spent $1,376 per service call in FY 12-13. Colfax FD had the lowest cost per service call at $82. SPFPD

pays the most per call among the 15 fire agencies at $3,653. ~~While RFPD is paying a low amount per capita by comparison to others, the District is paying one of the highest amounts per call ($3,598), given the low call volume in the area.~~

Capital Financing

Fire service providers in Placer County make use of development impact fees, reserve funds, grants, donations, and loans for capital purchases.

As mentioned in the *Management* section of this chapter AFD, LFD, LFPD, PHFPD, RocFD, RosFD, SPFPD, and PCF have created CIPs of some form. AFPD and FFPD do not conduct capital improvement planning. It is recommended that all agencies adopt capital improvement plans to identify long-term financing needs and funding sources for these needs. Pre-planning for future capital improvement needs is considered a best management practice, which is recommended for all public agencies regardless of size. CIPs can be tailored to the needs of the agency, but should include a list of anticipated replacement and improvement needs with an anticipated timeline for completion and a financial plan for achieving those goals. It is recommended that a CIP have a planning horizon of at least five years and be updated annually to reflect current conditions. An adequate CIP can minimize deferred maintenance, ensure that rates are set to cover anticipated costs, and curtail the need for indebtedness.

A common means to finance growth induced capital needs is through development impact fees or capital facility fees, which ensure that new construction and development covers the cost of the related capital improvements necessary to maintain a certain level of service. Only two of the agencies reviewed have not adopted development impact fees—AFPD and RFPD; however, now that the territory within RFPD is being annexed to the City of Rocklin, city determined DIFs will be applicable.

Gann Limit

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

State law requires that each agency calculate its annual appropriations limit as part of its annual financial audit.[24] Additionally, the governing body of each local jurisdiction is required to establish by resolution its appropriations limit and make other necessary determinations for the following fiscal year.[25] In addition to being required by law, it is a recommended practice that each agency identify their Gann Limit as part of the budget process to ensure the limit will not be exceeded prior to adoption of the budget and start of the fiscal year.

[24] California Constitution, Article XIIIB §1.5.

[25] California Government Code §7910(a).

It appears that of the 15 agencies reviewed here, only the cities and the County identify their Gann Limits as part of their annual audits. SPFPD reports that it does submit its annual Gann Limit calculation to the County. While, there is little concern that agencies are currently exceeding their appropriations limits given the recent recession, resulting in decline in revenue sources, conservative spending on the part of the agencies, and use of reserves to cover expenditures, it is required that each local agency identify its appropriations limit. Consequently, it is recommended that all of the fire agencies ensure that State legal requirements are being met annually prior to the start of the fiscal year and in annual audits.

Financial Ability

The financial ability of each of the providers is constrained by available revenues and legal limitations on revenue increases. A majority of the agencies reviewed in this report have experienced declines in revenues, due to declines in property values, in the face of a growing demand for services due to growth and increase in tourism. The financial condition of the fire agencies has been exacerbated by a number of substantial expenditure increases, including fuel, apparatus maintenance, liability insurance, physicals, training, and personal protective equipment costs.

FFPD, PHFPD, and PCF each reported that current financing levels were not adequate to provide the fire protection service levels desired, and indicated that additional funding was needed to provide adequate service levels to meet both existing and future demand. AFD, LFD, and PFPD face apparent financing constraints forcing cost reduction measures. CFD operates with a particularly small budget compared to the other agencies with heavy reliance on volunteers, as a result of the City of Colfax having a particularly constrained budget with a negative fund balance. Each one of the reviewed agencies has reported financing challenges and expressed a need for additional revenue to provide its desired level of service.

Opportunities for supplementary revenue sources for each of the fire agencies include 1) charging non-residents for services rendered in order to recoup costs for which these customers are not paying through property taxes, 2) special tax or benefit assessment, 3) multi-agency grant applications (i.e., for staffing or consolidation of dispatch services), 4) a countywide sales tax measure, and 5) negotiating with the County to share a portion of the Proposition 172 funds. A good way to reduce costs and increase efficiency is through facility and resource sharing, as well as local and regional partnerships.

GOVERNANCE STRUCTURE OPTIONS AND RECOMMENDATIONS

As part of this MSR, LAFCO is required to identify potential governmental structure options and operational efficiencies upon which the agencies may be able to capitalize. Amongst those options are reorganizations in multiple forms and other boundary or SOI changes to address some inconsistencies.

Over the course of this review several forms of collaboration and reorganization were recognized that may benefit the fire providers. Options include functional consolidation alternatives where fire providers consolidate a portion of the fire functions or full consolidation of two or more agencies. Examples of functional consolidation include 1) a joint powers authority between two or more agencies to conduct specific types of services (i.e., administration) or all functions and operations related to fire services, and 2) contracting for services from another provider. These options are discussed in more detail in the following sections.

Benefits of Consolidation

Generally, consolidation of fire providers promotes efficiency, cost savings, and public safety. The primary benefit of consolidation is economies of scale, which may be achieved in several areas. Larger fire providers can more efficiently coordinate deployment of fire personnel when multiple incidents occur simultaneously or large incidents occur, as they can automatically implement a move up in coverage to provide a better back up of engines and personnel. Consolidation may offer opportunities to share and/or reconfigure fire station locations and apparatus, particularly in the more urbanized portions of the County. This may apply to training and communication facilities as well. Restructuring of staff could result in a more efficient fire service organization. Surplus administrative staff could be reassigned to operational assignments delivering improved services to the public. Newly consolidated districts reported observing cost savings from reduced management personnel and insurance costs.[26] Other cost savings opportunities may be the closing of redundant stations and the elimination of surplus administrative staff. Combining resources may allow districts to sell surplus vehicles, reducing the overall age of fleet.

In addition to enhanced efficiency, cost savings, and public safety, the consolidation has the potential to bring about several unquantifiable improvements. A larger agency with dedicated administrative staff could also allow for more allocated time towards implementing best management practices, such as strategic plans, and improved accountability to the public through more dedicated time to address inquiries and public concerns, as well as conduct outreach efforts. Larger professionally run agencies have greater public visibility and invite greater public interest in their operations, as well as the potential for augmented funding sources. Furthermore, consolidation in any form would support regionalization of information gathering and sharing. As mentioned, the agencies could benefit from standardization of response time gathering throughout the study area

[26] Marin LAFCO.

and sharing of this information, which would be a critical step in identifying potential efficiency enhancements.

According to multiple FEMA studies, a more regionalized fire protection agency increases coordination and unified leadership by eliminating the fragmentation of government. In areas of the United States with more fragmented government, economic decline and stagnation has been more prevalent. Fragmentation takes place when there is an absence of a single government with the ability to look out for what is best for the whole region.

Opportunities are created simply by the larger size of an organization. Consolidation would allow staff to respond in a larger geographical area such as the jurisdiction in which they work, in addition to where they live (for example, if they live in unincorporated County and work in one of the cities). This may be particularly beneficial where volunteer fire districts struggle to maintain daytime staffing because of local residents commuting for their jobs.

Consolidation of government entities makes them more socially and fiscally balanced by improved citizen participation, a more equitable distribution of taxes and services, and the potential for better economic development opportunities.

Compatibility Factors

Compatibility among the providers plays a large role in determining appropriate consolidation options. There are several manners in which agencies may or may not be compatible, including urbanization levels, degree of sharing and collaboration, funding levels and sources, staff compensation, pension and benefit structure, and types of services provided.

In terms of compatibility, agencies in western Placer County are generally divided into two groups: 1) city fire departments, with the exception of Colfax FD, and 2) districts, Colfax FD, and Placer County Fire.

First and foremost, these two groups of agencies are different because of the nature of the areas where they provide services. The four cities, including Auburn, Lincoln, Roseville, and Rocklin serve exclusively urban areas, while the rest of the providers' service areas containing some urban and also rural and remote zones, as is clear for instance from ISO ratings, where districts, PCF, and City of Colfax receive one rating for their urban areas and the second one for their rural and remote areas. Although some districts in the southern County serve large portions of urban territory, they are more compatible to other districts than cities in a variety of other ways.

Collaboration among the providers is generally split between the two identified groups as well. Districts in western Placer County engage in extensive collaboration and resource sharing—Foresthill FPD closely collaborates with Placer Hills FPD and~~,~~ Loomis FPD is currently in a partnership with South Placer FPD and the two agencies are on the verge of consolidation ~~with a potential to extend it to Penryn FPD and Newcastle FPD, which are also already collaborating tightly with each other~~. Additionally, the City of Colfax maintains a contract with Placer County Fire. Cities collaborate among each other based on common interests and have limited interaction with the districts. Generally, cities tend to lean

towards retaining their sovereignty in service provision and are cautious about taking on frequently lower-funded districts.

Funding levels of the City of Colfax and fire districts in western Placer County, with the exception of South Placer FPD, are lower than of the fire departments of Auburn, Lincoln, Roseville, and Rocklin. Funding sources vary as well—all the city fire departments are supported by their respective city general funds. For the most part, no district or Placer County Fire relies heavily on a source of revenue that is dissimilar to the other districts. Placer County Fire and a majority of the districts, including Foresthill, Loomis, Newcastle, Penryn, Placer Hills, and South Placer FPDs supplement their incomes with special taxes or benefit assessments. In the case of consolidation, the formed agency would have to either relinquish this source of income, pass a new agency-wide special tax, or create zones of service.

Pay rates for paid firefighters are generally higher in the four city fire departments than within the rest of the fire agencies. In most agencies volunteers are not compensated; South Placer and Foresthill pay their volunteers on a per-call basis. Auburn, Lincoln, Roseville, and Rocklin are all members of CalPERS. Among the rest of the agencies, ~~only~~ Loomis, South Placer, and Placer Hills FPDs participate in CalPERS. This is relevant because for a consolidation between a CalPERS agency and other non-CalPERS providers, ~~of~~ the newly formed agency must continue the CalPERS membership.

The type and level of services provided by each agency appear to generally be consistent among all of the providers with few variations. The most atypical agencies are Foresthill FPD and South Placer FPD that provide transport ambulance services, and based on the exclusive operating agreement (EOA) with S-SVEMS for these two districts and California law, ambulance transport can only be provided in within defined areas and is not extendable to other areas outside of the area determined in the EOA unless a competitive bidding process is conducted.[27] Staffing structure also differentiates between the city or urban providers and the more rural fire providers. While the cities commonly rely predominantly on paid full-time firefighters to provide services, the rural fire districts tend to rely more heavily on volunteer or call firefighters that do not staff the fire stations full time, but instead respond from their place of work or residence.

As is apparent and probably inevitable, even within these two identified groups there are certain differences between the agencies. And in the case of functional or full reorganizations within the two groups there are ways to overcome these differences. The easiest approach is to move gradually through some of the reorganization options discussed later in the chapter towards a larger more robust agency that would inherit the most beneficial features from every provider.

Functional Consolidation

Functional consolidation in western Placer County is strongly suggested for the first compatibility group discussed above that includes the cities of Auburn, Lincoln, Roseville,

[27] Health and Safety Code §1797.224.

and Rocklin, as well as for these cities building collaborative partnerships with one or more fire protection districts or the County.

Functional consolidation and other cooperative service agreements have the potential to improve the overall efficiency and effectiveness of emergency services, which can be achieved by a more efficient use of scarce resources and a reduction in equipment needs and duplicate efforts, and at the same time promote greater flexibility. Operational and political challenges can be overcome through functional consolidation. Boundary disputes can be minimized with the closest and most appropriate resources being dispatched. This will foster rational service response zones and the likelihood of faster response. A functional consolidation would allow each agency to retain its identity while at the same time combining resources or specialty assets. The western Placer fire providers have taken first steps toward this kind of functional consolidation already by adopting a closest resource dispatch strategy and essentially dropping boundaries between the agencies. However, further functional consolidation steps could be taken to maximize planning between the agencies and allow for even further efficiencies.

A consolidation will likely require one or both organizations to relinquish their names. Consolidations can create animosity by and between firefighters, fire officers and elected officials. Although a long-term goal may well be a full consolidation, a functional consolidation may be better suited within fire agencies or as an initial step in the process. This arrangement may also allow each party the opportunity to enjoy the benefits of the relationship, while at the same time preventing any loss of autonomy and local control.

There are two basic types of agreements that fire providers can enter into that constitute functional consolidations—contracts and joint powers agreements. Contracts are used when jurisdictions agree to provide a service to another for a set fee. Joint agreements include the fire service standard of mutual aid as well as joint power agreements. A joint power agreement is a partial consolidation of functions among two or more jurisdictions. It can be further expanded to create a joint power authority agreement where a completely separate organization is established to provide a service on behalf of the participating jurisdictions.

Joint Powers Authority

Joint powers are exercised when the public officials of two or more agencies agree to create another legal entity or establish a joint approach to work on a common problem, fund a project, or act as a representative body for a specific activity.

A joint powers agreement is a formal legal agreement between two or more public agencies that share a common power and want to jointly implement programs, build facilities, or deliver services. Officials from those public agencies formally approve a cooperative arrangement. A joint powers agreement is like a confederation of governments that works together and shares resources for mutual support or common actions. The government agencies that participate in joint powers agreements are called member agencies. With a joint powers agreement, a member agency agrees to be responsible for delivering a service on behalf of the other member agencies. Each joint powers agreement is unique as there is no set formula for how governments should use their joint powers. One agency will administer the terms of the agreement, which may be a short-term, long-term, or perpetual service agreement.

A joint powers authority (JPA) is a new separate government organization created by the member agencies, but is legally independent from them. Like a joint powers agreement (in which an agency administers the terms of the agreement) a JPA shares powers common to the member agencies and those powers are outlined in the JPA agreement. Agencies create JPAs to deliver more cost-effective services, eliminate duplicative efforts, and consolidate services into a single agency.

A joint powers authority offers the advantages of a more ephemeral and potentially more limited consolidation (e.g., training), continued accountability and local control, and a potential structure to overcome inherent financial incompatibilities among the providers towards future consolidation.

Collaboration by the means of JPAs does not currently exist among the western Placer County providers. As mentioned earlier, creation of a JPA would be a significant step towards full consolidation (if this is a goal) for both districts and fire departments.

One example of where creation of a JPA between city fire departments delivered lower costs and better services is the functional consolidation of the City of Livermore FD and City of Pleasanton FD. The consolidated department is operated by a JPA board. While a formal joint powers structure was put in place, the powers assigned to the JPA board were limited: all major fiscal and labor relations decisions are made by the two cities' City Councils, with the JPA board serving in an advisory capacity to each body. The Board is comprised of the Mayor and a City Council member from each city. The City Managers of the two cities serve as joint Executive Directors and appoint the Fire Chief.

By forming the consolidated department, the partner cities avoided creating another agency with its own overhead costs for fiscal and personnel management. The new department uses existing city support services. The City of Pleasanton provides payroll, personnel and budget services, and the City of Livermore provides risk management and workers compensation services. Legal services for code enforcement are provided by both cities' legal departments.

To properly allocate the joint department's management expenses, the two cities use a four-part cost-sharing formula that takes into account factors such as the number of emergencies or fire prevention inspections occurring in each city. Currently, Livermore is covering 54 percent of these expenses, Pleasanton 46 percent. Each city maintains the right to determine the number of fire stations and firefighters it needs, so growth in one city does not affect the other city's fire service costs.

One of the management improvements resulting from the consolidation was the movement of top officers in both departments into full-time specialty roles. Before consolidation, division chiefs in both departments managed responsibilities such as emergency operations, training and emergency medical services on a part-time basis. Effectiveness is improved in the consolidated agency with full-time managers for each function. The separate fire prevention bureaus also were consolidated; the single bureau jointly serves both cities, including their one-stop building permit centers.

Initially, all fire station personnel remained in their parent cities but were cross-trained in the other city's stations and on its fire equipment; currently, firefighters regularly work in the other city's stations, providing coverage for those on vacation or sick leave. The two fire union locals also merged, and the five-year labor agreement negotiated by the cities

with the newly combined International Association of Fire Fighters local contributes to the consolidated fire department's long-term cost stability. The JPA immediately agreed to joint promotional testing, and the several promotions, which since being made have contributed to the blending of the two cities' fire services.

A single training system serves both cities' firefighters. Managed by a division chief, it uses a modern training tower and classroom located in Pleasanton. Emergency operations also have been completely merged, with a single "duty officer" responding to emergencies wherever they occur and both cities' fire equipment responding wherever needed. Dispatch services were consolidated in Livermore's public safety communications center, as it was larger and better suited to handle the workload created by the consolidation of the departments. The consolidated department has focused on the creation of one "culture" and one set of operating procedures, which combines the "best practices" that were in use in both cities.

In western Placer County, both city fire departments and fire districts could be member agencies in one single joint powers authority. Alternatively, at first, agencies within the two identified groups could form two separate JPAs. The two JPAs then would work on consolidating into a single JPA while working out differences and building bridges. It is also one of the easier ways for cities alone to strengthen ties between each other and increase efficiency by building close partnerships.

Contracting for Services

Contracting for certain services from other agencies offers an opportunity to test a service structure prior to committing to full reorganization and may also offer cost efficiencies depending on the structure and participating agencies. Contracts for services are a way to build closer ties between cities and districts in western Placer County. Such contractual arrangements are for instance extensively practiced in Solano County, where districts that contract with cities enjoy the lowest cost per capita and per call, while receiving services from city fire departments with paid staff and high certification levels. A local example is the cities of Rocklin and Lincoln which have entered into a shared services agreement. Through the agreement the City of Rocklin provides certain fire department management personnel, and the reimbursement from the City of Lincoln is based upon the agreed upon ratio distribution of costs for each position.

There may be opportunities for districts and cities in western Placer County to engage in contractual service agreements with neighboring cities or contract with them for specific services, such as administration, to cut costs and increase efficiency. Although there are no contractual arrangements of the "city-district" type that currently exist in western Placer County, several districts have signed contracts among each other, as is the case of PHFPD and FFPD, LFPD and SPFPD, and NFPD and PHFPD, which have resulted in cost savings and increased efficiency and movement towards consolidation. Additionally, the City of Colfax is contracting for services from Placer County Fire.

Reorganization Options

In-depth analysis of the aforementioned compatibility factors has resulted in two general recommendations, including:

1) In the short-term, reorganization of fire districts, PCF, and the City of Colfax, while encouraging functional consolidation of the cities of Auburn, Lincoln, Roseville, and Rocklin;

2) Long-term formation of a single fire agency serving western Placer County.

Although the first option was identified as short-term, the time frame is used here very loosely, as many interim steps have to be taken on the road to this reorganization. Some of these steps are simple boundary adjustments, some are logical next steps from "dating to marriage," and some may take extra time and effort while resolving differences and overcoming obstacles.

Reorganization of the fire districts, PCF, and the City of Colfax could evolve in several different ways with the outcome of a single fire provider serving the entirety of these areas. The ultimate single provider could take many forms legally and geographically. There are two basic legal approaches: consolidate providers into a newly formed fire district with an independently elected board or consolidate providers into an existing fire agency. Consolidation into a newly formed fire district has the advantages of offering local control and accountability to participating areas and the opportunity to develop funding and service configuration approaches that benefit all participants. Consolidation into an existing agency has the advantages of fewer transition costs; disadvantages include pre-existing financing structures that limit compatible consolidation partners, as well as reduced local control and accountability for consolidating agencies.

There have been informal discussions among some of the districts regarding the possibility of reorganization in some form. In order to reach the goal of a single fire entity serving all unincorporated areas, the Town of Loomis and the City of Colfax, several intermediary reorganization steps may be warranted.

- **Reorganization of those already practicing sharing of resources:** Consolidation of similar providers that already practice sharing in some form and are in a position to take next steps towards formalized consolidation as these agencies have had experience in working together and have passed the courtship phase. There are several agencies that have paired up to share administration costs in the County, including Foresthill and Placer Hills FPDs, Newcastle and Placer Hills~~enryn~~ FPDs, and Loomis and South Placer FPDs. Foresthill~~, and~~ Placer Hills, and Newcastle FPDs are not contiguous, and therefore consolidation of these agencies alone may have fewer benefits than those of neighboring agencies. Consolidation of neighboring partners, such as SPFPD and LFPD, ~~the other two pairs into two districts~~ may be an appropriate interim step towards a more regional option, which would allow all agencies in the County to become accustomed to the consolidation process. South Placer FPD and Loomis FPD are already pursuing this option and are on the verge of consolidation. This process is a good tool for other agencies to witness as a guide for future consolidation efforts. ~~has a board adopted goal to pursue consolidation options, so that when the agencies are reviewing the contract for services that is nearing expiration, the time will be optimal for pursuing a change in organization.~~

- **Reorganization of rural fire districts and PCF:** The advantage of focusing on neighboring less urbanized agencies is that these providers are more likely to have compatible needs with respect to service level enhancements and available

financing; whereas, agencies with different land use composition, demand, and service levels may lack the compatibility necessary to reap any benefits from consolidation. In this case, the rural fire districts would be Alta, Foresthill, Newcastle, Placer Hills, and Penryn FPDs. These districts and PCF are all contiguous in some manner and serve relatively less densely populated areas. Consolidation of these entities would serve the purpose of creating logical boundaries along the corridor and around the cities. Additionally, with the exception of Placer Hills FPD, all of the agencies do not participate in CalPERS, making the consolidation process less challenging.

- **Reorganization of adjoining fire districts:** Loomis, Newcastle, Penryn, and South Placer FPDs are all adjoining and serve a relatively compact area along the I-80 corridor in the more populated portion of the County. These agencies appear to have generally similar challenges, services levels and structures, and level of demand, with certain exceptions defined in the *Compatibility Factors* section. Consolidation of these agencies could provide continuity of services along the I-80 corridor. Once again, of these agencies ~~only one (SPFPD)~~both SPFPD and LFPD participate~~s~~ in CalPERS, and once the two agencies consolidate it will be the only one amongst the three agencies in CalPERS, making the consolidation process somewhat simpler.

While this report recommends consolidation of all the fire protection districts, PCF and Colfax in the short term, in the long term, greater benefits may be reaped from a single provider serving both incorporated and unincorporated areas. The short-term option would provide consistent service levels across a substantial portion of the County and allow a single entity to greater leverage limited resources. However, while the short-term consolidation would create efficiencies allowing for cost reductions, this option will not address the revenue constraints and other financial challenges presently faced by the agencies. Further action to find stable funding sources will be necessary, and a more sustainable form of fire protection that ensures continued service throughout the County, thus the recommendation to include the cities as stakeholders in a single western Placer fire agency.

Formation of a single ~~a~~ western Placer fire provider to serve unincorporated and incorporated areas alike is a long-term option. This option will produce benefits similar to the other consolidation options, with the added benefit of balancing rural and urban resources and mitigating~~solving~~ many of the financing problems faced by all of the entities. A large fire protection agency has the potential to attract larger and more diverse financing sources. The process towards achieving this goal would begin with greater collaborative practices among the cities, likely in the form of functional consolidation as previously discussed. Also, Auburn FD has expressed interest in consolidation with neighboring fire district providers, which may provide other cities with an example of how a successful district-city consolidation may occur.

The fire agencies, fire districts, and fire departments alike, have demonstrated extensive collaboration with one another in the form of administration sharing, grant efforts spearheaded by the Western Placer Fire Chiefs Association, joint training exercises, and joint purchasing, which may be indicative of the potential for consolidation of all western Placer fire providers. The providers appear to be open to consolidation in some

form and have initiated informal discussions among one another. It is recommended that consolidation be encouraged while the timing appears to be ripe in terms of both, fire agency enthusiasm and tenuous financial stability of fire agencies in Placer County.

Considering the limited scope of this study, which exclusively covers the legally mandated requirements of an MSR for LAFCO's purposes, Placer fire agencies will be in need of a more detailed step by step approach to bridge the gap between concept and implementation. -With SPFPD and LFPD going through consolidation at present, the district staff will be an invaluable tool for other agencies considering it.~~The County is in the midst of conducting one such study to outline more pointed recommendations and detailed next steps in the consolidation process.~~

Other Options

In addition to consolidation options, several options to address boundary inconsistencies and service inefficiencies were identified.

Dissolution of Rocklin FPD

~~Rocklin FPD is comprised of the area known as Greenbrae Island, which was until recently an unincorporated island within the City of Rocklin. Annexation of the territory into the City was approved at the April 13th, 2016 LAFCO meeting, and as a condition of filing for a certificate of completion of the annexation, the City must apply to Placer LAFCO for dissolution of Rocklin FPD.[28]~~ The territory of RFPD was recently annexed into the City of Rocklin, and RFPD supported the annexation and adopted a resolution unanimously recommending the dissolution of the District as part of the annexation application since it is more efficient for the City to provide fire protection service directly to the territory. Unfortunately, the dissolution portion of the annexation proposal was removed from the application and not acted upon by LAFCO due to the fact that the property tax transfer for the dissolution was not completed in time. Because all municipal services, including fire protection services, are currently provided by the City, it is appropriate to dissolve the Fire District. Accordingly, it is recommended that LAFCO proceed with the dissolution as requested by RFPD and eliminate the sphere of influence for the District.

Annexation of Dutch Flat by Alta FPD

There is the potential for greater response efficiency in the area around the Alta and Dutch Flat communities. There may be the possibility for AFPD to extend services into the Dutch Flat area, which is presently served by CAL FIRE through a contract with Placer County Fire, as the community is immediately adjacent to Alta. The PCF station serving the Dutch Flat community is not staffed and the area relies on volunteers. The staffed CAL FIRE station that provides response to the Dutch Flat community is Station 33. The AFPD station is reportedly within a three- to four-minute response time of Dutch Flat—nearly equidistant with CAL FIRE Station 33. However, for certain areas, including Culberson Road, Moody Ridge/Lovers Leap, Casa Loma, and Baxter, Placer County Fire/CAL FIRE must respond through AFPD to get to these areas. A means to ensure the greatest response

[28] ~~LAFCO Resolution No. 2016-01.~~

efficiency in this area should be considered. Should the AFPD boundaries be expanded, the District has considered opening stations located strategically to house vehicles in order to improve response times in the more remote areas. It was reported that if AFPD were to extend services to areas presently outside of its boundaries, that additional staffing would be necessary to maintain an adequate level of services throughout the agency's service area.

Annexation of Iowa Hill by Foresthill FPD

Foresthill FPD generally responds faster than Placer County Fire in the Iowa Hill area where it provides services through automatic aid. FFPD responds to Iowa Hill typically within 20 minutes, although sometimes response times extend to 30-45 minutes. The community of Iowa Hill is also protected by Iowa Hill Fire Department (IHFD), which is a private fire company that supports Placer County Fire. IHFD has a limited number of volunteers and only responds during six to seven months out of the year. An option may be for FFPD to annex this territory for inclusion in its boundaries to better represent where services are being provided by the District.

Address overlap of South Placer FPD Boundaries with Roseville SOI

To the south of the City of Roseville, between the City and the county line, there are three pockets that have not yet been annexed by the City that are within SPFPD's bounds. These areas are within the City of Roseville's SOI, indicating that LAFCO anticipates the City will ultimately annex these areas. ~~Once that occurs, it is likely that the areas will be detached from SPFPD.~~ In order to send a clear signal as to what agency will be providing fire services in these areas in the future, LAFCO will need to either keep these areas within the SPFPD's SOI, indicating that the District will continue to keep these areas within its bounds even upon annexation, or remove these areas from the District's SOI to indicate that the area will be detached upon annexation.

~~LAFCO should exclude these areas from the SPFPD's SOI when adopting one for the District.~~

4. ALTA FIRE PROTECTION DISTRICT

Alta Fire Protection District (AFPD) provides fire suppression, basic life support, rescue, and fire prevention activities to the unincorporated community of Alta in north central Placer County. A municipal service review (MSR) was last completed for AFPD in 2004.

AGENCY OVERVIEW

Background

Alta FPD was formed in 1948. The principal act that governs the District is the Fire Protection District Law of 1987.[29] The principal act empowers fire districts to provide fire protection, rescue, emergency medical, hazardous material response, ambulance, and any other services relating to the protection of lives and property.[30] Districts must apply and obtain LAFCO approval to exercise services authorized by the principal act but not already provided (i.e., latent powers) by the district at the end of 2000.[31]

Boundaries

AFPD is entirely within Placer County. The present bounds encompass approximately 4.13 square miles.

As shown in Figure 4-2, the District is located in the north central part of Placer County and borders Nevada County in the northwest. On all other sides, the District is surrounded by Placer County Fire. It is bisected by Interstate 80. The AFPD boundary area encompasses the community of Alta.

Sphere of Influence

Based on LAFCO records, it appears that an SOI has never been adopted for Alta FPD. Following the completion of this MSR process, LAFCO will adopt an SOI for the District.

Type and Extent of Services

Services Provided

Figure 4-1 details the services provided by AFPD. If a service is not provided by AFPD, but is offered by another agency, it is indicated in the figure.

[29] Health and Safety Code §13800-13970.

[30] Health and Safety Code §13862.

[31] Government Code §56824.10.

Figure 4-1: AFPD Services

Service	Agency
Fire Suppression Services	
Structural Fire Protection	Yes
Wildland Fire Protection	Yes
Vehicle Fire Protection	Yes
Ladder Truck Capabilities	No
Fire Suppression Handcrew	Yes, but not whole crew
Fire Suppression Dozer	CAL FIRE
Helicopter Services – Fire Suppression	CAL FIRE
Boat With Fire Suppression Capabilities	No
Emergency Medical Services	
Basic Life Support Provider	Yes
Advanced Life Support - Non Transport Provider	AMR
Advanced Life Support Transport Provider	AMR
Continuing Education Provider – Medical	Yes
Air Ambulance Transport Helicopter Services	CALSTAR
Helicopter Landing Facilities On Site	Yes
Vehicle Extrication Tools/Equipment	Yes
Fire Prevention	
Fire Safety Education – Children	Yes
Fire Safety Education – Adults/Seniors	Yes
Juvenile Firesetter Prevention Program	Yes
Fire and Life Safety Business Inspection Program	Yes
Fire Protection Planning	Yes
New Commercial Construction Plan Reviews	Placer County
Public Education Provider (CPR, First Aid, etc.)	Yes
Home Fire/Safety Inspections	Yes
Fire Origin and Cause Investigations	Yes
Fuel Reduction/Weed Abatement Program	Yes
Smoke Detector Giveaway/Installation Program	No
Address Sign Installation Program	Yes
Rescue Services	
First Responder Swift Water Rescue Program	No
Water Rescue Program	Yes
Ice Rescue Program	No
Dive Rescue Program	No
Low angle Rope Rescue Program	Yes
Helicopter Short/Long Haul Rescue Capabilities	Sheriff
Response To Boating Accidents	Yes
Rescue Dog Services	No
Hazardous Materials	

Hazardous Materials Emergency Response – Basic	Yes
Hazardous Materials Response Team	Placer County OES
Support Services	
Firefighter Incident Support Unit	Yes
Mobile Incident Command/Communications Unit	Yes
Fill Station for Self Contained Breathing Apparatus	Yes
Mobile Breathing Support Unit	No
Community Emergency Response Team	Yes
Chaplain Services	Yes
Training Academy	No
Emergency Operations Center Capabilities	Yes
Miscellaneous	
Public Service Assists	Yes
Motor Vehicle Accident Response	Yes
Welfare Checks	Yes
Public Safety Answering Point	Placer County Communications
Fire/EMS Dispatch	Placer County Communications
Fundraising Activities	Yes
Firefighters Association - Non Profit	Yes
Auxiliary Association	Yes

Collaboration

AFPD is a signatory of the Western Placer County Cooperative Fire Services Response Agreement along with the 12 other fire protection agencies in western Placer County, including CAL FIRE/Placer County Fire, Foresthill Fire Protection District, Loomis Fire Protection District, Newcastle Fire Protection District, Penryn Fire Protection District, Placer Hills Fire Protection District, South Placer Fire Protection District, City of Auburn Fire Department, City of Colfax Fire Department, City of Lincoln Fire Department, City of Rocklin Fire Department, and City of Roseville Fire Department. According to the agreement, the agencies provide automatic aid to each other and make use of the closest resource dispatching fire, rescue, and medical emergency response without regard to jurisdiction or statutory responsibility.[32]

In addition, AFPD has automatic aid agreements with the neighboring fire providers—Placer County Fire and CAL FIRE.

The District is a member of the Placer County Fire Chiefs Association, Fire Agencies Self Insurance System, Fire Districts Association of California, International Fire Council, and the California Conference of Arson Investigators.

Service Area

AFPD provides services beyond its boundaries through the Western Placer County Cooperative Fire Services Response Agreement and automatic aid agreement discussed

[32] Western Placer County Cooperative Fire Services Response Agreement Operational Plan, June 2012

above. AFPD responds into the area served by Placer County Fire, which surrounds the District boundaries. The District is reportedly often the first on scene to incidents on Culberson Road, Casa Loma Road, Kearsarge Mill Road, and Moody Ridge Road. The District also responds to a small area within Nevada County, as the bridge to the area is out and AFPD can respond there significantly faster.

In addition, the District serves outside of its boundaries through its strike team that responds to wild fires all over the State and gets reimbursed for its services.[33]

The District reported that there are areas that are challenging to traverse in the winter; however, it is prepared for this situation and is able to respond. There were no unserved areas within its bounds.

Services to Other Agencies

The District does not provide contract services to another agency.

Contracts for Services

Similar to other fire protection districts serving unincorporated western Placer County, AFPD contracts with the County Sheriff's Office for dispatch services. The structure of these services is discussed in more detail in the *Facilities and Capacity* section of this chapter. AFPD contracts with Jensen Smith for audit services.

Overlapping Service Providers

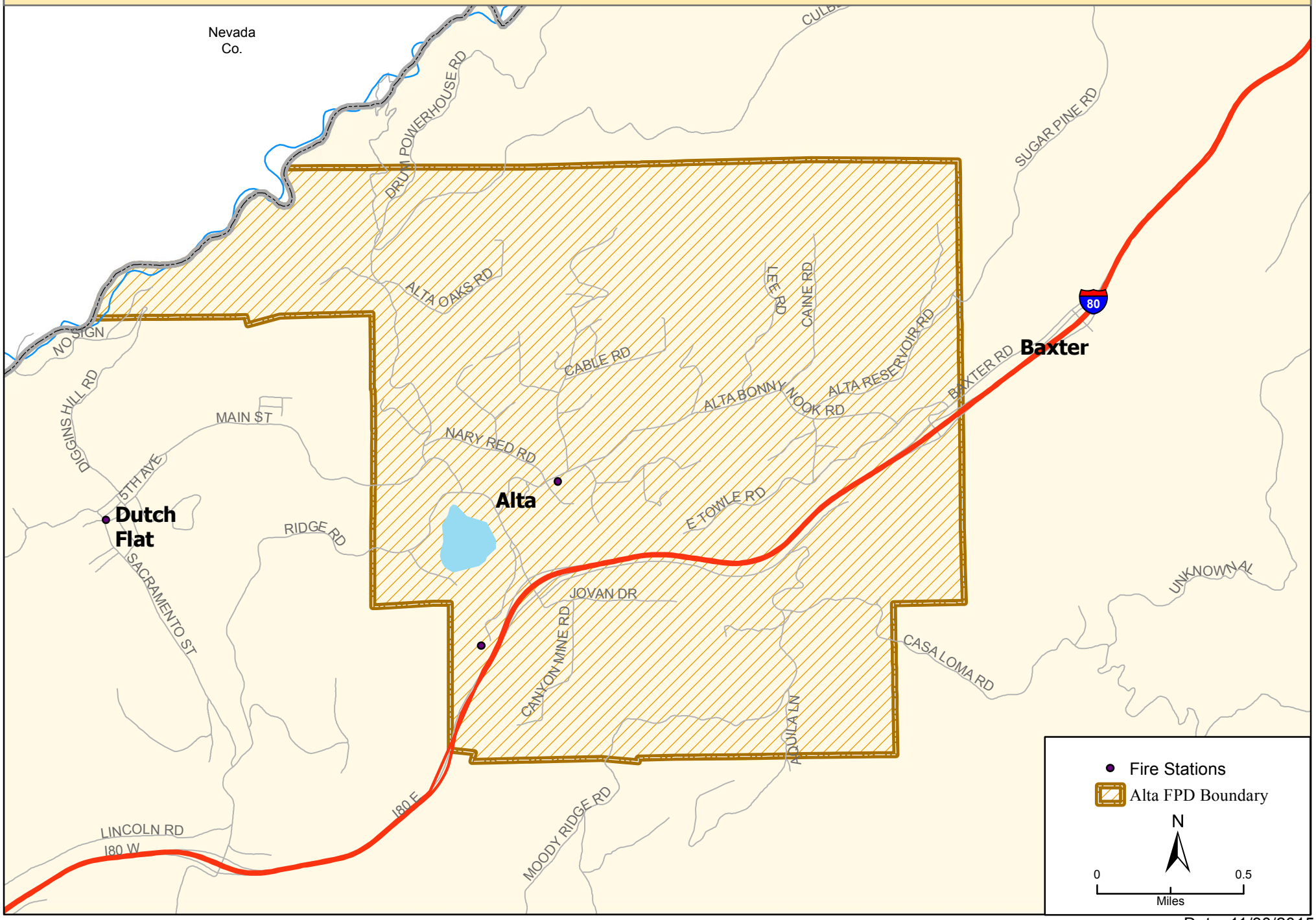
The California Department of Forestry and Fire Protection (CAL FIRE) provides services throughout the State. Generally, CAL FIRE services are focused in wildland areas defined as State Responsibility Areas (SRA). Similarly, the United States Forest Service (USFS) also provides services in California, primarily within forests and grasslands. Areas where USFS services are focused are defined as Federal Responsibility Areas (FRA). The entirety of AFPD is designated as SRA lands, with the all of the territory classified as a very high fire hazard severity zone. CAL FIRE also provides technical support throughout the County in the form of specialized services such as fire suppression handcrews, dozers, and helicopter services when necessary.

[33] The District responds with its strike team as a part of the State of California Master Mutual Aid Agreement.

County of Placer

Fire Municipal Services Review

ALTA FIRE PROTECTION DISTRICT



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Date: 11/30/2015

ACCOUNTABILITY AND GOVERNANCE

Accountability of a governing body is signified by a combination of several indicators. The indicators chosen here are limited to 1) agency efforts to engage and educate constituents through outreach activities, in addition to legally required activities such as agenda posting and public meetings, 2) timely ethics training for board members and an adopted reimbursement policy, 3) a defined complaint process designed to handle all issues to resolution, 4) adopted bylaws that provide a framework and direction for governance and administration, 5) adoption of a conflict of interest code as required, 6) proper filing of Form 700 by the governing body members, and 7) transparency of the agency as indicated by cooperation with the MSR process and information disclosure.

The principal act requires that the board of directors of a fire protection district must have an odd number of members, with a minimum of three and a maximum of 11 members. Directors may be appointed or elected.[34] AFPD is governed by a five-member Board of Directors elected at large to staggered four-year terms. The most recent contested election took place in 2012. If a position opens up mid-term, the District puts up flyers for the position; all applicants are interviewed and the Board chooses the new director. The new director is immediately a non-voting member of the Board, and becomes a voting member once training is completed.

The Board of Directors generally meets on the first Thursday of each month at 7:00 pm in AFPD's board room in Alta. Agendas and minutes are posted on the District's website. Additionally, the District makes its meeting agendas available at the post office, district fire stations, the market, and through an email list. Minutes may be mailed upon request. Information about board meetings is shown in Figure 4-3.

Figure 4-3: Alta Fire Protection District Governing Body

Alta Fire Protection District		
Governing Body		
Manner of Selection	Elections at large.	
Length of Term	4 years	
Meetings	First Thursday of the month at 7:00 pm	Alta Fire Protection District 33950 Alta Bonny Nook Road Alta, CA 95701
Agenda Distribution	Posted online, post office, and at the station.	
Minutes Distribution	Posted online.	
Contact		
Contact	Chief Rich Thickens	
Mailing Address	P.O. Box 847, Alta, CA 95701	
Phone	(530) 389-8244	
Email/Website	afpd.clerk@att.net http://www.alta-fire-protection-district.org/Home_Page.php	

[34] Health and Safety Code §13842.

In addition to the legally required agendas and minutes, the District tries to reach its constituents by advertising on bulletin boards, at the fire station, on its website, and on a marquee for recruitment purposes. The District is working towards sending out mass mailers for recruitment and other purposes. AFPD relies heavily on word of mouth attributable to the small size of the community. When necessary, the District asks to make announcements at the local church.

AFPD board members do not receive compensation. The District does maintain in its policies that Directors can receive a stipend up to the amount approved by State law; however, none of the Directors choose to receive it. Directors are allowed necessary travelling and incidental expenses incurred in the performance of official business of the District as approved by the Board. Government Code §53235 requires that if a district provides compensation or reimbursement of expenses to its board members, the board members must receive two hours of training in ethics at least once every two years and the district must establish a written policy on reimbursements. It was reported that the District's board members last received ethics training in 2014. Additionally, AFPD has a policy manual with a policy specific to expense reimbursements for directors.

If a customer is dissatisfied with AFPD's services, complaints may be submitted to the Chief or the Board. The District has a formal complaint form that is identical to the one used by CAL FIRE. The process for handling the complaint would be dependent on who received it. There is no formal mechanism for tracking complaints to resolution as there have historically been so few complaints. It was reported that the District received no complaints in 2014.

The District's Board of Directors has adopted bylaws that provide a framework and direction for district governance and administration. AFPD also maintains a policy manual in which code of ethics, Brown Act requirements, and public requests for information are covered. The District is in the process of updating both of these policy documents.

The Political Reform Act (Government Code §81000, et seq.) requires state and local government agencies to adopt and promulgate conflict of interest codes. The Fair Political Practices Commission has adopted a regulation (California Code of Regulations §18730), which contains the terms of a standard conflict of interest code, which can be incorporated by reference into an agency's code. The District's bylaws include a conflict of interest code.

Government Code §87203 requires persons who hold office to disclose their investments, interests in real property and incomes by filing appropriate forms with the appropriate filing agency (i.e., the County or the Fair Political Practices Commission) each year. All members of the Board of Directors and the Chief have submitted the required Form 700 for 2013 and provided them to the County Clerk online.

During the course of this MSR process, AFPD demonstrated full accountability in its disclosure of information and cooperation with Placer LAFCO. The District responded to questionnaires and cooperated with interview and document requests.

PLANNING AND MANAGEMENT PRACTICES

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

AFPD is operated primarily by volunteers. The District employs two personnel—the clerk and facility manager—both of which are part-time employees. The Chief and all other positions are held by volunteers. AFPD relies on 23 volunteers to provide services. The Board of Directors oversees the AFPD Chief, who oversees the clerk, facility manager, and firefighting staff. Operations of the District are further supported by the firefighter association and firefighter's auxiliary.

There is no written periodic review of employees and staff. The District is looking to initiate this practice for paid employees~~ and for the new intern program~~.

AFPD conducts review of its overall performance in the form of monthly reports of performance statistics by the Chief to the Board and during the budget process. During the budget process, the Board ensures that the type and number of calls is reflected in appropriate expenditures, such as training in appropriate fields where the District has experienced a high demand in calls. The District does not track response times closely as the volunteers must come to the station for equipment prior to responding to the call. Additionally, the volunteers may respond quickly, but do not have radios to announce that they are on scene. ~~The District is hoping the accuracy of response time tracking will improve with the new intern program.~~

The District tracks its workload through a maintenance log, training log, and a response log.

To improve its operational efficiency, AFPD has undertaken numerous measures in the last three years. The District has made significant efforts to advance the level of services provided through logistical, facility management, outreach, recruitment, prevention, operational, planning, financing, affiliation, and professional standard improvements. Examples of the most significant enhancements to service include 1) implementation of equipment and apparatus maintenance programs, 2) ISO recertification to an improved rating, 3) establishment of a formal firefighters association and nonprofit fundraising entity, 4) establishment of 12 new positions and recruitment for those positions, 5) initiation of a fire investigation program, 6) revisions and updates to the District's bylaws and policy manual, 7) implementation of the County's only Community Emergency Response Team (CERT) program, ~~8) implementation of the intern program,~~ 8~~9~~) establishment of reserve apparatus and building funds, 9~~10~~) application for and recipient of multiple grants, 10~~1~~) development of websites for both the FPD and firefighters association, 11~~2~~) markedly increased its memberships with associations and other affiliations, ~~and~~ 12~~3~~) adopted a code of conduct and instituted ethics training, 13) hiring of a new auditor, 14) review and updating of policies and bylaws. As of the drafting of this

report the District was implementing an intern program; however, the program has since then been abandoned.

It is the mission of AFPD to safeguard the lives and property of the residents and visitors of the town of Alta and its surrounding communities. The District is dedicated to professionally serving its citizens by providing quality emergency response, fire prevention, and public education with integrity and honor. Other long term goals and plans are adopted as part of a five-year plan, or as part of an informal process involving input from the public, Board, and Chief.

The District's financial planning efforts include an annually adopted budget and annually audited financial statement. The District maintains an informal five-year plan that outlines goals. The plan is reviewed annually. AFPD does not have any other formal planning documents. The District does not plan for capital improvement needs over the long term, but instead plans for these needs in the short term in the annual budget.

Government Code §53891 requires the financial transactions of each local agency to be submitted to the State Controller's Office (SCO) within 90 days after the close of the fiscal year or within 110 days if filed electronically. Additionally, according to Government Code §26909 all special districts are required to submit their annual audits to the County within 12 months of the completion of the fiscal year, unless the Board of Supervisors has approved biennial or five-year schedule. The adoption of a final budget for fire protection districts is governed by Health and Safety Code §53901, which requires annual budgets to be adopted and forwarded to county auditor on or before October 1st of each year. AFPD reported that it had submitted its FY 14-15 budget and its financial statement for the most recently completed fiscal year to the County Auditor's Office.

The District has reportedly never been under review or received citations from the California Division of Operational Safety and Health (CALOSHA).

EXISTING DEMAND AND GROWTH PROJECTIONS

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

Land Use

Land uses within the District consist of residential agriculture, residential forest ranging in minimum lot sizes of five, 10, 20 and 40 acres, and timber production zones. The District's bounds encompass approximately 4.13 square miles.

Current Population

According to 2010 Census data for the Alta Census Designated Place, there are approximately 610 residents in the community of Alta. The population density within AFPD is about 148 people per square mile.

Projected Growth and Development

The District reportedly experienced minimal population growth but increased demand for services, likely as a result of increased traffic along Interstate 80, which runs through

the District. AFPD anticipates continued minimal growth in the future. The District is not aware of new planned or proposed development within its bounds; however, there is the possibility for new individual structures on scattered vacant properties.

The District also anticipates an increase in service demand due to factors other than population growth, including a continued increase in traffic along the interstate and increased rail traffic through the community causing a rising risk for disaster associated with oil transport. AFPD does not formally forecast its service needs; however, the District does observe its call volume and type.

According to California Department of Finance (DOF) data, the population of Placer County is expected to grow by 12 percent over the 10-year period from 2010 to 2020. Thus, the average annual population growth in the County is anticipated to be approximately 1.12 percent. Based on these projections, the District's population would increase from 610 in 2010 to approximately 683 in 2020.

Based on the Sacramento Area Council of Governments (SACOG) projections, the population of Placer County is anticipated to grow by 19 percent from 2008 to 2020. SACOG, therefore, expects the average annual growth in the County to be about 1.45 percent. According to the SACOG projections, the District's population would increase to 708 in 2020.

Growth Strategies

The District is not a land use authority, and does not hold primary responsibility for implementing growth strategies. The land use authority for unincorporated areas is the County.

The County General Plan, that was last updated in May 2013, requires new development to develop or fund fire protection facilities, personnel, and operations and maintenance that, at a minimum, maintains the service level standards outlined in the General Plan. In addition, through its General Plan, the County tries to ensure that all proposed developments are reviewed for compliance with fire safety standards by the responsible local fire agencies per the Uniform Fire Code and other county and local ordinances. AFPD reported that the County reviews plans for proposed developments within its boundary area. AFPD reportedly did not provide input on the County's General Plan Update, but did adopt a policy on vegetation reduction and fuel control for consistency throughout the County, and was heavily involved in the County's Local Hazard Mitigation Plan.

The County's General Plan policies support annexations and consolidations of fire districts and services to improve service delivery to the public. The County works with CAL FIRE and local fire protection agencies and city fire departments to maximize the use of resources to develop functional and/or operational consolidations and standardization of services and to maximize the efficient use of fire protection resources. Additionally, the County periodically evaluates fire protection services in Placer County to determine if fire protection resources are being effectively and efficiently used. Placer County policies also attempt to maintain and strengthen automatic aid agreements to maximize efficient use of available resources.

AFPD territory is not part of a General Plan community plan area.

AFPD has not adopted a development impact fee to date.

DISADVANTAGED UNINCORPORATED COMMUNITIES

LAFCO is required to evaluate disadvantaged unincorporated communities as part of this service review, including the location and characteristics of any such communities. A disadvantaged unincorporated community is defined as any area with 12 or more registered voters, or as determined by commission policy, where the median household income is less than 80 percent of the statewide annual median.[35]

The California Department of Water Resources (DWR) has developed a mapping tool to assist in determining which communities meet the disadvantaged communities median household income definition.[36] According to DWR, there are two disadvantaged communities in Placer County, next to the northern area of the City of Auburn and in the community of Newcastle. There are no disadvantaged unincorporated communities within or adjacent to the AFPD bounds and sphere of influence.

FINANCING

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

The District reported that its financing levels were marginally adequate to deliver services. Similar to other rural fire protection districts, limited financing levels require the District to operate efficiently within certain constraints. The District relies heavily on volunteer staff for continued operations and administration. The District is constantly searching for grant funding sources to fund expanded staffing, desired newer vehicles, and long-term infrastructure goals.

Revenues and Expenses

The District's revenue in FY 12-13 amounted to $92,940, consisting of property taxes (74 percent), intergovernmental revenues (12 percent), interest and rent income (seven percent), and donations (seven percent). The District does not collect revenue from a benefit assessment or special tax. AFPD does not charge for services rendered with the exception of participation on strike teams to fight fires throughout the State.

AFPD expenditures in FY 12-13 were $112,441, of which 28 percent was spent on capital expenses such as equipment and apparatus maintenance, 17 percent on salaries and benefits, and the remaining 55 percent on services and supplies.

The District provides no compensation to its firefighting personnel in the form of salary. As of the drafting of this report the District was implementing an intern program; however,

[35] Government Code §56033.5.

[36] Based on census data, the median household income in the State of California in 2010 was $57,708, 80 percent of which is $46,166.

the program has since then been abandoned. At that time, t~~T~~he interns are paid $30 per 24-hour shift, which is slightly lower than comparable agencies; AFPD attempted~~s~~ to make up for the pay difference by offering advanced training as compensation.

In FY 12-13, the District's expenditures exceeded revenues by $19,501. In FY 13-14, revenues exceeded expenditures by $29,226, and in FY 14-15, expenditures exceeded revenues by $3,554. The District's fund balance declines in those years when expenditures are in excess of revenues.

Capital Improvements

Capital improvements are generally paid for by a combination of reserves and grant funds. The District does not have an adopted development impact fee.

The District's equipment and vehicle needs are planned for on an annual basis in the budget. There is no long term capital improvement plan.

The District anticipated spending $20,600 in major repairs and improvements in FY 13-14. There are no plans for expenditures for capital improvements and/or major equipment purchases in FY 14-15 and 15-16.

Outstanding Debt

AFPD did not have any long term debt at the end of FYs 13, 14, and 15.

Reserves

The District does not maintain a restricted reserve fund., but instead maintains several unrestricted funds for Board designated uses. Designated uses include a boy scout fund, apparatus replacement fund, a building improvement fund, and a general savings fund. The District had a combined reserve fund had a balance of $91,215 at the end of FY 12-13.

Joint Financing Mechanisms and Employee Benefits

AFPD is a member of Fire Agencies Self Insurance System (FASIS) for workers compensation insurance. The District does not participate in a retirement program.

PRESENT AND PLANNED CAPACITY

AFPD reported that it currently has sufficient capacity to provide fire services to its current service area; although, additional firefighting staff in the form of volunteers ~~and interns~~ will greatly enhance its capacity.

The District reported that the existing system is inefficient as it stands and there is the potential for greater response efficiency in the area around the Alta and Dutch Flat communities. There may be the potential for AFPD to extend services into the Dutch Flat area, which is presently served by CAL FIRE through a contract with Placer County Fire, as the community is immediately adjacent to Alta. The PCF station serving the Dutch Flat community is not staffed and the area relies on volunteers. The staffed CAL FIRE station that provides response to the Dutch Flat community is Station 33. The AFPD station is reportedly within a three to four minute response time of Dutch Flat—nearly equidistant with CAL FIRE Station 33. However, for certain areas, including Culberson Road, Moody Ridge/Lovers Leap, Casa Loma, and Baxter, Placer County Fire/CAL FIRE must respond through AFPD to get to these areas. A means to ensure the greatest response efficiency in this area should be considered. Should the AFPD boundaries be expanded, the District has considered opening stations located strategically to house vehicles in order to improve response times in the more remote areas. It was reported that if AFPD were to extend services to areas presently outside of its boundaries, that additional staffing would be necessary to maintain an adequate level of services throughout the agency's service area.

Existing Demand

AFPD reported that its peak demand times vary as there is no consistent demand for service. Holiday weekends raise the likelihood of motor vehicle accident calls and, like other areas in the County, vegetation fires are more likely in the fire season. There are reportedly more structure fires in the winter due to various heating equipment issues. Motor vehicle accidents are fairly constant due to the high volume of traffic on Interstate 80 and the grades on the portion of the freeway that passes through the District. Medical calls typically comprise a majority of the District's call volume and are evenly distributed.

AFPD reportedly observed no change in service demand in the last few years. The District did not provide the number of calls in 2007 through 2011 for comparison purposes. In 2012, the District had 103 calls for service. In 2013, there was relatively little change with 106 calls for service.

Of the 106 calls for service received in 2013, 103 were within the District's boundaries. A majority of the calls within AFPD's boundaries were for emergency medical services (45 percent) and the remainder consisted of motor vehicle accidents (nine percent), false alarms (one percent), fires and hazardous materials (39 percent), miscellaneous emergencies (two percent), and miscellaneous non-emergency calls (four percent). Of the total calls reported, three percent were mutual aid calls. The District averaged 174 service calls per 1,000 residents within its boundaries.

Staffing

AFPD has 23 firefighting personnel, which consists entirely of volunteers and interns. Firefighting personnel consist of one chief, one deputy chief, two battalion chiefs, three captains, three engineers, five firefighters, and one chaplin. No financial compensation is available for the volunteers at this time. Compensation is limited to training and career development. The intern program had~~s~~ a policy to provide a $30 stipend per 24-hour period in addition to training and career development; however, the District ~~is still searching for~~was unable to find funding to be able to provide this compensation. As the District provides no compensation to its volunteers, by comparison, its rate of compensation is lower than other agencies that provide some form of small stipend to its volunteer firefighters. The median age of the firefighters is 36, with a range from 21 to 62.

The District reported it was attempting to strengthen its staffing levels. ~~AFPD is in the midst launching an intern program to ensure 24/7 staffing, but was waiting for funding.~~The District had unsuccessfully looked for funding for its intern program. Additionally, the District applied for but did not receive a SAFER grant that would have been dedicated to a position focused on management, recruitment, and retention. AFPD draws heavily from those individuals looking for experience and training to use towards a career in fire protection. As shown in Figure 4-4, AFPD has been experiencing overall growth in the total number of staff overtime, most recently with the addition of 12 positions in 2015.

Figure 4-4: Alta Staffing Changes Overtime

Year	2011	2012	2013	2014	2015
Total Staff	NP	9	9	11	23
New Staff	NP	2	0	3	16
Departed Staff	NP	2	1	4	0

Currently, there are three certifications in the California firefighter series; Volunteer Firefighter, Firefighter I, and Firefighter II. While the Volunteer Firefighter focuses on skills and tasks necessary to assure safety on the fire ground, Firefighter I & II prepares the firefighter to perform essential and advanced fire ground tasks, as well as allowing entry into all tracks of the certification system. The level of certification required for each firefighter is determined by the individual fire department. However, according to the California State Fire Marshal, there are plans to phase out the Volunteer Firefighter certification level and the most basic level of certification will eventually be Firefighter I. Firefighter I certification requires completion of the 259-hour Firefighter I course, which includes training on various fireground tasks, rescue operations, fire prevention and investigation techniques, and inspection and maintenance of equipment. In addition to this course, Firefighter I certification also requires that the applicant have a minimum of six months of volunteer or call experience in a California fire department as a firefighter performing suppression duties.[37] The number of AFPD personnel certified in each category is shown in Figure 4-7. Each firefighter, including volunteers, is able to hold multiple

[37] State Fire Marshal, Course Information and Required Materials, 2007, p. 44

certifications, including strike team certifications. The additional certification levels shown in this table are described in more detail in Chapter 3 of this report. In addition to those certifications shown in the table, the District reported that many of the new recruits brought numerous other certifications including, but not limited to, Swift Water Rescue, Rescue Systems, Confined Space Rescue, Trench Rescue, Low Angle Rope Rescue Operational, Ground Support Unit Leader, Wildland Chainsaws, Hazardous Materials Tech Specialist, Air Operations, Helicopter Crew, Firing Operations, Level I California State Fire Marshal Fire Officer Classes, Incident Command System 100, 200, 300, 400, 700, 800, Fire Behavior, and Crew Boss.

Figure 4-5: Alta FPD Certified Personnel

Certification Level	Number of Firefighting Staff	% of Total Firefighting Staff
Volunteer Firefighter	16	70%
Firefighter I	13	57%
Firefighter II	6	26%
First Responder EMS	12	52%
Emergency Medical Technician 1	13	57%
Paramedic	3	13%
Apparatus Engineer	11	48%
Company Officer	3	13%
Chief Officer	1	4%
Haz Mat FRO	20	87%
CICCS FFT 2	0	0%
CICCS FFT 1	0	0%
CICCS Engine Boss	2	9%
CICCS Strike Team Leader	1	4%

The District handles training for its personnel with several qualified instructors and provides a variety of basic and advanced training sessions based on the training plans for each firefighter and the career development needs of AFPD. In addition, AFPD takes part in three monthly two hour joint training sessions with Placer County Fire Company 32 and CAL FIRE Station 33. The District offers a minimum of six hours of training to volunteers, if they are not enrolled in an academy. Beyond this minimum level of training, tuition for advanced classed is offered for 80 hours per year of classroom training or equivalent. Typically, this would reportedly amount to two 40-hour classes in specific operational categories.

Volunteers must complete the regional firefighter academy, have CPR and Advanced First Aid certification, pass a background and Live Scan check, complete a physical assessment, and have the necessary DMV license to operate apparatuses. New volunteer firefighters are evaluated based on documented training and a training plan is created accordingly. Those without a CSFM FFI certification are enrolled in the Placer County Fire Volunteer Firefighter Academy. Those with higher levers of experience and training are offered advanced training in areas as determined by need.

As a means to recruit for an otherwise non-compensated position, AFPD makes use of training and career development opportunities as described above. The District has been

able to recruit off-duty seasonal firefighters and new firefighters through this means. This recruitment strategy has enabled the District to bring on residential firefighters to staff the station at all times. Residential firefighters are provided the above mentioned training, as well as advanced in-house training in exchange for non-compensated shift work. Residents work a minimum of three 24-hour shifts per month. The District plans to continue to search for funding to expand its staffing level through a SAFER grant. The desired SAFER grant funds ~~as~~ proposed for the then-planned intern program was to ~~would~~ finance four years of funding to allow implementation of the firefighter intern program, which was designed would allow AFPD to take on 12 more firefighters.

Recruitment methods include advertisements in the local newspapers, and posts on the fire station message board, the AFPD website, and the Alta Volunteer Firefighters Association (AVFF) website. The District works closely with CAL FIRE and Placer County Fire by sharing prospective volunteers depending on the applicant's address. The District has initiated a quarterly mass mailer program that is intended to reach all mail boxes in the three zip codes served by AFPD, including areas within its bounds and auto and mutual aid service areas.

Facilities and Capacity

AFPD owns and operates one fire station. The station is staffed entirely by volunteers ~~and interns~~. The function and condition of each fire facility is described in more detail in Figure 4-8.

Figure 4-6: Alta Facilities

	Station #98
Property owner	Alta Fire Protection District
Address	33950 Alta Bonny-Nook Rd Alta, CA 95701
Purpose	Fire Protection
Additional uses or other entities using the facility	District office, community center
Hours station is staffed	Occasionally staffed by residents but no schedule – primarily volunteer response
Date acquired or built	Not Reported
Condition of facility[38]	Fair
Infrastructure Needs	Roof maintenance, HVAC upgrade to include air conditioning throughout

[38] Facility condition definitions: **Excellent**—relatively new (less than 10 years old) and requires minimal maintenance. **Good**—provides reliable operation in accordance with design parameters and requires only routine maintenance. **Fair**—operating at or near design levels; however, non-routine renovation, upgrading and repairs are needed to ensure continued reliable operation. **Poor**—cannot be operated within design parameters; major renovations are required to restore the facility and ensure reliable operation.

	Station #98
Number and type of vehicles at facility	1 Type IV, 1 Type I, 1 water tender, 1 utility, 1 command vehicle
Number and classification of paid staff staffing facility	1 clerk, 1 facilities maintenance
Number and classification of another agency's paid staff staffing the facility	0
Number of volunteers available at facility	23

In addition to its 4,000-gallon water tender, 700 gallon tank on the Type 1 engine, and water tenders belonging to neighboring fire agencies that are accessible through mutual aid, the District also relies on fire hydrants supplied by Placer County Water Agency, a 10,000-gallon cistern, and drafting locations from canals, ponds, and lakes. The District reported that water supplies appear to be adequate at this time.

It appears that currently the District's facilities have marginal capacity to provide adequate services to the existing service area based on the condition of the District's facilities and AFPD's response times to service calls. AFPD's station is reportedly in fair condition due to the need for roof repairs and HVAC improvements throughout the building; however, these infrastructure needs do not constitute a capacity constraint on the part of the District. The primary capacity constraint for AFPD is the lack of funding to further expand its level of staffing; however, the District has been able to set up a system to allow it to reach maximum staffing levels within its financing constraints. As a fire provider that relies entirely on volunteer firefighters that are often at work or out of the area, AFPD reportedly does not meet NFPA response time standards; however, the District did not provide response times to confirm this. It should be noted that AFPD does have response procedures in place to optimize response time reliability and has an ISO rating of 6/6B in its rural areas, which implies satisfactory response times to these areas.

Dispatch and Communications

Fire agencies serving the unincorporated territory in western Placer County are dispatched by two separate agencies. Fire districts are usually dispatched by the Placer County Communications Division of the Placer County Sheriff's Department. Placer County Fire Department, which is providing services through a contract with CAL FIRE, is dispatched by the CAL FIRE Grass Valley Emergency Command Center. The cities of Roseville, Rocklin and Lincoln have their own dispatch centers and frequencies, while the cities of Auburn and Colfax contract with CAL FIRE.

Through a different agreement from other fire districts, AFPD relies on ~~the Placer County Sheriff's Department~~CAL FIRE for dispatch services. Dispatch services are currently provided free of charge. ~~Placer County, in lieu of sharing Proposition 172 funds, offered fire districts in Placer County free dispatch services. However, even though fire protection districts do not pay for dispatch operations, they are responsible for financing certain other expenses associated with dispatch. It should be noted that a copy of this agreement with the County was not available and the contents could not be confirmed.~~

In addition to fire agencies, the Communications Division of the Placer County Sheriff's Department provides dispatching services for the Sheriff, paramedics, animal control, and county roads. The division is staffed 24 hours a day, 365 days a year. All communications personnel are trained in emergency medical dispatch protocols wherein the dispatcher can give life-saving emergency medical instructions over the telephone prior to the arrival of the first responders.

AFPD reported that dispatch was adequate and appropriate for the District's needs. Currently, the District is dispatched simultaneously with Placer County Fire Company 32 and CAL FIRE Station 33, and it is up to AFPD personnel to determine whether the call is in the District's bounds, and if not, whether or not personnel should be dispatched regardless. Incidents that fall within the category of mutual or auto aid are made clear by dispatch. The District is working on calls for service that are located outside of the District, where mutual or auto aid has not been specifically requested, but there is a recognized need for support. The District is in the midst of coordinating with Placer County Fire and CAL FIRE to address this issue.

AFPD noted that there is an opportunity for improvement to dispatch by adding a VHF repeater to eliminate line of sight limitations with current communications. Vehicles will often lose contact with dispatch en route to an incident. The District has identified a location for a new VHF repeater, but is in need of $10,000 for funding the purchase and installment of the repeater.

Capability at an Incident

AFPD reported that its actual response capability at an incident was dependent on the type of call. Typically, the District can reliably respond with two apparatuses and four personnel for fire calls. For medical emergencies, the District sends one vehicle and one or two personnel on average.

Status of, and Opportunities for, Shared Facilities

AFPD makes its community center available for rent to other agencies and organizations for meetings, events, and fundraisers. It is available free of charge to nonprofit organizations under limited circumstances. The District has an ongoing agreement with Red Cross for use of the community center, and also makes the space available as a polling place during elections.

AFPD also practices significant collaboration and benefits from efficiencies gained through joint efforts with other fire providers. The District has taken part in a group purchase of fire shelters for the districts to reduce costs, and participates in joint training with Placer County Fire and CAL FIRE at the AFPD station. Additionally, the auto and mutual aid agreements in place are, in essence, sharing of personnel, vehicle, and equipment resources.

There are other opportunities for further sharing and collaboration with other agencies. There is the potential to make use of PG&E's snow cat for rescues in remote areas during winter conditions. Additionally, the District ~~is continuing~~has in the past~~ to~~ searched for funding to fully implement its intern program. Perhaps regional collaboration in applying

for grants to finance recruitment efforts could provide for a more robust grant application with stronger impacts across the County, which may be more likely to receive approval.

The District reported that it does not have excess vehicles or equipment that it may share with other agencies as everything it currently maintains is essential to its operations. However, the District has in the past entered into an MOU with Placer County Fire to borrow a water tender while its tender was undergoing repairs. This MOU could be capitalized upon again in the future should the need arise.

Infrastructure Needs

Infrastructure needs identified for the District's Station 98 consist of roof repairs and maintenance and an HVAC upgrade to install air conditioning throughout the station. The District indicated a long-term interest in building an additional two-bay building to house the utility and command vehicles in order to reduce crowding in the apparatus room, and include office space for two offices. Additionally, the District would like to convert the unimproved area behind Station 98 into a public community park. Both of the long-term goals will rely on grant funding.

With regard to vehicles, the District noted a need for a snow cat to access remote areas in winter conditions. Additionally, AFPD has applied for FEMA VFA grants to replace the 1980 water tender. The vehicle was recently repowered and is considered to be in good working order; however, it is manual transmission and very few of the operators are qualified to drive it. Further, it lacks the tactical capabilities of modern water tenders. The District plans to continue submitting grant applications with the hope that in two to three years funding will be awarded to make this purchase. The District also desires to replace its 1994 Type IV engine, and is exploring the possibility of receiving a donated or reduced priced newer unit from a larger agency.

Challenges

The District's primary challenge to services is recruitment, due to the composition of the population within its bounds. Those individuals that are capable of responding generally already have full-time jobs that take them out of the area or prohibit response in the middle of the work day. Additionally, it is challenging to ensure sufficient training for those with full-time jobs and busy schedules.

The District has intensively searched for grant funding to implement improvement programs. However, the District has been unable to garner the funding support necessary to implement all of its plans. ~~The District continues to search for funding to fully implement its intern program to address these challenges.~~ However, the District has been successful at receiving grant funding from the Department of Fish and Wildlife Office of Spill Prevention and Recovery for an Oil Spill Recovery Trailer. The trailer fills the gap in the Placer County Hazmat/Oil Spill mitigation service area between Rocklin and Truckee. The District continues to search for additional grant funds for other purposes.

SERVICE ADEQUACY

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

Fire services in the communities are classified by the Insurance Service Office (ISO), an advisory organization. This classification indicates the general adequacy of coverage, with classes ranking from 1 to 10. Communities with the best fire department facilities, systems for water distribution, fire alarms and communications, and equipment and personnel receive a rating of 1. Placer County encourages local fire protection agencies in the County to maintain minimum ISO ratings of 4 in urban areas, 6 in suburban areas and 8 in rural areas. AFPD has an ISO of 6/6B in rural areas. The District was last evaluated in May 2014.

The National Fire Protection Association (NFPA) has issued response time performance standards depending on the service structure of the agency. The response time is measured from the completion of the dispatch notification to the arrival time of the first-responder at the scene. Though not a legal mandate, these standards provide a useful benchmark against which to measure fire department performance. For agencies with paid staff, NFPA 1710 identifies the response time guideline of six minutes at least 90 percent of the time. For volunteer and combination fire departments, NFPA 1720 recommends that the response times for structure fire be nine minutes in urban demand zones at least 90 percent of the time, 10 minutes in suburban zones at least 80 percent of the time and 14 minutes in rural zones at least 80 percent of the time. Response times in remote zones are directly dependent on travel distances.[39] AFPD is a volunteer fire district and falls within the definition of rural and remote zones, and would therefore be subject to the NFPA 1720 guidelines.

The local emergency medical services agency (LEMSA) for Placer County is Sierra-Sacramento Valley Emergency Medical Services Agency (S-SVEMS).[40] Emergency ground ambulance service for the majority of Placer County is provided by American Medical Response under an exclusive operating agreement (EOA) with S-SVEMS. Foresthill FPD, North Tahoe FPD[41] and South Placer FPD also provide emergency ambulance service to their districts under EOAs. Emergency response time standards set by S-SVEMS in Placer

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

[40] S-SVEMS is responsible for planning, development and implementation of all EMS components, including regional trauma system planning, qualification, accreditation, authorization of all prehospital care personnel, EMS system design, and compliance with local and state regulations.

[41] North Tahoe FPD does not provide ambulance transport services in western Placer County and is therefore out of scope of this report and will not be discussed further.

County vary for each of the four approved providers and by the level of urbanization of an area (the more urban an area, the faster a response should be).[42]

AFPD, which is a non-transport BLS service provider only, does not have a response time standard imposed by S-SVEMS. Although AFPD is not an ambulance service provider, the response standard required for AMR in rural areas of Placer County may be considered appropriate response times for medical emergencies for the District, which is 20 minutes 90 percent of the time.

Placer County encourages local fire protection agencies in the County to have an average response times to emergency calls of four minutes in urban areas, six minutes in suburban areas and 10 minutes in rural areas. The District has not adopted a standard of its own.

AFPD did not provide its response times for comparison purposes, as it finds the tracking mechanism is prone to inaccuracies. Because the District has been entirely staffed by volunteers that must first come to the station to pick up vehicles then respond to the call for service, this leads to longer responds times. Additionally, volunteers may respond quickly, but they do not have radios to announce they are on scene and must wait for the response vehicle to arrive. ~~Tracking of response times is anticipated to be more accurate with the commencement of the intern program.~~

The service area size for each fire station varies between the fire districts. The median fire station in Placer County serves approximately seven square miles. ~~Placer Hills FPD~~PCF ~~station~~ serves the most expansive area of 34~~46.7~~ square miles per each of its stations. Densely populated areas tend to have smaller service areas. For example, the median service area of the city fire department stations is 4.5 square miles. By comparison, the fire station in AFPD serves approximately 4.13 square miles.

The number of firefighters serving within a particular jurisdiction is another indicator of level of service; however, it is approximate. The providers that rely on volunteer or call firefighters may have differing staff availability and reliability. An agency with more firefighters could have fewer resources, if availability is limited due to work and personal obligations. Staffing levels in Placer County vary from 0.5 firefighters per 1,000 residents in in the City of Lincoln to 37.7 firefighters in Alta FPD.

Operating expenditures per capita is often reflective of the level of service offered by a fire provider as determined by financing constraints. The least amount of money per capita was spent by the Colfax Fire Department ($18.77). South Placer FPD expended the most per capita ($274.90). To compare, AFPD spent $133 per capita in FY 12-13.

[42] Response time standards for American Medical Response (AMR) are eight minutes 90 percent of the time in the cities of Roseville and Rocklin and in the City of Auburn and the County (all of the City of Auburn and County area half a mile west of SR 49 from the City of Auburn to Dry Creek Road, east of SR 49 up to and including I-80 North to include Bell Road, and half a mile east of SR 49 from Bell Road to Dry Creek Road), 15 minutes 90 percent of the time in Auburn east to include Colfax and Auburn west to Rocklin, 10 minutes 90 percent of the time in Lincoln, 20 minutes 90 percent of the time in rural areas of AMR service area in Placer County, and as soon as possible in wilderness areas. South Placer FPD is required to respond with ALS on scene 10 minutes 90 percent of the time and ambulance on scene 15 minutes 90 percent of the time. The requirement for Foresthill FPD is to respond within 15 minutes 90 percent of the time in Foresthill, Todd Valley Estates and Baker Ranch.

Figure 4-7: Alta FPD Fire Service Profile

Agency Resource Statistics	
Staffing base year	2015
Fire stations in agency boundaries	1
Fire stations serving the agency	1
Square miles served per station	4.13
Total staff	25
Total firefighting staff	23
Total firefighting staff per station	23
Total firefighting staff per 1,000 residents	37
Operating expenditures per capita	$184
Service Demand	
Statistical base year	2013
Total service calls	106
% EMS	45%
% Fire/hazardous materials	39%
% Motor vehicle accidents	9%
% False alarms	1%
% Miscellaneous emergency	2%
% Non-emergency	4%
% Mutual aid calls	3%
Calls per 1,000 residents	174
Service Adequacy	
Median response time	NP
80th percentile response time	NP
90th percentile response time	NP
ISO Rating	6/6B

ALTA FIRE PROTECTION DISTRICT DETERMINATIONS

Growth and Population Projections

- Alta Fire Protection District (AFPD) currently has an estimated population of 610.
- The District has experienced minimal population growth in recent years but increased demand for services, likely as a result of increased traffic along Interstate 80, which runs through the District.
- AFPD anticipates continued minimal growth in the future. The District is not aware of new planned or proposed development within its bounds; however, there is the possibility for new individual structures on scattered vacant properties.

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

- According to the Department of Water Resources mapping tool of Census data, there are two disadvantaged communities in Placer County, next to the northern area of the City of Auburn and in the community of Newcastle. There are no disadvantaged unincorporated communities within or adjacent to the AFPD bounds and sphere of influence.

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

- AFPD's station is reportedly in fair condition due to the need for roof repairs and HVAC improvements throughout the building; however, these infrastructure needs do not constitute a capacity constraint on the part of the District.
- The primary capacity constraint for AFPD is the lack of funding to further expand its level of staffing; however, the District has been able to set up a system to allow it to reach maximum staffing levels within its financing constraints.
- AFPD appears to have marginally sufficient capacity to provide fire services to its current service area, based on the condition of the District's facilities and AFPD's response times to service calls. ~~Additional firefighting staff in the form of volunteers and interns will greatly enhance the District's capacity.~~
- The District reported that the existing system is inefficient as it stands and there is the potential for greater response efficiency in the area around the Alta and Dutch Flat communities. There may be the potential for AFPD to extend services into the Dutch Flat area. If AFPD were to extend services to areas presently outside of its boundaries, additional staffing would be necessary to maintain an adequate level of services throughout the agency's service area.
- AFPD did not provide its response times for comparison purposes, as it finds the tracking mechanism is prone to inaccuracies. ~~Tracking of response times is~~

~~anticipated to be more accurate with the commencement of the intern program.~~ It is recommended that the District track all response times, and make the information readily available to the public.

- To improve its operational efficiency, AFPD has undertaken numerous measures in the last three years. The District has made significant efforts to advance the level of services provided through logistical, facility management, outreach, recruitment, prevention, operational, planning, financing, affiliation, and professional standard improvements.

Financial Ability of Agencies to Provide Services

- The District reported that its financing levels were marginally adequate to deliver services.
- Similar to other rural fire protection districts, limited financing levels require the District to operate efficiently within certain constraints. The District relies heavily on volunteer staff for continued operations and administration. The District is constantly searching for grant funding sources to fund expanded staffing, desired newer vehicles, and long-term infrastructure goals.
- The District's equipment and vehicle needs are planned for on an annual basis in the budget. There is no long term capital improvement plan. It is a recommended practice that agencies maintain a multi-year capital improvement plan in order to appropriately plan for anticipated needs.

Status of, and Opportunities for, Shared Facilities

- AFPD makes its community center available for rent to other agencies and organizations for meetings, events, and fundraisers.
- AFPD also practices significant collaboration and benefits from efficiencies gained through joint efforts with other fire providers. The District has taken part in a group purchase of fire shelters, and participates in joint training with Placer County Fire and CAL FIRE. Additionally, the auto and mutual aid agreements in place are, in essence, sharing of personnel, vehicle, and equipment resources.
- There are other opportunities for further sharing and collaboration with other agencies. There is the potential to make use of PG&E's snow cat for rescues in remote areas during winter conditions. Also, regional collaboration in applying for grants to finance recruitment efforts may provide for a more robust grant application.
- The District has in the past entered into an MOU with Placer County Fire to borrow a water tender while its tender was undergoing repairs. This MOU could be capitalized upon again in the future should the need arise.
- The District is a member of the Placer County Fire Chiefs Association, Fire Agencies Self Insurance System, Fire Districts Association of California, International Fire Council, and the California Conference of Arson Investigators.

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

- The District generally demonstrated accountability and transparency with regard to its governance by cooperating with the MSR process, publishing agendas for public meetings as legally required, maintaining a website, filing Form 700 Statements of Economic Interest, and Board members receiving timely ethics trainings.
- AFPD has a set of adopted bylaws that provide framework and direction for district governance and administration, including policies on code of ethics, Brown Act requirements, public requests for information, expense reimbursement, and conflict of interest code.
- A governance structure options for AFPD is expansion to include the Dutch Flat community. An additional option is consolidation with other fire districts to create a single Western Placer fire protection agency or a fire protection district to serve the unincorporated areas.

ALTA FIRE PROTECTION DISTRICT SPHERE OF INFLUENCE UPDATE

Existing Sphere of Influence Boundary

LAFCO has not adopted an SOI for Alta FPD.

SOI Options

Four options were identified with respect to AFPD's SOI.

Option #1 – Single fire agency SOI containing unincorporated Western Placer County (excluding territory within SMFD and Rocklin FPD), City of Colfax, and Town of Loomis

If the Commission determines that one fire protection agency taking over services provided by fire districts and Placer County Fire in Western Placer County is the preferred governance structure, then it would be appropriate to adopt a single fire SOI for unincorporated Western Placer (excluding territory within the Sacramento Metropolitan Fire District's and Rocklin FPD's boundaries), City of Colfax, and Town of Loomis.

Option #2 – Western Placer County SOI

If the Commission determines that one fire protection agency serving the entirety of Western Placer County is the preferred alternative, then it would be appropriate to adopt a single SOI that encompasses Western Placer County, including all fire service providers serving both unincorporated and incorporated areas.

Option #3 – Annexable SOI

Should the Commission determine that the Dutch Flat community would be more appropriately served by AFPD than Placer County Fire, then the Commission should adopt an annexable SOI for AFPD that includes the District's bounds and the community of Dutch Flat.

Option #4 – Coterminous SOI

In the event that the Commission determines that no changes to AFPD's existing service provision structure and boundary arrangement are necessary or anticipated in the near future, adopting a coterminous SOI would be appropriate.

Option #5 – Zero SOI

Given that AFPD is entirely surrounded by PCF, an option is to dissolve the District and annex the Alta community into PCF. A zero SOI would indicate that the Commission anticipates eventual dissolution of AFPD.

Recommended Sphere of Influence Boundary

As outlined in the *Governance Structure Options and Recommendations* section of Chapter 3, the solution that will achieve the greatest savings, improvements in efficiency, and increase in capacity, and deliver the most benefits to constituents, while also taking into consideration the current political climate in the County, would be a single agency taking over services provided by Placer County Fire Department and fire districts (excluding Rocklin FPD) in Western Placer County.

Although a single agency serving the entirety of unincorporated and incorporated Western Placer County is the ideal option, as it would result in the greatest benefits in terms of unified leadership, increased coordination, fiscal advantages, greater leveraging of available resources, logical borders, improved regional planning, and more equitable distribution of services to name a few, there is a disconnect in Western Placer County between fire districts and cities providing fire services.

While in the long run a single Western Placer agency should be the ultimate goal and the City of Auburn could potentially take lead on bridging the gap since some interest in consolidation has been already expressed by the City's Fire Department, currently, there is a lack of compatibility between the cities typically serving more densely populated areas offering a higher level of services and the fire protection districts that generally serve the rural unincorporated areas with a heavier reliance on volunteer firefighters. Additionally, the cities, in particular Roseville, Rocklin, and Lincoln, have not expressed an interest in involvement in a consolidated fire provider serving within their incorporated boundaries. On the other hand, the study has shown that all of the fire districts in Western Placer County already demonstrate extensive collaboration with one another and several agencies have taken significant steps towards consolidation.

It is recommended that the Commission adopt a single fire SOI for unincorporated Western Placer (excluding the portion within SMFD's boundaries and Rocklin FPD), the City of Colfax and Town of Loomis, thus encouraging all of the fire districts and the County to work together to achieve the goal of a single agency serving a majority of the western territory of the County. Consolidation would aid in resolving some of the districts' challenges and constraints through enhanced economies of scale, greater leveraging of resources, and unified procedures.

AFPD Chairman of the Board noted that the District does not agree with the full consolidation options (#1 and #2) as AFPD is geographically distant with economic and population disparities. The District identifies that it may be a prudent model of

streamlining governance to achieve governing results. However, the District is concerned that consolidation would also effectively reduce service values already in place by each district, as well as expand and exploit the existing inadequate funding and public service demands of each district and transfer them to the larger, newly created SOI. Additionally, the District noted differences between AFPD and other fire districts, including urbanization level, response times, staffing type and level, which, according to the District, make it not feasible to be a fully active member of a consolidated district.

Should the commission choose not to adopt an SOI for a single agency to serve unincorporated Western Placer County, then it is recommended that the Dutch Flat community be included in AFPD's SOI. AFPD reported that the existing system is inefficient as it stands and there is the potential for greater response efficiency in the area around the Alta and Dutch Flat communities. The Dutch Flat area is presently served by CAL FIRE through a contract with Placer County Fire, although the community is immediately adjacent to Alta. The PCF station serving the Dutch Flat community is not staffed and the area relies on volunteers. The AFPD station is reportedly within a three to four minute response time of Dutch Flat—nearly equidistant with CAL FIRE Station 33. However, for certain areas, including Culberson Road, Moody Ridge/Lovers Leap, Casa Loma, and Baxter, Placer County Fire/CAL FIRE must respond through AFPD to get to these areas. A means to ensure the greatest response efficiency in this area should be considered. Should the AFPD boundaries be expanded, the District has considered opening stations located strategically to house vehicles in order to improve response times in the more remote areas. It was reported that if AFPD were to extend services to areas presently outside of its boundaries, that additional staffing would be necessary to maintain an adequate level of services throughout the agency's service area. The District agrees that this SOI option is feasible as there would be a single volunteer pool with no competition for their skills. AFPD reported that an area-wide cadres of trained volunteers, responsible for a single district, would be able to respond to any given station throughout the agency's service area with no one station staffed 24/7. This model is currently in place with two or three volunteers responding to both the Alta and Dutch Flat stations.

Proposed Sphere of Influence Determinations

Nature, location, extent, functions, and classes of services provided

- Alta Fire Protection District (AFPD) provides fire suppression, basic life support, rescue, and fire prevention activities to the unincorporated community of Alta in north central Placer County.

Present and planned land uses, including agricultural and open-space lands

- Land uses within the District consist of residential agriculture, residential forest ranging in minimum lot sizes of five, 10, 20 and 40 acres, and timber production zones. AFPD has no authority over land use.
- County policies require new developments to comply with fire code and to develop or fund fire protection facilities, personnel, and operations and maintenance.
- Fire services are needed in all areas, are already being provided, and do not, by themselves, induce or encourage growth on agricultural or open space lands.

Present and probable need for public facilities and services

- As indicated by the continued increase in service call volume and projected increase in service demand, there is a present and anticipated continued need for fire protection services within AFPD. The District anticipates an increase in service demand due to factors other than population growth, in particular an increase in traffic traveling through the District.

Present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide

- AFPD's station is reportedly in fair condition due to the need for roof repairs and HVAC improvements throughout the building; however, these infrastructure needs do not constitute a capacity constraint on the part of the District.
- The primary capacity constraint for AFPD is the lack of funding to further expand its level of staffing; however, the District has been able to set up a system to allow it to reach maximum staffing levels within its financing constraints.
- AFPD appears to have marginally sufficient capacity to provide fire services to its current service area, based on the condition of the District's facilities and AFPD's response times to service calls. Additional firefighting staff in the form of volunteers ~~and interns~~ will greatly enhance the District's capacity.
- The District reported that the existing system is inefficient as it stands and there is the potential for greater response efficiency in the area around the Alta and Dutch Flat communities. There may be the potential for AFPD to extend services into the Dutch Flat area. If AFPD were to extend services to areas presently outside of its boundaries, additional staffing would be necessary to maintain an adequate level of services throughout the agency's service area.
- AFPD did not provide its response times for comparison purposes, as it finds the tracking mechanism is prone to inaccuracies. ~~Tracking of response times is anticipated to be more accurate with the commencement of the intern program.~~ It is recommended that the District track all response times, and make the information readily available to the public.
- To improve its operational efficiency, AFPD has undertaken numerous measures in the last three years. The District has made significant efforts to advance the level of services provided through logistical, facility management, outreach, recruitment, prevention, operational, planning, financing, affiliation, and professional standard improvements.

Existence of any social or economic communities of interest

- The population within AFPD's boundaries is a community of interest for the District.
- Areas that receive the District's services through automatic and mutual aid, in particular the Dutch Flat community, are also considered communities of interest.

Present and probable need for public facilities and services of any disadvantaged unincorporated communities within the existing Sphere of Influence

- Based information available from the Department of Water Resources, there are no disadvantaged unincorporated communities within or adjacent to AFPD's bounds, and as such, no present or probable need for public facilities and services of any disadvantaged unincorporated communities of relevance to AFPD were identified.

5. CITY OF AUBURN FIRE DEPARTMENT

The Auburn Fire Department (AFD) provides fire prevention, suppression, emergency medical, and technical rescue services.

AGENCY OVERVIEW

Background

The City of Auburn was incorporated on May 2, 1888 as a general law city. In 1851, Auburn became the county seat of Placer County.

City of Auburn Fire Department has its roots in the Hook and Ladder Company organized by fire wardens appointed by the citizens of Auburn in 1852. In 1881, the citizens of east Auburn organized another fire department originally called the Uptown Fire Department. The two fire departments joined together as one department in the early 1900s.[43] Most recently, Auburn FD was consolidated into the Public Safety Department with Auburn PD in order to reduce administration costs.

AFD is a section of the Public Safety Department of the City of Auburn. The City is bordered by Newcastle Fire Protection District in the south. From all other sides, Auburn is surrounded by Placer County Fire.

Boundaries

As shown in Figure 5-2, the City of Auburn consists of three non-contiguous areas, located entirely in Placer County. Additionally, there is an unincorporated island within the largest area of the City of Auburn, which is included within the boundaries of Newcastle FPD. The City is bordered by American River Canyon and situated in the western foothills of the Sierra Nevada Mountains. It is located at the crossroads of I-80 and SR 49. The City encompasses approximately 7.5 square miles.

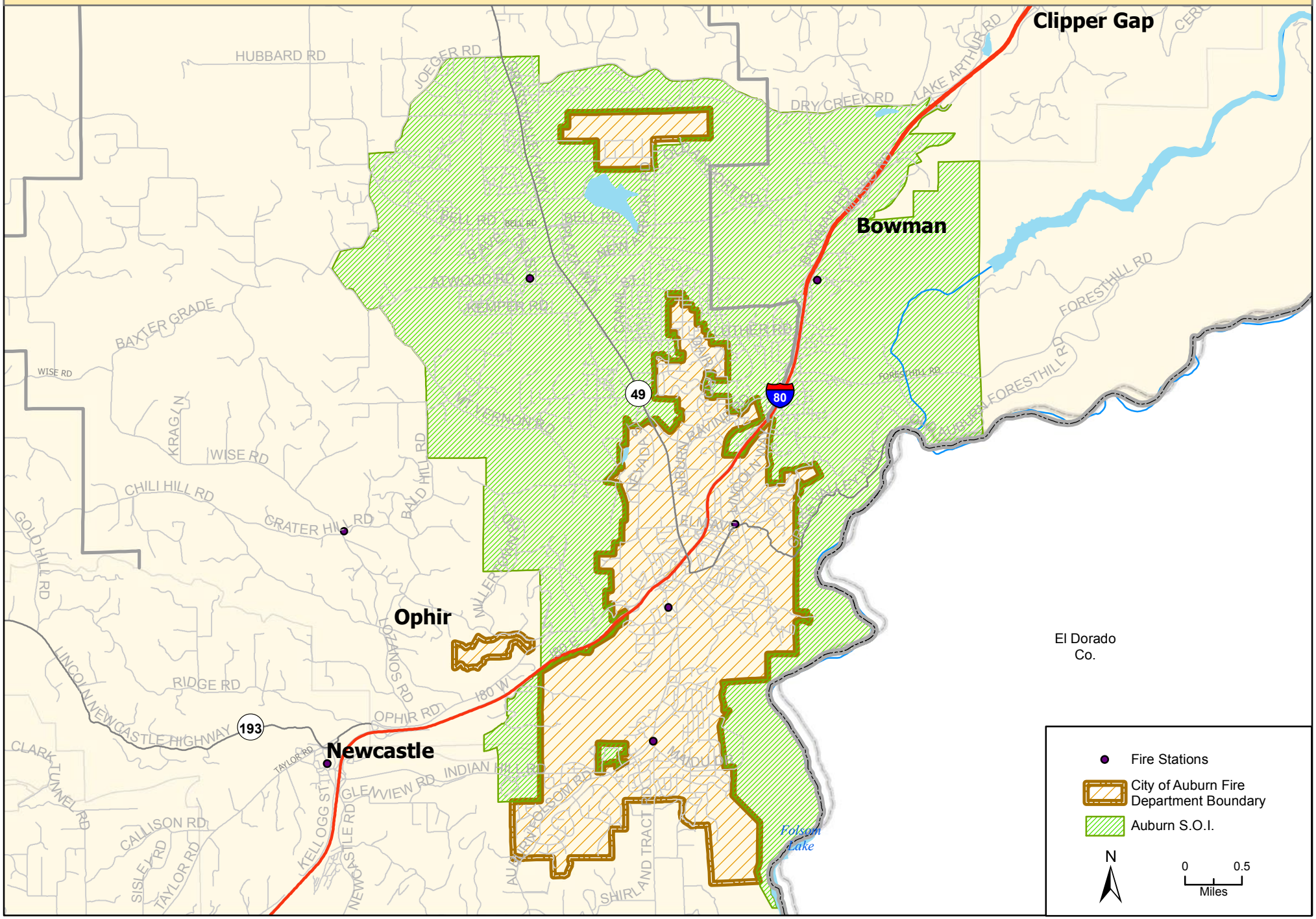
Sphere of Influence

The sphere of influence (SOI) for the City is significantly larger than its boundary area. The City's SOI extends outside of its boundaries to the north, east, and west. The SOI includes the unincorporated island in the middle of the City.

[43] "History & Organization" http://auburn.ca.gov/services/Fire/fHistory.html

County of Placer

Fire Municipal Services Review
City of Auburn Fire Department



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Date: 12/1/2015

Type and Extent of Services

Services Provided

AFD provides fire suppression, basic life support, and fire education/prevention services. Figure 5-2 details the services provided by AFD. If a service is not provided by AFD, but is offered by another agency, it is indicated in the figure.

Figure 5-2: AFD Services

Service	Agency
Fire Suppression Services	
Structural Fire Protection	Yes
Wildland Fire Protection	Yes
Vehicle Fire Protection	Yes
Ladder Truck Capabilities	Yes
Fire Suppression Handcrew	CAL FIRE
Fire Suppression Dozer	CAL FIRE
Helicopter Services – Fire Suppression	CAL FIRE/ Sac Metro
Boat With Fire Suppression Capabilities	No
Emergency Medical Services	
Basic Life Support Provider	Yes
Advanced Life Support - Non Transport Provider	No
Advanced Life Support Transport Provider	AMR
Continuing Education Provider – Medical	Yes
Air Ambulance Transport Helicopter Services	Cal Star
Helicopter Landing Facilities On Site	No
Vehicle Extrication Tools/Equipment	Yes
Fire Prevention	
Fire Safety Education – Children	Yes
Fire Safety Education – Adults/Seniors	Yes
Juvenile Firesetter Prevention Program	No
Fire and Life Safety Business Inspection Program	Yes
Fire Protection Planning	Yes
New Commercial Construction Plan Reviews	Yes
Public Education Provider (CPR, First Aid, etc.)	Yes
Home Fire/Safety Inspections	Yes
Fire Origin and Cause Investigations	Yes
Fuel Reduction/Weed Abatement Program	Yes
Smoke Detector Giveaway/Installation Program	Yes – just giveaway
Address Sign Installation Program	No
Rescue Services	
First Responder Swift Water Rescue Program	Yes
Water Rescue Program	Yes
Ice Rescue Program	No

Dive Rescue Program	No
Low angle Rope Rescue Program	Yes
Helicopter Short/Long Haul Rescue Capabilities	Sheriff/HP
Response To Boating Accidents	No
Rescue Dog Services	No
Hazardous Materials	
Hazardous Materials Emergency Response – Basic	Yes
Hazardous Materials Response Team	Yes – part of team
Support Services	
Firefighter Incident Support Unit	No
Mobile Incident Command/Communications Unit	No
Fill Station for Self Contained Breathing Apparatus	Yes
Mobile Breathing Support Unit	Yes
Community Emergency Response Team	No
Chaplain Services	No
Training Academy	No
Emergency Operations Center Capabilities	No
Miscellaneous	
Public Service Assists	Yes
Motor Vehicle Accident Response	Yes
Welfare Checks	No
Public Safety Answering Point	Yes
Fire/EMS Dispatch	No
Fundraising Activities	No
Firefighters Association - Non Profit	Yes
Auxiliary Association	No

Collaboration

AFD is a signatory of the Western Placer County Cooperative Fire Services Response Agreement along with 12 other fire protection agencies in western Placer County, including Alta Fire Protection District, CAL FIRE/Placer County Fire Department, Foresthill Fire Protection District, Loomis Fire Protection District, Newcastle Fire Protection District, Penryn Fire Protection District, Placer Hills Fire Protection District, South Placer Fire Protection District, City of Colfax Fire Department, City of Rocklin Fire Department, City of Lincoln Fire Department, and City of Roseville Fire Department. According to the agreement, the agencies provide automatic aid to each other and make use of the closest resource dispatching fire, rescue, and medical emergency response without regard to jurisdiction or statutory responsibility.[44] AFD did not report any additional mutual or auto aid agreements with specific agencies within the County. AFD also participates in the California Fire and Rescue Mutual Aid System.

[44] Western Placer County Cooperative Fire Services Response Agreement Operational Plan, June 2012

AFD is a member of the Western Placer County Fire Chiefs Association, International Association of Fire Chiefs, California Fire Chiefs Association, International Association of Fire Fighters, and California State Firefighters Association.

Service Area

AFD provides services beyond its boundaries through the Western Placer County Cooperative Fire Services Response Agreement and the Statewide Mutual Aid System. In 2006, fire protection agencies in Placer County signed a "boundary drop" agreement according to which the closest resource to an incident responds regardless of boundaries.

AFD reported that it regularly reports outside of its bounds to certain areas with the Placer County Fire and Newcastle boundaries. At times, the Department can reportedly respond faster in the Ophir area, and also a certain area within Newcastle FPD where the Department can reportedly regularly respond faster than the District. Additionally, the City provides services through the boundary drop agreement to the Historic Auburn Rancheria, although the contract service provider is Newcastle FPD.

The northern noncontiguous portion of the City and the northern tip of the City are within Placer County Fire's jurisdiction. Reportedly, back in 80s and 90s when the City annexed those areas, fire services remained with the County. However, because AFD and PCF use the same dispatcher (CAL FIRE) and the auto aid agreement allows for the dispatching of the closest available resource, this has not affected fire services in the area. When new development is proposed in the area, applicants come to the City for permits, but must go through the County for fire review. The County assess a fire mitigation fee and benefit assessment in these areas. Based on the City's existing SOI, which extends to the north of the areas served by PCF, it is unclear what agency is anticipated to serve should the City annex territory to the north of the areas in question.

Services to Other Agencies

AFD does not provide contractual services to other agencies.

Contracts for Services

AFD contracts with the California Department of Forestry and Fire Protection (CAL FIRE) for wildland firefighting services and for dispatch services.

Overlapping Service Providers

CAL FIRE provides services throughout the State. Generally, CAL FIRE services are focused in wildland areas defined as State Responsibility Areas (SRA). Similarly, the United States Forest Service (USFS) also provides services in California, primarily within forests and grasslands. Areas where USFS services are focused are defined as Federal Responsibility Areas (FRA). The entire City of Auburn is designated as Local Responsibility Area (LRA) and is not considered by CAL FIRE to be within a fire hazard severity zone. Overlapping the LRA, within the eastern portion of the City, and extending to the east of the City is FRA territory where the USFS has responsibility for wildfires. To the north, west and south of the City is territory considered moderate and high fire hazard severity where CAL FIRE has responsibility for wildfires.

Additionally, as mentioned, PCF serves areas within the Auburn city limits to the north.

ACCOUNTABILITY AND GOVERNANCE

Accountability of a governing body is signified by a combination of several indicators. The indicators chosen here are limited to 1) agency efforts to engage and educate constituents through outreach activities, in addition to legally required activities such as agenda posting and public meetings, 2) timely ethics training for board members and an adopted reimbursement policy, 3) a defined complaint process designed to handle all issues to resolution, 4) adopted bylaws that provide a framework and direction for governance and administration, 5) adoption of a conflict of interest code as required, 6) proper filing of Form 700 by the governing body members, and 7) transparency of the agency as indicated by cooperation with the MSR process and information disclosure.

The City of Auburn is governed by a five-member City Council who are elected at large to four-year staggered terms. Each year the Council selects the Mayor and Vice Mayor. Together, the Mayor and rest of the City Council appoint the City Manager and City Attorney.

The City also encourages citizen participation though 12 of committees and commissions. The commissions, committees, and boards oversee a variety of city issues, and consist of the Annexation Committee, Arts Commission, Economic Development Commission, Endurance Capital Committee, Greater Auburn Area Fire Safe Council, Historic Design Review Commission, Library Advisory Board, Oversight Board, Planning Commission, Streetscape History and Art Advisory Committee, Technology Commission, and Traffic Committee.

Regular meetings of the City Council are on the second and fourth Monday of each month, at 6 pm, in the City Council Chambers at Auburn City Hall. Meetings are noticed by posting the agenda at the meeting location and other public locations. The City also posts the agenda on the City's website. Information about City Council meetings is shown in Figure 5-3.

Figure 5-3: City of Auburn Governing Body

City of Auburn		
Governing Body		
Manner of Selection	Elections at large.	
Length of Term	4 years	
Meetings	Second and fourth Monday of the month at 6:00 pm	Auburn City Hall, 1225 Lincoln Way, Auburn, CA
Agenda Distribution	Posted at meeting location and online.	
Minutes Distribution	Posted online.	
Contact (Fire Department)		
Contact	Public Safety Director John Ruffcorn	
Mailing Address	1225 Lincoln Way, Auburn CA 95603	
Phone	530-823-4211	
Fax	530-823-4512	
Email/Website	http://www.auburn.ca.gov/159/Fire	

The City makes information about its Fire Department available on a subsection of the main city website. Constituents may learn about the Department's history, fire prevention and inspection services, open burning, public education and community services, and the volunteer firefighting program. On the main city website, there is information about the City Council and its meetings. Additionally, AFD conducts outreach to the public by conducting fire station tours, school visits, and service club and organization presentations.

Each City Councilmember receives a salary of $867 a month. For travel approved by the City Council, Councilmembers are entitled to reimbursement for travel expenses, including meals for Councilmembers and mileage, when attending functions or training classes on behalf of the City. Elected officials of the City must seek approval by the City Council for any trip exceeding $1,500 per individual and they must present a synopsis of their travel at the council meeting following their travel. Government Code §53235 requires that if a local agency provides compensation or reimbursement of expenses to its members of the governing body, the members must receive two hours of training in ethics at least once every two years and the agency must establish a written policy on reimbursements. City Councilmembers last participated in ethics training in May 2015, two participated in person and the others participated online. The City has established a written policy on expense reimbursement in the Elected and Appointed Officials Expense and Use of Public Resources and Ethics Policy.

According to the city website, citizens may report problems, issues, or concerns via the Citizen Request Tracker, which provides forms depending on the type of issue. Another option is to directly call the Fire Department. The personnel charged with resolving the complaint and how the complaint is handled is dependent upon the nature of the complaint; however, the Emergency Services Director is ultimately in charge of seeing complaints to resolution. All complaints were recorded and maintained. It was reported that there were no complaints related to fire services in 2014.

The City Council has adopted a Municipal Code that provides a framework and direction for city governance and administration. The City has not adopted codes specific to Brown Act requirements, public requests for information, and code of ethics; however, councilmembers receive a Councilmembers Handbook outlining these requirements.

The Political Reform Act (Government Code §81000, et seq.) requires state and local government agencies to adopt and promulgate conflict of interest codes. The Fair Political Practices Commission has adopted a regulation (California Code of Regulations §18730), which contains the terms of a standard conflict of interest code, which can be incorporated by reference in an agency's code. The City has adopted a conflict of interest code.

Government Code §87203 requires persons who hold office to disclose their investments, interests in real property and incomes by filing appropriate forms with the appropriate filing agency (i.e., the County or the Fair Political Practices Commission) each year. Auburn councilmembers file their Form 700 with the Auburn City Clerk and Fair Political Practices Commission. The City's newly elected officials are required to file a Statement of Economic Interests within 30 days of being sworn into office. Thereafter, elected officials are required to file an annual Form 700. Copies of the Form 700s can be obtained from either the Auburn City Clerk or the FPPC offices. As of the drafting of this

report, each Councilmember had submitted the most currently required Statement of Economic Interests (Form 700).

During the course of this MSR process, AFD demonstrated accountability in its disclosure of information and cooperation with Placer LAFCO. The Department responded to all questionnaire and document requests, as well as a request for an interview.

PLANNING AND MANAGEMENT PRACTICES

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

AFD employs 19 paid sworn personnel, which constitute approximately 12.5 FTEs. Paid sworn personnel consist of an Emergency Services Director, three division chiefs, three captains, four firefighters/engineers, and eight part-time relief firefighters. In addition to paid personnel, the Fire Department relies on eight volunteer firefighters.

In January 2015, the City consolidated the Police and Fire Departments into a single Department of Public Safety. Administrative duties of the Department were consolidated to retain additional firefighters and reduce the total number of management positions. The two primary, operational divisions of the Department continue to provide police and fire services. The consolidation allowed for administrative support functions for the two former departments including payroll, personnel, grant administration and overall supervisory leadership and management to be combined. This also allowed the traditional services of police and fire to continue as traditionally performed. This decision, coinciding with the retirement of the former fire chief, allowed the City to retain additional firefighters in place of management positions.

The Public Safety Director reports to the City Manager who is accountable to the City Council. The Director oversees the division chiefs, who in turn oversee the other officer, who manage the firefighters.

All full-time paid staff are evaluated at least every 12 to 18 months. Those that are up for promotions are evaluated every six months. Staff are evaluated by their direct supervisor. The Public Safety Director is evaluated by the City Manager. Volunteers are informally evaluated after response to each incident.

The City has taken measures to evaluate fire services offered by the Emergency Services Department. The City has started conducting performance based budgeting, by tracking workload and other performance measures to inform budgeting mechanisms. Additionally, in the past, the former Chief presented annual reports to the City Council outlining workload and performance indicators. The Department tracks and analyzes response times and ISO ratings. The Department tracks employee workload through time sheets and logs. The Department's overall workload is tracked by logging the number and type of calls for service, prevention activities, contacts with the public through public education events, maintenance logs, and training logs.

The City's financial planning efforts include an annually adopted budget and a Comprehensive Annual Financial Report (CAFR), both of which include financial planning for the Fire Department. The City plans for its capital improvement needs, including its Fire Department needs, in an ongoing Capital Improvement Plan that included in the City's budget and completed as funding is available. In addition, the Department maintains an apparatus replacement schedule.

The Auburn Fire Department is also guided by its mission, which is with dedication and tradition for over 150 years, continue to strive professionally and efficiently to respond to emergencies and calls of need, to provide public education, promote prevention, and protect the lives and property of all those served with pride and honor.

The filing of local agency budgets and related exemptions is governed by Government Code §53901, which states that unless exempted by the county auditor every local agency, with the exception of fire protection districts, must file a copy of its annual budget with county auditor within 60 days after the beginning of the fiscal year. The City reported that it had been exempted by the County Auditor from submitting its annual budget.

The City's Fire Department has not been under review by or received citations from the California Occupational Safety and Health Administration (CALOSHA) in at least the last three years.

EXISTING DEMAND AND GROWTH PROJECTIONS

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

Land Use

Land uses within the City consist of agricultural, single family and multi-family residential, commercial, business, industrial, light manufacturing, mixed use, and open space. The City's bounds encompass approximately 7.5 square miles.

Current Population

The 2010 Census estimates the City's population at 13,330. More recently, according to the Department of Finance, as of January 1, 2014, there were approximately 13,817 people in the City of Auburn. The population density within the City is approximately 1,842 people per square mile.

Projected Growth and Development

The City reported that it had experienced minimal growth in population in recent years. This minimal growth has not been concentrated in particular areas of the City. The Fire Department's demand for services has reportedly increased over the last five years, due to recreational, cultural, and tourism activities in the area, as opposed to an increase in residential development and resulting population growth. This trend of minimal development growth within the City and increased demand for Fire Department services as a result of tourism is anticipated to continue over the next 10 years.

There are several development projects that been proposed or approved and not yet constructed within the City or its SOI. In total there are 337 planned or proposed residential units, with an additional 725 added by the Baltimore Ravine Specific Plan areas. Additionally, there is 123,300 square feet of commercial development planned or proposed within the City. For more details on the planned and proposed developments, refer to Figure 5-4.

Figure 5-4: Planned and Proposed Developments in the City of Auburn

Development	Location	Description
Within Boundaries		
Auburn Bluffs	1120 Lantern View Drive	29 residential lots approved
Auburn Bluffs Lot E	Ridgeview Circle and Croman Point	7 residences of 20 approved remaining for construction
Canyon Creek	406 Maidu Drive	24 residential lots approved
Canyon Rim Estates	Southern terminus of Eagles Nest	10 residences of 23 approved remaining for construction
Granite Bay Vista	Auburn Folsom Road and Deerbrook Trail	22 residences of 80 approved remaining for construction
The Outlook at Indian Hill	Auburn Folsom Road and Tyler Drive	37 of 70 approved residences remaining for construction
Southridge 1	Humbug Way at Southridge Dr	3 of 24 approved residences remaining for construction
Sunny Creek	1161 Oakridge Way	13 proposed residential units at the vesting map stage
Vienna Woods	585 Dairy Road	25 residential units approved
Vintage Oaks	Auburn Folsom Road and Sunrise Ridge Circle	5 residences remaining to be built
Whitehawk Meadows	1320 Auburn Folsom Road	18 residences proposed, in the vesting map stage
Woodland Estates	High Street/Clark Street/Miles Court	About 11 residences of 34 approved remaining for construction
Epperle Duplexes	400 Auburn Ravine Road	16 multi-family homes approved
Landis Condos	377 Landis Circle	6 proposed units under review by Planning

		Commission
Muff Apartments	655 Mikkelson Drive	7 proposed units under review by Planning Commission
Tuscan Palms Condos	133 Electric Street	8 units approved
Wall Street Gardens	580 Wall Street	31 condominiums approved
Baltimore Ravine Specific Plan – Plan Area 1	South of I-80; East of Perry Ranch Road	270 residences planned
Baltimore Ravine Specific Plan – Future Plan Area 2	South of I-80; East of Werner Road	455 units proposed, requires specific plan amendment, General Plan amendment and rezoning
Century Park II	12806 Earhart Ave	8,400 square feet light industrial
East End Hangar Project	Auburn Airport	96,000 square feet, 8 hangar buildings
Flyers Hangar	12845 Bill Clark Way	8,400 square feet aircraft hangar
Flyers Office Addition	2360 Lindbergh Street	10,500 square feet office addition
Maidu Car Wash	631 Auburn Folsom Road	3 bay self-service car wash
Within SOI		
Collins Annexation	975/1075 Collins Drive	65 residences proposed

The City of Auburn does not have any recent population projections of its own. Its General Plan dates back to 1993 and has not yet been updated. The City makes use of population projections made by the Placer County Office of Economic Development and Sacramento Area Council of Governments (SACOG) projections to anticipate residential growth. Based on SACOG's Blueprint, it is anticipated that Auburn will grow at a modest pace to 42,000 by 2050.

According to California Department of Finance (DOF) data, the population of Placer County is expected to grow by 12 percent over the 10-year period from 2010 to 2020. Thus, the average annual population growth in the County is anticipated to be approximately 1.12 percent. Based on these projections, the City's population would increase from 13,330 in 2010 to approximately 14,930 in 2020.

Growth Strategies

The City's existing General Plan has a planning horizon of 1992 to 2012. The City has not yet completed an update of the General Plan and it is out-of-date. The City also plans for land use and growth in specific plans, including the Southwest Specific Plan and the Baltimore Ravine Specific Plan. In the General Plan, the City has planned for and assigned a land use designation to all lands within its sphere of influence.

As part of the City's General Plan, fire services and facilities are considered in the following two goals and policies:

- Goal: Protect the citizens and visitors of the Auburn area from loss of life while protecting property and watershed resources from unwanted fires through preplanning, education, fire defense improvements, and fire suppression.
- Policy 2.4 Urbanization and development which requires typical City services (police, fire, water, sewer) shall be developed within the City limits.

The City has impact fees to fund the construction of facilities and acquisition of equipment related to the various municipal services. The City does not have a development impact fee specific to fire services. Additionally, the City has collected development impact fees for the maintenance and upkeep of the Maidu Fire Station; the fees are periodically appropriated for upkeep of the station and purchase of new equipment. The Fire Department has a schedule of fees associated with building plan checks and permits and licensing.

DISADVANTAGED UNINCORPORATED COMMUNITIES

LAFCO is required to evaluate disadvantaged unincorporated communities as part of this service review, including the location and characteristics of any such communities. A disadvantaged unincorporated community is defined as any area with 12 or more registered voters, or as determined by commission policy, where the median household income is less than 80 percent of the statewide annual median.[45]

The California Department of Water Resources (DWR) has developed a mapping tool to assist in determining which communities meet the disadvantaged communities median household income definition.[46] According to DWR, there are two disadvantaged communities in Placer County, next to the northern area of the City of Auburn and in the community of Newcastle. Based on Census Block Group income information, there are two communities within the City's boundaries that meet the definition of disadvantaged—Block Group 060610204011 with a population of 1,406 and a median household income of $34,028 and Block Group 060610203003 with a population of 1,093 and a median household income of $24,406—but these two communities are within the City's incorporated boundary and are therefore not considered to be disadvantaged unincorporated communities. Within the City's SOI but outside of the city limits in the

[45] Government Code §56033.5.

[46] Based on census data, the median household income in the State of California in 2010 was $57,708, 80 percent of which is $46,166.

northern Auburn area, there is another community that meets the definition of a disadvantaged unincorporated community by LAFCO's definition—Block Group 060610216031 with a population of 3,011 and a median household income of $45,637.

FINANCING

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

AFD reported that the current financing level was not sufficient to deliver services. Recent years have seen reduced revenues to the City from sales tax and property tax base, which has resulted in cutbacks in staff levels, extended replacement program for apparatus and equipment, and deferred facility improvements. In 2009, the Fire Department eliminated two battalion chief positions, and in 2015, consolidated administration functions with the Police Department in order to dedicate more personnel to incident response.

Additionally, at the beginning of 2015, the City lost its SAFER grant funding, which it was using to fund five temporary firefighters. The City was able to hire on three of the five personnel, but ultimately there was a reduction of two positions without the necessary grant funding. With the reduction in staffing levels, the City was only able to staff one engine at all times, making it impossible to respond to two simultaneous incidents. In those situations where there were two calls for service at the same time, the City relied on neighboring providers to respond within its boundaries. More recently, in the fall of 2015, the City received another SAFER grant to hire an additional three firefighters.

The Fire Department continually seeks grant funding to meet its financing needs. Additionally, the City considered a benefit assessment specifically for fire purposes, but has not yet moved forward with it.

Revenues and Expenses

Funding for the Fire Department comes from four sources within the General Fund—discretionary funding, weed abatement fees, grant funding, and the Proposition 172 funding. A majority of the Department's funding in FY 12-13 came from discretionary funding from the General Fund (79 percent) meaning a composite of General Fund revenue sources which may be allocated for any use, with a majority of the remainder coming from the SAFER grant (17 percent) and Proposition 172 funds (four percent). Income from weed abatement fees constituted less than one percent of revenue sources for the Fire Department in that year.

In total, the Department spent $2.18 million in FY 12-13, consisting of personnel (84 percent), services and supplies (10 percent), and capital outlays (seven percent). Expenses remained relatively similar in FY 13-14 with $2.2 million dedicated to Fire Department operations. And most recently, in FY 14-15, the newly formed Public Safety Department experienced a reduction in expenditures of $165,067 from the previous year budgets of the Fire and Police Departments given the elimination of the Fire Chief position and in spite of retaining three firefighter positions after the loss of the SAFER grant.

Salaries for Fire Department personnel range depending on experience and date of hire. Division Chiefs earn salaries ranging from $58,838 to $71,543 annually, excluding overtime and benefits. Fire captains are paid regular salaries of between $51,909 and $63,180 per year. Engineers make between $49,442 and $60,173. Firefighters make between $47,087 and $57,308 per year. Volunteers do not receive a stipend or compensation.

Capital Improvements

The City of Auburn plans for its capital improvement needs, including its Fire Department needs, in an ongoing Capital Improvement Plan that included in the City's budget and completed as funding is available. In addition, the Department maintains an apparatus replacement schedule.

The Fire Department Equipment Fund is a designated account used for fire equipment associated costs. The source of funding is the receivables reimbursed to the Department for use of equipment to respond under the statewide California Master Mutual Aid System. Under the California Fire Assistance Agreement, reimbursement for personnel and equipment use are provided to each department that participates in requests for assistance statewide and to neighboring states. Annual reimbursements average approximately $5,000 each fiscal year and the fund continually reflects reimbursements received as well as expenses incurred annually as the fund accumulates and expands.

For FY 15-16, the City has budgeted to expend $20,000 from this fund to support Fire Department equipment replacement programs, in particular to fund equipment needed for the new fire truck recently purchased. These include such minor equipment as a fire hose, fire nozzles, ladders, hand tools; axes, shovels, pike poles, small power tools, chain saws, fans, lights, rescue equipment, Self Contained Breathing Apparatus (SCBA) accessories, radio accessories, and personnel safety equipment.

Capital outlays for fire purposes have also been funded by the Facilities and Equipment Plan Fund in the past. Primary revenues of this fund are from development impact fees.

Additionally, the Maidu Fire Station Fund accounts for development impact fees received for the maintenance and upkeep of the Maidu Fire Station. The Fire Department periodically appropriates these funds towards upkeep of the station and for the purchase of new equipment.

Outstanding Debt

The City is paying debt service related to the recent purchase of a fire truck. The remaining balance of the loan at the end of FY 13-14 was $376,344 and in FY 14-15 was $282,258. The third of five annual payments of $94,086 will be paid during FY 15-16.

Reserves

As of June 30, 2013, the City governmental funds reported combined fund balances of $5,887,741. Approximately 42.9 percent of the combined fund balances, or $2,528,530, was available to meet the City's current and future needs (committed and unassigned fund balance). The combined fund balance increased by 29 percent over the next two-year period, and as of June 30, 2015, the City governmental funds reported combined fund

balances of $7,600,004. Approximately 54 percent of the combined fund balances, or $4,103,447, was available to meet the City's current and future needs.

An annual surplus of $264,659 was realized in the City's General Fund during FY 12-13. The total General Fund balance as of June 30, 2013 was $2,992,347. Two years later, in FY 14-15, an annual surplus of $1,189,682 was realized in the City's General Fund. The total General Fund balance as of June 30, 2015 was $4,635,345 or 47 percent of budgeted expenditures for FY 14-15.

The City maintains two reserve funds dedicated to fire service uses. As previously discussed, there is a restricted fund for the Maidu Fire Station, which had a constant balance of $37,875 at the end of FYs 12-13, 13-14, and 14-15. The Fire Protection Services Fund had a balance of $84,119 at the end of FY 12-13 and $106,871 at the end of FY 14-15.

Joint Financing Mechanisms and Employee Benefits

With regard to joint financing, the City is a member of the Northern California Cities Self Insurance Fund (NCCSIF), which is a joint powers authority of 22 cities formed to provide liability and workers comp insurance.

Additionally, the City contributes to the California Public Employees' Retirement System (CalPERS), a cost- sharing multiple-employer defined benefit pension plan.

PRESENT AND PLANNED CAPACITY

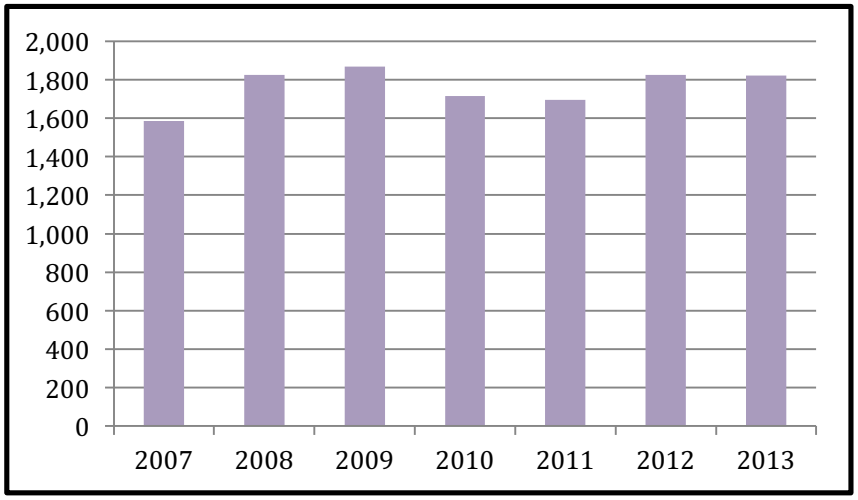
The Fire Department reported that at present there is sufficient capacity to provide services; however, any further cutbacks would have a negative impact on the level of services that the City could provide. The temporary loss of staff upon nonrenewal of the SAFER grant forced the City to operate for a period without adequate capacity. There are reportedly no areas within the City's boundaries that are particularly challenging to serve or where other providers regularly provide mutual or auto aid. The City does regularly provide mutual and auto aid outside of its boundaries to other agencies.

Existing staffing levels will reportedly not be sufficient to serve future growth. New growth will be required to finance any necessary additional staffing and infrastructure to maintain the same level of services presently offered by the Fire Department. The long term plan to address growth is to staff the southern station, eliminate the two middle stations, and add a station in the north to make for better coverage. The greatest impact would reportedly be within Newcastle FPD where AFD would then be able to provide faster response.

Existing Demand

AFD reported that the peak demand period for calls was during the day from 8 am to 8 pm. Similar to other providers, calls for service are predominantly emergency medical calls.

Figure 5-5: AFD Number of Calls by Year, 2007-2013



As shown in Figure 5-5, demand for fire and EMS services has fluctuated over the period from 2007 to 2013. Demand peaked in 2009, dipped in 2010 and 2011, and increased thereafter.

In 2013, AFD received 1,821 calls for service, consisting of 62 percent emergency medical services, five percent motor vehicle accidents, five percent false alarms, nine percent fires and hazardous material responses, seven percent miscellaneous emergencies, and 12 percent miscellaneous non-emergencies. Of the total calls reported, 230 were mutual aid calls. The Department averaged 132 service calls per 1,000 residents.

Staffing

AFD employs 19 paid sworn personnel, which constitute approximately 12.5 FTEs. Paid sworn personnel consist of an Emergency Services Director, three division chiefs, three captains, four firefighters/engineers, and eight part-time relief firefighters. In addition to paid personnel, the Fire Department relies on eight volunteer firefighters, which do not receive any form of compensation. AFD reported that compensation of paid staff is above average compared to other neighboring providers. The median age of the Department's firefighting staff is 35, with a range from 20 to 66.

The City tries to recruit additional firefighters by utilizing local media, the community college, and the Regional Occupational Program (ROP).

As shown in Figure 5-6, while AFD has experienced a decline in its staffing level, there has been little turnover in its full-time paid staff.

Figure 5-6: AFD Staffing Turnover (2011-2014)

Year	2011	2012	2013	2014
Total Staff	30	28	27	27
New Staff	5	0	2	0
Departed Staff	0	2	3	0

Currently, there are three certifications in the California firefighter series; Volunteer Firefighter, Firefighter I, and Firefighter II. While the Volunteer Firefighter focuses on skills and tasks necessary to assure safety on the fire ground, Firefighter I & II prepares the firefighter to perform essential and advanced fire ground tasks, as well as allowing entry into all tracks of the certification system. The level of certification required for each

firefighter is determined by the individual fire department. However, according to the California State Fire Marshal, there are plans to phase out the Volunteer Firefighter certification level and the most basic level of certification will eventually be Firefighter I. Firefighter I certification requires completion of the 259-hour Firefighter I course, which includes training on various fireground tasks, rescue operations, fire prevention and investigation techniques, and inspection and maintenance of equipment. In addition to this course, Firefighter I certification also requires that the applicant have a minimum of six months of volunteer or call experience in a California fire department as a firefighter performing suppression duties.[47] The number of AFD personnel certified in each category is shown in Figure 5-7. Each firefighter is able to hold multiple certifications, including strike team certifications. The additional certification levels shown in this table are described in more detail in Chapter 3 of this report.

Figure 5-7: AFD Certified Personnel

Certification Level	Number of Firefighting Staff	% of Total Firefighting Staff
Volunteer Firefighter	0	0%
Firefighter I	20	74%
Firefighter II	13	48%
First Responder EMS	27	100%
Emergency Medical Technician 1	21	78%
Paramedic	0	0%
Apparatus Engineer	10	37%
Company Officer	7	0%
Chief Officer	0	0%
Haz Mat FRO	25	93%
CICCS FFT 2	27	100%
CICCS FFT 1	27	100%
CICCS Engine Boss	6	22%
CICCS Strike Team Leader	4	15%
Fire Instructor	4	15%
Fire Investigator	2	8%
Fire Prevention	2	8%

Newly hired paid firefighters must possess State Fire Marshal Firefighter 1 and Emergency Medical Technician 1 certifications. Volunteers must complete an 80-hour volunteer safety academy.

AFD offers a minimum of 20 hours a month of training for paid firefighting personnel. Volunteers are offered on average 12 hours of training a month. AFD reported challenges in training of volunteers to necessary levels due to cost of trainings and limited availability of the volunteers.

[47] State Fire Marshal, Course Information and Required Materials, 2007, p. 44

Facilities and Capacity

AFD operates out of three fire stations owned by the City of Auburn. One of the stations is staffed at all times. The function and condition of each fire facility is described in more detail in Figure 5-8.

Figure 5-8: AFD Facilities

	Martin Park Station	Gietzen Station	Maidu Station
Property owner	City of Auburn	City of Auburn	City of Auburn
Address	485 High St.	226 Sacramento St.	901 Auburn-Folsom Rd.
Purpose	Fire Station	Fire Station	Fire Station
Additional uses or other entities using the facility	Training room		Training grounds
Hours station is staffed	None	24/7	None
Date acquired or built	1966	1982	1990
Condition of facility[48]	Fair	Fair	Good
Infrastructure Needs	Remodel training room	Remodel to add additional crew quarter space	Building maintenance
Number and type of vehicles at facility	1 Type 1 engine, 1 water tender, 1 ladder truck	1 Type 1 engine, 1 Type 3 engine, 1 rescue truck	1 Type 1 engine, 1 Type 3 engine, 1 utility truck
Number and classification of paid staff staffing facility	0	4 – division chief, captain, FFE, and FF	0
Number and classification of another agency's paid staff staffing the facility	0	0	0
Number of volunteers available at facility	8	8	8

With regard to water reserves for firefighting purposes, all areas within the City are served by an independent public water system with multiple storage facilities. The Fire Department reported the total amount of reserves was unknown, but was assumed to be more than adequate based on the City's ISO rating.

[48] Facility condition definitions: **Excellent**—relatively new (less than 10 years old) and requires minimal maintenance. **Good**—provides reliable operation in accordance with design parameters and requires only routine maintenance. **Fair**—operating at or near design levels; however, non-routine renovation, upgrading and repairs are needed to ensure continued reliable operation. **Poor**—cannot be operated within design parameters; major renovations are required to restore the facility and ensure reliable operation.

It appears that the Department's facilities have more than sufficient capacity for services; although, there is a need for a fire station north of I 80 to balance response capabilities. The primary constraint to the City's fire services is maintaining adequate funding for the desired staffing level. The City has faced financing cutbacks forcing downsizing and reorganization of the Fire Department. However, the City provides an adequate level of services in the face of these financing constraints based on response times and the ISO rating.

Dispatch and Communications

Fire agencies serving the unincorporated territory in western Placer County are dispatched by two separate agencies. Fire districts are dispatched by the Placer County Communications Division of the Placer County Sheriff's Department. Placer County Fire Department, which is providing services through a contract with CAL FIRE, is dispatched by the CAL FIRE Grass Valley Emergency Command Center. The cities of Roseville, Rocklin and Lincoln have their own dispatch centers and frequencies, while the cities of Auburn and Colfax contract with CAL FIRE.

AFD recognizes that multiple communication and response problems are caused by multiple dispatch centers in the area. AFD is supportive of reducing the number of individual dispatch systems and perhaps creating a joint fire communication center; however, there are concerns that such an option would be cost prohibitive. The County and the cities of Roseville, Lincoln, Rocklin, and Auburn have had discussions regarding this option and are moving forward with looking for funding and creating an MOU to create better connectivity between the various dispatch centers. This is a first step towards dispatch regionalization.

Capability at an Incident

AFD reported that it has the ability to respond to each incident with one command vehicle, one engine company consisting of three firefighting personnel, and one light rescue vehicle with two staff when staffing is available.

Status of, and Opportunities for, Shared Facilities

Due to the reorganization of the administration of the Fire and Police Departments within the City, the two departments share common administrative personnel. No other facility sharing practices were identified.

The aforementioned shared dispatch center that is being considered by the County and the cities of Roseville, Lincoln, Rocklin, and Auburn, is a future opportunity for facility sharing on the part of AFD. The City also expressed an interest in a regional shared vehicle maintenance facility given the special maintenance needs of fire vehicles. The Western Placer Fire Chiefs Association has also had discussions regarding greater joint training and purchasing by all member agencies.

Infrastructure Needs

There are improvement needs at each of the City's fire stations. Martin Park Station requires remodeling of the training room. Gietzen Station reportedly needs to add

additional crew quarter space, and Maidu Station is in need of general maintenance. Additionally, the City noted a need for a new fire station on the north side of Interstate 80, as all three existing facilities are on the south side of I 80. In the long term, the City plans to eliminate one station on the south side of the interstate and add one to the north. It is estimated that a new station would cost approximately two million dollars, but a financing plan has not yet been developed.

With regard to vehicles, the ladder track is overdue for replacement. Due to financial constraints, all scheduled apparatus replacement has been delayed for three to 10 years.

Challenges

Similar to other fire providers around the State, the City limited financing is the primary challenge to services for AFD. The City has had to reduce staffing levels and reorganize the Police and Fire Departments under a single Public Safety administration. However, even with limited financing, AFD continues to maintain a high ISO rating and meet most response time standards.

SERVICE ADEQUACY

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

Fire services in the communities are classified by the Insurance Service Office (ISO), an advisory organization. This classification indicates the general adequacy of coverage, with classes ranking from 1 to 10. Communities with the best fire department facilities, systems for water distribution, fire alarms and communications, and equipment and personnel receive a rating of 1. Placer County encourages local fire protection agencies in the County to maintain minimum ISO ratings of 4 in urban areas, 6 in suburban areas and 8 in rural areas. AFD has an ISO of 4. The Department was last evaluated in 2012.

The National Fire Protection Association (NFPA) has issued response time performance standards depending on the service structure of the agency. The response time is measured from the completion of the dispatch notification to the arrival time of the first-responder at the scene. Though not a legal mandate, these standards provide a useful benchmark against which to measure fire department performance. For agencies with paid staff, NFPA 1710 identifies the response time guideline of six minutes at least 90 percent of the time. For volunteer and combination fire departments, NFPA 1720 recommends that the response times for structure fire be nine minutes in urban demand zones at least 90 percent of the time, 10 minutes in suburban zones at least 80 percent of the time and 14 minutes in rural zones at least 80 percent of the time. Response times in remote zones are directly dependent on travel distances.[49] AFD is an agency with paid staff and would therefore be subject to the NFPA 1710 guidelines.

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

The local emergency medical services agency (LEMSA) for Placer County is Sierra-Sacramento Valley Emergency Medical Services Agency (S-SVEMS).[50] Emergency ground ambulance service for the majority of Placer County is provided by American Medical Response under an exclusive operating agreement (EOA) with S-SVEMS. Foresthill FPD, North Tahoe FPD[51] and South Placer FPD also provide emergency ambulance service to their districts under EOAs. Emergency response time standards set by S-SVEMS in Placer County vary for each of the four approved providers and by the level of urbanization of an area (the more urban an area, the faster a response should be).[52]

Although AFD is not an ambulance service provider, the response standard required for AMR in the City of Auburn indicates what may be considered appropriate response times for medical emergencies for the City Fire Department, which is 8 minutes 90 percent of the time.

Placer County encourages local fire protection agencies in the County to have an average response time to emergency calls of four minutes in urban areas, six minutes in suburban areas and 10 minutes in rural areas. AFD does not have a separate response time standard that it uses as a guideline.

AFD provided a summary of response times not entirely categorized according to the response time standards for comparison purposes. AFD responds to 66 percent of calls within six minutes. The City's 80th and 90th percentile response times could not be determined based on the information provided, but are definitely in excess of six minutes. It is clear that AFD meets the County response time standards, but unclear if the agency meets or exceeds the NFPA standard.

The service area size for each fire station varies between the fire districts. The median fire station in Placer County serves approximately seven square miles. ~~Placer Hills FPD~~PCF ~~station~~ serves the most expansive area of 34~~46.7~~ square miles per each of its stations. Densely populated areas tend to have smaller service areas. For example, the median service area of the city fire department stations is 4.5 square miles. By comparison, each fire station in the City of Auburn serves approximately 2.5 square miles.

The number of firefighters serving within a particular jurisdiction is another indicator of level of service; however, it is approximate. The providers that rely on volunteer or call firefighters may have differing staff availability and reliability. An agency with more

[50] S-SVEMS is responsible for planning, development and implementation of all EMS components, including regional trauma system planning, qualification, accreditation, authorization of all prehospital care personnel, EMS system design, and compliance with local and state regulations.

[51] North Tahoe FPD does not provide ambulance transport services in western Placer County and is therefore out of scope of this report and will not be discussed further.

[52] Response time standards for American Medical Response (AMR) are eight minutes 90 percent of the time in the cities of Roseville and Rocklin and in the City of Auburn and the County (all of the City of Auburn and County area half a mile west of SR 49 from the City of Auburn to Dry Creek Road, east of SR 49 up to and including I-80 North to include Bell Road, and half a mile east of SR 49 from Bell Road to Dry Creek Road), 15 minutes 90 percent of the time in Auburn east to include Colfax and Auburn west to Rocklin, 10 minutes 90 percent of the time in Lincoln, 20 minutes 90 percent of the time in rural areas of AMR service area in Placer County, and as soon as possible in wilderness areas. South Placer FPD is required to respond with ALS on scene 10 minutes 90 percent of the time and ambulance on scene 15 minutes 90 percent of the time. The requirement for Foresthill FPD is to respond within 15 minutes 90 percent of the time in Foresthill, Todd Valley Estates and Baker Ranch.

firefighters could have fewer resources, if availability is limited due to work and personal obligations. Staffing levels in Placer County vary from 0.5 firefighters per 1,000 residents in in the City of Lincoln to 37.7 firefighters in Alta FPD. By comparison, AFD has on average approximately 1.5 firefighters (including paid, reserve, and volunteer personnel) per 1,000 residents.

Operating expenditures per capita is often reflective of the level of service offered by a fire provider as determined by financing constraints. The least amount of money per capita was spent by the Colfax Fire Department ($18.77). South Placer FPD expended the most per capita ($274.90). To compare, AFD spent $139.48 per capita in FY 12-13.

Figure 5-9: AFD Fire Service Profile

Agency Resource Statistics	
Staffing base year	2014
Fire stations in agency boundaries	3
Fire stations serving the agency	3
Square miles served per station	2.5
Total staff	27
Total firefighting staff	27
Total firefighting staff per station	9
Total firefighting staff per 1,000 residents	1.5
Operating expenditures per capita	$139
Service Demand	
Statistical base year	2013
Total service calls	1,821
% EMS	62%
% Fire/hazardous materials	5%
% Motor vehicle accidents	5%
% False alarms	9%
% Miscellaneous emergency	7%
% Non-emergency	12%
% Mutual aid calls	13%
Calls per 1,000 residents	132
Service Adequacy	
Median response time	NP
80th percentile response time	6+ mins
90th percentile response time	6+ mins
ISO Rating	4

CITY OF AUBURN FIRE DEPARTMENT DETERMINATIONS

Growth and Population Projections

- The 2010 Census estimates the City of Auburn's population at 13,330. More recently, according to the Department of Finance, as of January 1, 2014, there were approximately 13,817 residents.
- The City reported that it had experienced minimal growth in population in recent years. This minimal growth has not been concentrated in particular areas of the City.
- The Fire Department's demand for services has reportedly increased over the last five years, due to recreational, cultural, and tourism activities in the area, as opposed to an increase in residential development and resulting population growth.
- The trend of minimal development growth within the City and increased demand for Fire Department services as a result of tourism is anticipated to continue over the next 10 years.
- The City of Auburn does not have any recent population projections of its own. Its General Plan dates back to 1993 and has not yet been updated. The City makes use of population projections made by the Placer County Office of Economic Development and Sacramento Area Council of Governments (SACOG) projections to anticipate residential growth.

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

- According to the Department of Water Resources there are two communities within the City of Auburn that meet the definition of disadvantaged. Within the City's SOI but outside of the city limits in the northern Auburn area, there is a community that meets the definition of a disadvantaged unincorporated community by LAFCO's definition—Block Group 060610216031 with a population of 3,011 and a median household income of $45,637.

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

- At present there is sufficient capacity to provide services; however, any further cutbacks would have a negative impact on the level of services that the City could provide. The temporary loss of staff upon nonrenewal of the SAFER grant forced the City to operate for a period without adequate capacity.
- Existing staffing levels will reportedly not be sufficient to serve future growth. New growth will be required to finance any necessary additional staffing and infrastructure to maintain the same level of services presently offered by the Fire Department.

- It appears that the Department's facilities have more than sufficient capacity for services; although, there is a need for a fire station north of Interstate 80 to balance response capabilities. The primary constraint to the City's fire services is maintaining adequate funding for the desired staffing level. However, the City provides an adequate level of services in the face of these financing constraints based on response times and the ISO rating.
- In the long term, the City plans to eliminate one station on the south side of the interstate and add one to the north. It is estimated that a new station would cost approximately two million dollars, but a financing plan has not yet been developed.
- In addition to the need for a station north of Interstate 80, each of the City's three stations have certain infrastructure needs. Martin Park Station requires remodeling of the training room. Gietzen Station reportedly needs to add additional crew quarter space, and Maidu Station is in need of general maintenance.
- With regard to vehicles, the ladder track is overdue for replacement. Due to financial constraints, all scheduled apparatus replacement has been delayed for three to 10 years.

Financial Ability of Agencies to Provide Services

- AFD reported that the current financing level was not sufficient to deliver services. Recent years have seen reduced revenues to the City from sales tax and property tax base, as well as the loss of a SAFER grant, which has resulted in reorganization of administration with the Police Department, cutbacks in staff levels, extended replacement program for apparatus and equipment, and deferred facility improvements.
- The Fire Department continually seeks grant funding to meet its financing needs. Additionally, the City considered a benefit assessment specifically for fire purposes, but has not yet moved forward with it.
- The City of Auburn plans for its capital improvement needs, including its Fire Department needs, in an ongoing Capital Improvement Plan that included in the City's budget and completed as funding is available. In addition, the Department maintains an apparatus replacement schedule.
- The City is paying debt service related to the recent purchase of a fire truck. The remaining balance of the loan at the end of FY 14-15 was $282,258. The loan will be paid off by the end of FY 17-18.
- The City maintains sufficient reserves in governmental funds for contingency purposes; however, reserves dedicated to fire services are minimal and will not cover any significant capital purchases from those funds.

Status of, and Opportunities for, Shared Facilities

- Due to the reorganization of the administration of the Fire and Police Departments within the City, the two departments share common administrative personnel. No other facility sharing practices were identified.

- The shared dispatch center that is being considered by the County and the cities of Roseville, Lincoln, Rocklin, and Auburn, is a future opportunity for facility sharing on the part of AFD.
- The City also expressed an interest in a regional shared vehicle maintenance facility given the special maintenance needs of fire vehicles. The Western Placer Fire Chiefs Association has also had discussions regarding greater joint training and purchasing by all member agencies.

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

- The City generally demonstrated accountability and transparency with regard to its governance by publishing agendas for public meetings as legally required, maintaining a website with information regarding its fire department, filing Forms 700 Statement of Economic Interest, and Board members receiving timely ethics trainings.
- During the course of this MSR process, AFD demonstrated full accountability in its disclosure of information and cooperation with Placer LAFCO.
- The City has a set of adopted regulations that provide framework and direction for City governance and administration, including expense reimbursement and a conflict of interest code. There do not appear to be codes regarding ethics, Brown Act requirements, and public requests for information. These items are instead reportedly covered in the Councilmember Handbook.

CITY OF AUBURN
SPHERE OF INFLUENCE UPDATE

The options identified here for the City of Auburn are only in respect to the fire services reviewed as part of this report. An update of the City's overall SOI would have to be updated after a comprehensive MSR is conducted covering all municipal services offered by the City.

Existing Sphere of Influence Boundary

The sphere of influence (SOI) for the City is significantly larger than its boundary area. The City's SOI extends outside of its boundaries to the north, east, and west. The SOI includes the unincorporated island in the middle of the City.

SOI Options

Two options were identified with respect to AFD's SOI.

Option #1 – Maintain existing SOI

If the Commission determines that no changes to the existing service provision arrangement are needed, retention of the existing SOI is appropriate.

Option #2 – Western Placer County SOI

If the Commission determines that one fire protection agency serving the entirety of Western Placer County is the preferred alternative, then it would be appropriate to adopt a single SOI that encompasses Western Placer County, including all fire service providers serving both unincorporated and incorporated areas.

Recommended Sphere of Influence Boundary

Although, a single agency serving the entirety of unincorporated and incorporated Western Placer County is the ideal option, as it would result in the greatest benefits in terms of unified leadership, increased coordination, fiscal advantages, greater leveraging of available resources, logical borders, improved regional planning, and more equitable distribution of services to name a few, there is a disconnect in Western Placer County between fire districts and cities providing fire services. While in the long run a single Western Placer agency should be the ultimate goal and the City of Auburn could potentially take lead on bridging the gap since some interest in consolidation has been already expressed by the City's Fire Department, currently, there is a lack of compatibility between the cities typically serving more densely populated areas offering a higher level of services and the fire protection districts that generally serve the rural unincorporated areas with a heavier reliance on volunteer firefighters. Additionally, the cities, in particular Roseville, Rocklin, and Lincoln, have not expressed an interest in involvement in a consolidated fire provider serving within their incorporated boundaries. On the other hand, the study has shown that all of the fire districts in Western Placer County already demonstrate extensive collaboration with one another and several agencies have taken significant steps towards consolidation.

At this point it is premature to include the cities in plans for a consolidated fire agency. Inclusion of the cities may be more feasible at some point in the future after further collaborative efforts have taken place between the incorporated and unincorporated fire service providers and after the fire protection districts have taken steps toward unification and consistency in service levels in the unincorporated areas. It is recommended that the Commission maintain the City's existing SOI at this time.

Proposed Sphere of Influence Determinations

Nature, location, extent, functions, and classes of services provided

- AFD provides fire suppression, basic life support, and fire education/prevention services.
- AFD responds outside of the city limits through mutual and automatic aid calls. AFD's service area does not include the entirety of the city limits. The northern noncontiguous portion of the City and the northern tip of the City are within Placer County Fire's jurisdiction.

Present and planned land uses, including agricultural and open-space lands

- Land uses within the City consist of agricultural, single family and multi-family residential, commercial, business, industrial, light manufacturing, mixed use, and open space.
- The City's existing General Plan has a planning horizon of 1992 to 2012. The City has not yet completed an update of the General Plan and it is out-of-date. The City also plans for land use and growth in specific plans, including the Southwest Specific Plan and the Baltimore Ravine Specific Plan. In the General Plan, the City has planned for and assigned a land use designation to all lands within its sphere of influence.
- Fire and EMS services are needed in all areas, are already being provided, and do not, by themselves, induce or encourage growth on agricultural or open space lands.

Present and probable need for public facilities and services

- As indicated by the service call volume and continued increase in demand there is a present and anticipated continued need for fire protection services in the City of Auburn. The Department's demand is affected by the City's recreational, cultural, and tourism activities in the area.

Present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide

- At present there is sufficient capacity to provide services; however, any further cutbacks would have a negative impact on the level of services that the City could provide. The temporary loss of staff upon nonrenewal of the SAFER grant forced the City to operate for a period without adequate capacity.
- Existing staffing levels will reportedly not be sufficient to serve future growth. New growth will be required to finance any necessary additional staffing and infrastructure to maintain the same level of services presently offered by the Fire Department.
- It appears that the Department's facilities have more than sufficient capacity for services; although, there is a need for a fire station north of Interstate 80 to balance response capabilities. The primary constraint to the City's fire services is maintaining adequate funding for the desired staffing level. However, the City

provides an adequate level of services in the face of these financing constraints based on response times and the ISO rating.

- In the long term, the City plans to eliminate one station on the south side of the interstate and add one to the north. It is estimated that a new station would cost approximately two million dollars, but a financing plan has not yet been developed.
- In addition to the need for a station north of Interstate 80, each of the City's three stations have certain infrastructure needs. Martin Park Station requires remodeling of the training room. Gietzen Station reportedly needs to add additional crew quarter space, and Maidu Station is in need of general maintenance.
- With regard to vehicles, the ladder track is overdue for replacement. Due to financial constraints, all scheduled apparatus replacement has been delayed for three to 10 years.

Existence of any social or economic communities of interest

- Auburn Fire Department directly serves the population within its boundaries, which represents its community of interest.

Present and probable need for public facilities and services of any disadvantaged unincorporated communities within the existing Sphere of Influence

- Within the City's SOI but outside of the city limits in the northern Auburn area, there is a community that meets the definition of a disadvantaged unincorporated community by LAFCO's definition—Block Group 060610216031 with a population of 3,011 and a median household income of $45,637. The community presently receives fire services from Newcastle FPD. Based on the boundary drop agreement between the providers, and the vicinity of the nearest fire station to the area, services to the community appear to be provided at similar levels compared to neighboring communities.

6. CITY OF COLFAX FIRE DEPARTMENT

The Colfax Volunteer Fire Department (CFD) provides fire prevention, suppression, and emergency medical services via entirely volunteers, as well as a contract with Placer County Fire (PCF) for management and oversight services.

AGENCY OVERVIEW

Background

The City of Colfax was incorporated on February 3, 1910 as a general law city. Accordingly, CFD is over 100 years old, being established around the time that the city was incorporated. CFD is not shown as a department of the City, but instead is operated more as an independent volunteer fire organization with some oversight by the City.

The City is surrounded by Placer County Fire on all sides.

Boundaries

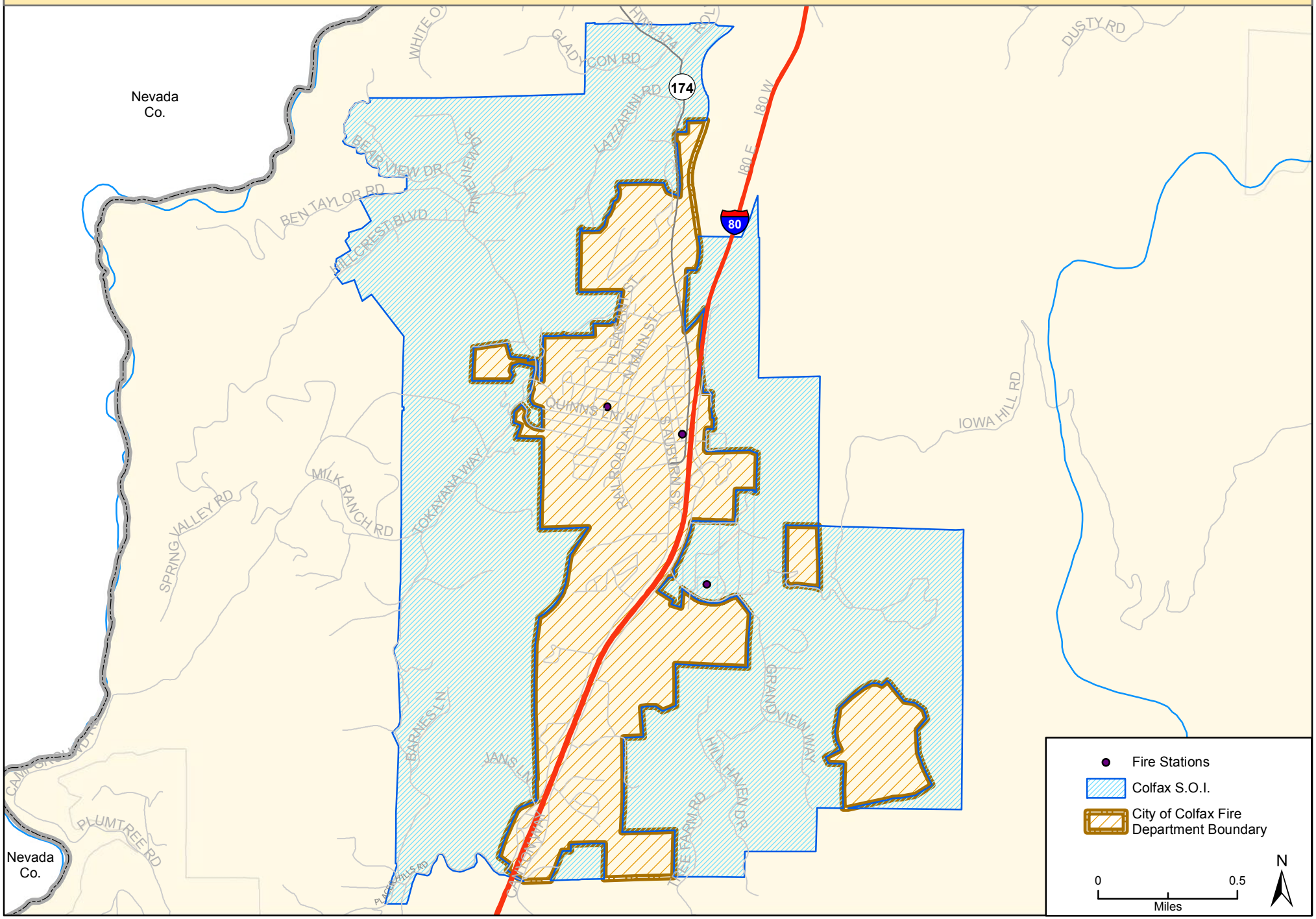
As shown in Figure 6-1, the City of Colfax consists of three non-contiguous areas, located entirely in Placer County near the Nevada county line. The City is situated in the western foothills of the Sierra Nevada Mountains along I-80 and SR 174. The City encompasses approximately 1.4 square miles.

Sphere of Influence

The sphere of influence (SOI) for the City is larger than its boundary area. The City's SOI extends outside of its boundaries to the east and west.

County of Placer

Fire Municipal Services Review
City of Colfax Fire Department



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Date: 12/1/2015

Type and Extent of Services

Services Provided

CFD provides fire suppression, basic life support, and fire education/prevention services. Figure 5-2 details the services provided by CFD. If a service is not provided by CFD, but is offered by another agency, it is indicated in the figure.

Figure 6-2: CFD Services

Service	Agency
Fire Suppression Services	
Structural Fire Protection	Yes
Wildland Fire Protection	Yes
Vehicle Fire Protection	Yes
Ladder Truck Capabilities	Cal Fire, Rocklin, Roseville
Fire Suppression Handcrew	Cal Fire, USFS
Fire Suppression Dozer	Cal Fire, USFS
Helicopter Services – Fire Suppression	Cal Fire, USFS
Boat With Fire Suppression Capabilities	USFS
Emergency Medical Services	
Basic Life Support Provider	Yes
Advanced Life Support - Non Transport Provider	Placer Hills FPD, AMR
Advanced Life Support Transport Provider	AMR
Continuing Education Provider – Medical	Sierra College, Red Cross, AHA
Air Ambulance Transport Helicopter Services	Cal Star
Helicopter Landing Facilities On Site	Cal Fire
Vehicle Extrication Tools/Equipment	Yes
Fire Prevention	
Fire Safety Education – Children	Yes
Fire Safety Education – Adults/Seniors	Cal Fire
Juvenile Firesetter Prevention Program	Cal Fire
Fire and Life Safety Business Inspection Program	Cal Fire
Fire Protection Planning	Yes, City of Colfax, Cal Fire
New Commercial Construction Plan Reviews	Yes, City of Colfax, Cal Fire
Public Education Provider (CPR, First Aid, etc.)	Cal Fire, Red Cross, AHA
Home Fire/Safety Inspections	Yes, Cal Fire
Fire Origin and Cause Investigations	Cal Fire
Fuel Reduction/Weed Abatement Program	Cal Fire
Smoke Detector Giveaway/Installation Program	Cal Fire
Address Sign Installation Program	Cal Fire
Rescue Services	
First Responder Swift Water Rescue Program	Yes, Cal Fire

Water Rescue Program	Yes, Cal Fire
Ice Rescue Program	Cal Fire, Placer County
Dive Rescue Program	Placer County
Low angle Rope Rescue Program	Yes
Helicopter Short/Long Haul Rescue Capabilities	Cal Fire, CHP, USFS
Response To Boating Accidents	Yes
Rescue Dog Services	Placer County SAR
Hazardous Materials	
Hazardous Materials Emergency Response – Basic	Yes
Hazardous Materials Response Team	Cal Fire, Roseville FD
Support Services	
Firefighter Incident Support Unit	Placer Hills FPD, Cal Fire
Mobile Incident Command/Communications Unit	Cal Fire
Fill Station for Self Contained Breathing Apparatus	Placer Hills FPD, Cal Fire
Mobile Breathing Support Unit	Placer Hills FPD
Community Emergency Response Team	Placer Hills FPD
Chaplain Services	Placer County Sherriff Office
Training Academy	Placer County, Cal Fire
Emergency Operations Center Capabilities	Cal Fire, Placer County
Miscellaneous	
Public Service Assists	Yes
Motor Vehicle Accident Response	Yes
Welfare Checks	Yes
Public Safety Answering Point	Cal Fire
Fire/EMS Dispatch	Cal Fire, Placer County
Fundraising Activities	Yes
Firefighters Association - Non Profit	Yes
Auxiliary Association	None
Other	
Please indicate	
Please indicate	

Collaboration

CFD is a signatory of the Western Placer County Cooperative Fire Services Response Agreement along with 12 other fire protection agencies in western Placer County, including Alta Fire Protection District, CAL FIRE/Placer County Fire Department, Foresthill Fire Protection District, Loomis Fire Protection District, Newcastle Fire Protection District, Penryn Fire Protection District, Placer Hills Fire Protection District, South Placer Fire Protection District, City of Auburn Fire Department, City of Rocklin Fire Department, City of Lincoln Fire Department, and City of Roseville Fire Department. According to the agreement, the agencies provide automatic aid to each other and make use of the closest

resource dispatching fire, rescue, and medical emergency response without regard to jurisdiction or statutory responsibility.[53] CFD did not report any additional mutual or auto aid agreements with specific agencies within the County. CFD also participates in the California Fire and Rescue Mutual Aid System.

CFD is a member of the Western Placer County Fire Chiefs Association,.

Service Area

CFD provides services beyond its boundaries through the Western Placer County Cooperative Fire Services Response Agreement and the Statewide Mutual Aid System. In 2006, fire protection agencies in Placer County signed a "boundary drop" agreement according to which the closest resource to an incident responds regardless of boundaries.

There were no specific areas identified outside of the city's boundaries to which CFD regularly responds.

Services to Other Agencies

CFD does not provide contractual services to other agencies.

Contracts for Services

The City of Colfax has contracted with the County of Placer to provide management and oversight services for the City's Fire Department since 2001. Fire Marshall services were added to the contract beginning in 2005. The County provides these services through its fire protection provider, the California Department of Forestry and Fire Protection (CAL FIRE). The current agreement is a three-year agreement that expires June 30, 2018. The County of Placer, through its contract with CAL FIRE, provides fire protection services to the City of Colfax. Fire protection management and oversight are provided at an annual cost of $21,500. In addition, CAL FIRE provides Fire Marshal services, up to 12 hours/month, to be billed at a rate of $113.90 per hour—the annual total cost of which does not exceed $8,980. For the total services specified within the agreement, the City of Colfax reimburses the County of Placer an amount of $30,480 per year.

Overlapping Service Providers

CAL FIRE provides services throughout the State. Generally, CAL FIRE services are focused in wildland areas defined as State Responsibility Areas (SRA). Similarly, the United States Forest Service (USFS) also provides services in California, primarily within forests and grasslands. Areas where USFS services are focused are defined as Federal Responsibility Areas (FRA). The entire City of Colfax is designated as Local Responsibility Area (LRA) and is not considered CAL FIRE to be within a very high fire hazard severity zone. Surrounding the City is territory also considered very high fire hazard severity where CAL FIRE has responsibility for wildfires.

[53] Western Placer County Cooperative Fire Services Response Agreement Operational Plan, June 2012

ACCOUNTABILITY AND GOVERNANCE

Accountability of a governing body is signified by a combination of several indicators. The indicators chosen here are limited to 1) agency efforts to engage and educate constituents through outreach activities, in addition to legally required activities such as agenda posting and public meetings, 2) timely ethics training for board members and an adopted reimbursement policy, 3) a defined complaint process designed to handle all issues to resolution, 4) adopted bylaws that provide a framework and direction for governance and administration, 5) adoption of a conflict of interest code as required, 6) proper filing of Form 700 by the governing body members, and 7) transparency of the agency as indicated by cooperation with the MSR process and information disclosure.

The City of Colfax is governed by a five-member City Council who are elected at large to four-year staggered terms. Annually, the offices of Mayor and Mayor Pro-Tem are selected by and from the sitting members of the Council. In December of 2002, the Council, by motion, adopted a policy that the office of Mayor is rotated annually according to seniority, excepting those who have already served. Together, the City Council appoints the City Manager and City Clerk.

The City also encourages citizen participation through appointed commissions, such as the Planning Commission and Parks and Recreation Commission. The commissions oversee a variety of city issues and make recommendations to the City Council on issues.

Regular meetings of the City Council are on the second and fourth Wednesday of each month at 7 pm in the City Council Chambers at Colfax City Hall. Meetings are noticed by posting the agenda at the meeting location and other public locations. The City also posts the agenda on the City's website. Those interested can sign up to receive the agendas via email. Information about City Council meetings is shown in Figure 6-3.

Figure 6-3: City of Colfax Governing Body

City of Colfax		
Governing Body		
Manner of Selection	Elections at large.	
Length of Term	4 years	
Meetings	Second and fourth Wednesday of the month at 7:00 pm	Colfax City Hall, 33 South Main St, Colfax, CA
Agenda Distribution	Posted at meeting location and online.	
Minutes Distribution	Posted online.	
Contact (Fire Department)		
Contact	Captain Sean Lomen	
Mailing Address	33 South Main St, Colfax CA	
Phone	530-346-2323	
Fax		
Email/Website	None	

The City does not list the Fire Department in the list of services offered on its website, and CFD does not maintain a separate independent website where information is made

available to the public. CFD has posted its information on several national fire databases and information on CFD history and events is made available on the Colfax Record website. On the main city website, there is information about the City Council and its meetings. Additionally, CFD conducts outreach to the public by attending community events and conducting fundraising activities, such as Fill the Boot.

Each City Councilmember receives a salary of $100 a month and the Mayor receives $150 a month. For travel approved by the City Council, Councilmembers are entitled to reimbursement for travel expenses, including meals for Councilmembers and mileage, when attending functions or training classes on behalf of the City. Government Code §53235 requires that if a local agency provides compensation or reimbursement of expenses to its members of the governing body, the members must receive two hours of training in ethics at least once every two years and the agency must establish a written policy on reimbursements. City Councilmembers last participated in ethics training in January 2015. The City has not established a written policy on expense reimbursement, with the exception of for the City Manager's position.

According to the city website, citizens may report problems, issues, or concerns via phone, mail, or in person at City Hall, or by contacting the Fire Department directly. The personnel charged with resolving the complaint and how the complaint is handled is dependent upon the nature of the complaint; however, the Chief is ultimately in charge of seeing complaints to resolution. It was reported that there were no complaints related to fire services in 2014.

The City Council has adopted a Municipal Code that provides a framework and direction for city governance and administration. The City has adopted codes specific to Brown Act requirements, public requests for information, and code of ethics.

The Political Reform Act (Government Code §81000, et seq.) requires state and local government agencies to adopt and promulgate conflict of interest codes. The Fair Political Practices Commission has adopted a regulation (California Code of Regulations §18730), which contains the terms of a standard conflict of interest code, which can be incorporated by reference in an agency's code. The City has adopted a conflict of interest code.

Government Code §87203 requires persons who hold office to disclose their investments, interests in real property and incomes by filing appropriate forms with the appropriate filing agency (i.e., the County or the Fair Political Practices Commission) each year. Colfax councilmembers file their Form 700 with the Fair Political Practices Commission. The City's newly elected officials are required to file a Statement of Economic Interests within 30 days of being sworn into office. Thereafter, elected officials are required to file an annual Form 700. As of the drafting of this report, each Councilmember had submitted the most currently required Statement of Economic Interests (Form 700).

During the course of this MSR process, CFD demonstrated accountability in its disclosure of information and cooperation with Placer LAFCO. The Department ultimately responded to all questionnaire and document requests.

PLANNING AND MANAGEMENT PRACTICES

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

CFD relies on 11 volunteers and a part time paid Chief that is the CAL FIRE Battalion Chief hired by contract with the City. Volunteers do not receive compensation.

The Fire Chief is overseen by the City Manager and who in turn reports to the City Council. The Fire Chief oversees the volunteer officers, who manage the volunteer firefighters.

The City does not have an adopted policy on employee evaluations. Additionally, all firefighting staff, save for the Chief, are volunteers and are not evaluated as employees of the City.

The City does not evaluate overall Fire Department performance via benchmarking or annual reports. The Department tracks employee workload through response records and work logs. The Department's overall workload is tracked by logging the number and type of calls for service, maintenance logs, and training logs.

The City's financial planning efforts include an annually adopted budget and a Comprehensive Annual Financial Report (CAFR), both of which include financial planning for the Fire Department. The City plans for its capital improvement needs, including its Fire Department needs, in an ongoing Capital Improvement Plan that included in the City's budget and completed as funding is available.

The filing of local agency budgets and related exemptions is governed by Government Code §53901, which states that unless exempted by the county auditor every local agency, with the exception of fire protection districts, must file a copy of its annual budget with county auditor within 60 days after the beginning of the fiscal year. The City reported that it had been exempted by the County Auditor from submitting its annual budget.

The City's Fire Department has not been under review by or received citations from the California Occupational Safety and Health Administration (CALOSHA) in at least the last three years.

EXISTING DEMAND AND GROWTH PROJECTIONS

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

Land Use

Land uses within the City consist of residential, commercial residential, commercial, industrial and industrial greenbelt. The City's bounds encompass approximately 1.4 square miles.

Current Population

The 2010 Census estimates the City's population at 1,963. More recently, according to the Department of Finance, as of January 1, 2014, there were approximately 2,013 people in the City of Colfax. The population density within the City is approximately 1,438 people per square mile.

Projected Growth and Development

The City reported that it had experienced minimal growth in population in recent years. This minimal growth has not been concentrated in particular areas of the City. The Fire Department's demand for services has reportedly increased over the last five years, due to aging population and recreational, cultural, and tourism activities in the area, as opposed to an increase in residential development and resulting population growth. This trend of minimal development growth within the City and increased demand for Fire Department services is anticipated to continue over the next 10 years.

There are no significant planned or proposed development projects underway right now within the City or its SOI.

The City of Colfax does not have any recent population projections of its own. Its General Plan dates back to 1998 and, with the exception of the Housing Element, has not yet been updated. The City makes use of population projections made by Sacramento Area Council of Governments (SACOG) projections to anticipate residential growth. Based on SACOG's Blueprint, it is anticipated that Colfax will grow at a significant pace to almost 7,000 by 2050.

According to California Department of Finance (DOF) data, the population of Placer County is expected to grow by 12 percent over the 10-year period from 2010 to 2020. Thus, the average annual population growth in the County is anticipated to be approximately 1.12 percent. With this growth rate the population in of Colfax would increase from 1,963 in 2010 to 2,198 in 2020.

Growth Strategies

Based on SACOG's Blueprint, future growth within Colfax is anticipated to be conservative to maintain its small town atmosphere with reinvestment in the downtown. The Blueprint envisions that:

- Growth occurs with a good mixture of jobs and housing;
- Reinvestment occurs in and around the downtown, helping to ensure a strong village" center for the town;
- Housing growth provides a strong range of choices, from large lot single family to small lot single family and attached rowhouses, townhomes, condominiums, and apartments.

The City's existing General Plan has a planning horizon of 1998 to 2020. In the General Plan, the City has planned for and assigned a land use designation to all lands within its

sphere of influence. As part of the City's General Plan, fire services and facilities are considered in the following goals and policies:

- Goal 7.9.5: To protect the public from wildland and urban fire hazards and reduce the risks of wildfires and structural conflagrations by mitigating or minimizing use and development in high fire hazard areas, and by maximizing fire prevention measures and citizen awareness of fire hazards.
- Policy 7.9.5.1: All new development shall be constructed, at a minimum, to the fire safety standards contained in the Uniform Fire and Building Codes.
- Policy 7.9.5.2: Require all new developments, including single family dwellings on existing parcels of record, to provide adequate access for fire protection.
- Policy 7.9.5.3: Amend City Ordinances to include specific road standards developed in conjunction with Colfax Fire Department.

The City has impact fees to fund the construction of city facilities. The City does not have a development impact fee specific to fire services. The City has a schedule of fees associated with building plan checks and permits and licensing.

DISADVANTAGED UNINCORPORATED COMMUNITIES

LAFCO is required to evaluate disadvantaged unincorporated communities as part of this service review, including the location and characteristics of any such communities. A disadvantaged unincorporated community is defined as any area with 12 or more registered voters, or as determined by commission policy, where the median household income is less than 80 percent of the statewide annual median.[54]

The California Department of Water Resources (DWR) has developed a mapping tool to assist in determining which communities meet the disadvantaged communities median household income definition.[55] According to DWR, there are two disadvantaged communities in Placer County, within and next to the City of Colfax. Based on Census Block Group income information, there is one community within the City that meets the definition of disadvantaged—the City of Colfax Census Place with a population of 2,183 and a median household income of $47,175—but this community is within the City's incorporated boundary and is therefore not considered to be a disadvantaged unincorporated community. Partially within the City's SOI but outside of the city limits in the northern Colfax area, there is another community that meets the definition of a disadvantaged unincorporated community by LAFCO's definition—Block Group 060610220021with a population of 1,342 and a median household income of $45,208.

[54] Government Code §56033.5.

[55] Based on census data, the median household income in the State of California in 2010 was $57,708, 80 percent of which is $46,166.

FINANCING

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

CFD reported that the current financing level was not sufficient to deliver services. CFD makes due with a minimal budget, a majority of which is spent on the contract with PCF. In recent years, FYs 12-13 through FY 15-16, nothing has been spent on fire related capital outlays. The City had a negative General Fund balance at the end of FY 12-13, which is an indicator of a tenuous financial situation on the part of the municipality.

Revenues and Expenses

Funding for the Fire Department comes entirely from the General Fund, which is financed from several sources, including property and sales taxes, franchise fees, licenses and permits (i.e., building permits), current service charges (i.e., planning and zoning fees), intergovernmental sources (i.e., Proposition 172), and other sources of funds (i.e., rents and leases).

The City had total General Fund revenues of $1,551,301 in FY 12-13, of this amount $37,544 was dedicated to the Fire Department's operations. A majority of these expenditures were predominantly (53 percent) for the contract services provided by PCF. Other expenditures consisted of supplies and equipment (23 percent), workers' compensation (11 percent), and utilities (nine percent).

The volunteers do not receive a stipend or compensation for comparison with other providers. Volunteers are paid if assigned to incidents in the SRA that are more than eight hours in duration, if assigned to "hard cover" or staff Cal Fire facilities for more than eight hours, or if assigned to Out of County Strike Team assignments lasting more than 12 hours. Volunteers are paid "portal to portal" once the minimum time requirement is met. Volunteers are paid at the current CAL FIRE Hired Equipment Contract Rate by the City of Colfax. The City of Colfax is paid and reimbursed through the CAL FIRE Hired Equipment Contract Agreement.

Capital Improvements

The City of Colfax plans for its capital improvement needs, including its Fire Department needs, in an ongoing Capital Improvement Plan that is included in the City's budget and completed as funding is available. There have been no funds dedicated to fire related capital improvements at least in the last four fiscal years. The Fire Department plans to fund future capital improvements with money earned through the CAL FIRE Hired Equipment Contract Agreement. city budget, loans, bonds, or grants.

The City maintains a Fire Capital Fund to finance capital improvements with special revenue sources. As of the end of FY 12-13, this fund had a balance of $27,115.

Outstanding Debt

The City has no outstanding debt attributable to the operations of the Fire Department.

Reserves

The City's governmental funds had a negative fund balance of $33,246 at the end of FY 12-13. However, the city has several restricted governmental funds that maintain balances for designated purposes, including the aforementioned Fire Capital Fund with a balance of $27,115.

Joint Financing Mechanisms and Employee Benefits

The City is a member of the Small Cities Organized Risk Effort (SCORE) with other northern California cities. SCORE is a joint powers authority formed with the purpose to create a common pool of funds to be used to meet obligations of the parties to provide workers' compensation benefits for their employees and to provide liability insurance.

Additionally, the City contributes to the California Public Employees' Retirement System (CalPERS), a cost- sharing multiple-employer defined benefit pension plan.

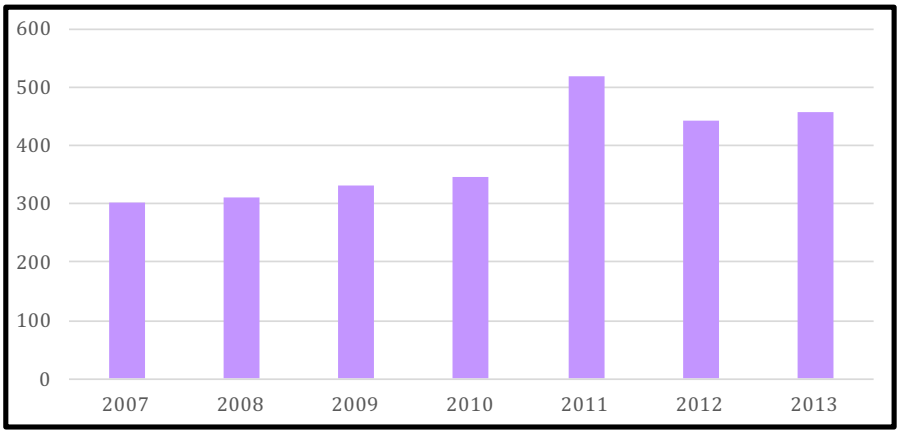
PRESENT AND PLANNED CAPACITY

While the City has extreme budget constraints, which greatly limit the funding level of the Fire Department, dedicated volunteers and the City's contract with PCF has enabled the Department to provide an adequate level of services (as defined by response times and ISO rating) within the confinements of the budget. CFD foresees major capital improvement needs at its two stations to be able to house new engines with new design standards. The purchase of the necessary vehicles and the related required improvements at the stations are unfunded at present, but the Department reported the goal of completing these purchases sometime in the next five years.

Existing Demand

CFD did not indicate when the peak demand period was during the day or throughout the week. Similar to other providers, calls for service are predominantly emergency medical calls.

Figure 6-4: CFD Number of Calls by Year, 2007-2013



As shown in Figure 6-4, demand for fire and EMS services has fluctuated over the period from 2007 to 2013. Demand peaked in 20011, dipped in 2012, and increased thereafter.

In 2013, CFD received 458 calls for service, consisting of 64 percent emergency medical services, seven percent motor vehicle accidents, two percent

false alarms, 11 percent fires and hazardous material responses, 10 percent miscellaneous emergencies, and seven percent miscellaneous non-emergencies. Of the total calls reported, 32 were mutual aid calls. The Department averaged 228 service calls per 1,000 residents.

Staffing

CFD does not employ any staff directly to provide services. The Department relies on the CAL FIRE Battalion Chief for part-time Chief services and 11 volunteers, which do not receive any form of compensation with the exception of when responding to a fire in an SRA area. The median age of the Department's firefighting staff is 32, with a range from 22 to 57.

The City tries to recruit additional firefighters by utilizing local media and fire provider websites. As shown in Figure 6-5, while CFD has experienced a significant decline in its staffing level since 2011. CFD attributes this decline in volunteerism to the downturn in the economy, which has challenged the Department's ability to find and retain volunteers as residents are more focused on maintaining a paying job and have less time to dedicate to volunteer activities. CFD reported that as the economy has recovered there have been more volunteer applications.

Figure 6-5: CFD Staffing Turnover (2011-2014)

Year	2011	2012	2013	2014
Total Staff	21	15	17	8
New Staff	2	2	4	0
Departed Staff	8	2	2	9

Currently, there are three certifications in the California firefighter series; Volunteer Firefighter, Firefighter I, and Firefighter II. While the Volunteer Firefighter focuses on skills and tasks necessary to assure safety on the fire ground, Firefighter I & II prepares the firefighter to perform essential and advanced fire ground tasks, as well as allowing entry into all tracks of the certification system. The level of certification required for each firefighter is determined by the individual fire department. However, according to the California State Fire Marshal, there are plans to phase out the Volunteer Firefighter certification level and the most basic level of certification will eventually be Firefighter I. Firefighter I certification requires completion of the 259-hour Firefighter I course, which includes training on various fireground tasks, rescue operations, fire prevention and investigation techniques, and inspection and maintenance of equipment. In addition to this course, Firefighter I certification also requires that the applicant have a minimum of six months of volunteer or call experience in a California fire department as a firefighter performing suppression duties.[56] The number of CFD personnel certified in each category is shown in Figure 6-6. Each firefighter is able to hold multiple certifications, including

[56] State Fire Marshal, Course Information and Required Materials, 2007, p. 44

strike team certifications. The additional certification levels shown in this table are described in more detail in Chapter 3 of this report.

Figure 6-6: CFD Certified Personnel

Certification Level	Number of Firefighting Staff	% of Total Firefighting Staff
Volunteer Firefighter	9	75%
Firefighter I	3	25%
Firefighter II	1	8%
First Responder EMS	8	67%
Emergency Medical Technician 1	3	25%
Paramedic	0	0%
Apparatus Engineer	3	25%
Company Officer	1	8%
Chief Officer	0	0%
Haz Mat FRO	7	58%
CICCS FFT 2	7	58%
CICCS FFT 1	1	8%
CICCS Engine Boss	11	92%
CICCS Strike Team Leader	4	33%

CFD offers training to volunteers through CAL FIRE staff via the City's contract with PCF. CFD reported challenges in training of volunteers to necessary levels due to cost of trainings and limited availability of the volunteers.

Facilities and Capacity

CFD operates out of two fire stations owned by the City of Colfax. One of the stations is staffed at all times. The function and condition of each fire facility is described in more detail in Figure 5-8.

Figure 6-8: CFD Facilities

	Station 36	Station 37
Property owner	City of Colfax	City of Colfax
Address	33 West Church St.	39 E Oak St.
Purpose	Fire Station	Fire Station
Additional uses or other entities using the facility	None	None
Hours station is staffed	Varies	None
Date acquired or built	1910s	1960s

	Station 36	Station 37
Condition of facility[57]	Fair	Fair
Infrastructure Needs	Larger engine bays, sleeping quarters, general renovations, and updates	Additional apparatus bays, storage space, general renovations, and updates
Number and type of vehicles at facility	1- Type 1 engine and 1-Squad/Utility	1-Type 1 engine and 1- Type 3 engine
Number and classification of paid staff staffing facility	0	0
Number and classification of another agency's paid staff staffing the facility	0	0
Number of volunteers available at facility	11	11

The amount of water reserves available to the Fire Department is unknown, but assumed to be more than adequate based on the City's ISO rating.

The City's limited available funding resources is the primary constraint to CFD's services. As a result of the funding constraints the Department's existing facilities do not have sufficient capacity to house the new vehicles that are planned to be purchased over the next five years. However, even in the face of these constraints, the Department has managed to maintain an adequate level of services as demonstrated in the Service Adequacy section.

Dispatch and Communications

Fire agencies serving the unincorporated territory in western Placer County are dispatched by two separate agencies. Fire districts are dispatched by the Placer County Communications Division of the Placer County Sheriff's Department. Placer County Fire Department, which is providing services through a contract with CAL FIRE, is dispatched by the CAL FIRE Grass Valley Emergency Command Center. The cities of Roseville, Rocklin and Lincoln have their own dispatch centers and frequencies, while the cities of Colfax and Auburn contract with CAL FIRE.

CFD is satisfied with the dispatch services that it is receiving from CAL FIRE, and noted that any issues with dispatch that had been recognized have been addressed to their satisfaction. The scope of the CAL FIRE dispatch center allows for coordinated movement of all fire units on large scale incidents for the entire State.

[57] Facility condition definitions: **Excellent**—relatively new (less than 10 years old) and requires minimal maintenance. **Good**—provides reliable operation in accordance with design parameters and requires only routine maintenance. **Fair**—operating at or near design levels; however, non-routine renovation, upgrading and repairs are needed to ensure continued reliable operation. **Poor**—cannot be operated within design parameters; major renovations are required to restore the facility and ensure reliable operation.

Capability at an Incident

CFD's response capability at an incident greatly depends on the season, as CAL FIRE's staffing levels fluctuate depending on if it is fire season. Minimum staffing levels are experienced during the off season months of November to April. During that time, the minimum response capability by CAL FIRE for an incident within CFD is one Type 3 engine, staffed with two personnel for incidents such as medical aids and public assist during winter staffing patterns.

Status of, and Opportunities for, Shared Facilities

At present, CFD makes Station 36 available to local community organizations for use by request. CFD plans to continue this practice.

Other possible resource sharing options include a regional shared vehicle maintenance facility, greater joint training, and joint purchasing with other agencies.

Infrastructure Needs

CFD reported that its current facilities are aging and in need of repairs and renovations. The engine bays of the primary station are not tall enough to accommodate current type 1 and 3 engine designs and is in need of larger engine bays, as well as sleeping quarters and general renovations.

With regard to vehicles and equipment CFD reported a need for a light rescue vehicle, a water tender, and a Type 3 engine. CFD is currently in the process of purchasing a light rescue vehicle, as the existing aging squad/utility vehicle is not designed for the technical rescue mission. CFD anticipates receiving this vehicle in early 2017. CFD indicated a need to replace the oldest Type 1 engine within the next five years; however, they are currently unable to replace this engine with a like type as the engine bays at the primary station will not accommodate new Type 1 engine heights. In the meantime, CFD plans to purchase a water tender to replace this engine and increase water supply capabilities to better protect the rural portions of the response area. CFD's existing Type 3 engine is also reaching the end of its life expectancy over the next fire-year period.

CFD anticipates several constraints ahead as they replace the aging apparatus. Securing sources of funding for these apparatus purchases will be the primary challenge. Also, station renovations and upgrades will be necessary to accommodate new larger apparatus designs. Space for these renovations is very limited on the current fire station properties.

Challenges

Similar to other fire providers around the State, the City limited financing is the primary challenge to services for CFD. Additionally, the City has faced a decline in the number of volunteers providing support to the Fire Department. However, even with limited financing and declining volunteerism, CFD continues to maintain a satisfactory ISO rating and achieves response times within standards.

SERVICE ADEQUACY

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

Fire services in the communities are classified by the Insurance Service Office (ISO), an advisory organization. This classification indicates the general adequacy of coverage, with classes ranking from 1 to 10. Communities with the best fire department facilities, systems for water distribution, fire alarms and communications, and equipment and personnel receive a rating of 1. Placer County encourages local fire protection agencies in the County to maintain minimum ISO ratings of 4 in urban areas, 6 in suburban areas and 8 in rural areas. CFD has an ISO of 5/5x. The Department was last evaluated in 2014.

The National Fire Protection Association (NFPA) has issued response time performance standards depending on the service structure of the agency. The response time is measured from the completion of the dispatch notification to the arrival time of the first-responder at the scene. Though not a legal mandate, these standards provide a useful benchmark against which to measure fire department performance. For agencies with paid staff, NFPA 1710 identifies the response time guideline of six minutes at least 90 percent of the time. For volunteer and combination fire departments, NFPA 1720 recommends that the response times for structure fire be nine minutes in urban demand zones at least 90 percent of the time, 10 minutes in suburban zones at least 80 percent of the time and 14 minutes in rural zones at least 80 percent of the time. Response times in remote zones are directly dependent on travel distances.[58] CFD relies heavily on volunteer firefighters and is therefore subject to the NFPA 1720 guidelines.

The local emergency medical services agency (LEMSA) for Placer County is Sierra-Sacramento Valley Emergency Medical Services Agency (S-SVEMS).[59] Emergency ground ambulance service for the majority of Placer County is provided by American Medical Response under an exclusive operating agreement (EOA) with S-SVEMS. Foresthill FPD, North Tahoe FPD[60] and South Placer FPD also provide emergency ambulance service to their districts under EOAs. Emergency response time standards set by S-SVEMS in Placer

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

[59] S-SVEMS is responsible for planning, development and implementation of all EMS components, including regional trauma system planning, qualification, accreditation, authorization of all prehospital care personnel, EMS system design, and compliance with local and state regulations.

[60] North Tahoe FPD does not provide ambulance transport services in western Placer County and is therefore out of scope of this report and will not be discussed further.

County vary for each of the four approved providers and by the level of urbanization of an area (the more urban an area, the faster a response should be).[61]

Although CFD is not an ambulance service provider, the response standard required for AMR in the City of Colfax indicates what may be considered appropriate response times for medical emergencies for the City Fire Department, which is 15 minutes 90 percent of the time.

Placer County encourages local fire protection agencies in the County to have an average response time to emergency calls of four minutes in urban areas, six minutes in suburban areas and 10 minutes in rural areas. CFD does not have a separate response time standard that it uses as a guideline.

CFD provided response times for each of its calls for service in 2013. Based on these response times provided to each incident, the Fire Department has a median response time of four minutes, an 80th percentile response time of six minutes, and a 90th percentile response time of nine minutes to all calls. CFD meets the NFPA, County, and S-SVEMS response time standards.

The service area size for each fire station varies between the fire districts. The median fire station in Placer County serves approximately seven square miles. ~~Placer Hills FPD~~PCF ~~station~~ serves the most expansive area of ~~46.7~~34 square miles per each of its stations. Densely populated areas tend to have smaller service areas. For example, the median service area of the city fire department stations is 4.5 square miles. By comparison, each fire station in the City of Colfax serves approximately 0.7 square miles.

The number of firefighters serving within a particular jurisdiction is another indicator of level of service; however, it is approximate. The providers that rely on volunteer or call firefighters may have differing staff availability and reliability. An agency with more firefighters could have fewer resources, if availability is limited due to work and personal obligations. Staffing levels in Placer County vary from 0.5 firefighters per 1,000 residents in in the City of Lincoln to 37.7 firefighters in Alta FPD. By comparison, CFD has on average approximately six firefighters (including paid, reserve, and volunteer personnel) per 1,000 residents.

Operating expenditures per capita is often reflective of the level of service offered by a fire provider as determined by financing constraints. The least amount of money per capita was spent by the Colfax Fire Department ($18.77). South Placer FPD expended the most per capita ($274.90).

[61] Response time standards for American Medical Response (AMR) are eight minutes 90 percent of the time in the cities of Roseville and Rocklin and in the City of Auburn and the County (all of the City of Auburn and County area half a mile west of SR 49 from the City of Auburn to Dry Creek Road, east of SR 49 up to and including I-80 North to include Bell Road, and half a mile east of SR 49 from Bell Road to Dry Creek Road), 15 minutes 90 percent of the time in Auburn east to include Colfax and Auburn west to Rocklin, 10 minutes 90 percent of the time in Lincoln, 20 minutes 90 percent of the time in rural areas of AMR service area in Placer County, and as soon as possible in wilderness areas. South Placer FPD is required to respond with ALS on scene 10 minutes 90 percent of the time and ambulance on scene 15 minutes 90 percent of the time. The requirement for Foresthill FPD is to respond within 15 minutes 90 percent of the time in Foresthill, Todd Valley Estates and Baker Ranch.

Figure 6-9: CFD Fire Service Profile

Agency Resource Statistics	
Staffing base year	2014
Fire stations in agency boundaries	2
Fire stations serving the agency	2
Square miles served per station	0.7
Total staff	12
Total firefighting staff	12
Total firefighting staff per station	6
Total firefighting staff per 1,000 residents	6
Operating expenditures per capita	$18.77
Service Demand	
Statistical base year	2013
Total service calls	469
% EMS	64%
% Fire/hazardous materials	7%
% Motor vehicle accidents	2%
% False alarms	11%
% Miscellaneous emergency	10%
% Non-emergency	7%
% Mutual aid calls	7%
Calls per 1,000 residents	228
Service Adequacy	
Median response time	4
80th percentile response time	6
90th percentile response time	9
ISO Rating	5/5x

CITY OF COLFAX FIRE DEPARTMENT DETERMINATIONS

Growth and Population Projections

- The 2010 Census estimates the City of Colfax's population at 1,963. More recently, according to the Department of Finance, as of January 1, 2014, there were approximately 2,013 people in the City of Colfax.
- The City has experienced minimal growth in population in recent years, due to stagnation in new growth and development.
- The Fire Department's demand for services has generally increased over the last five years, due to factors other than an increase in population, such as an ageing population and tourists passing through the town on I 80.
- The trend of minimal development growth within the City and increased demand for Fire Department services as a result of multiple factors is anticipated to continue over the next 10 years.
- The City of Colfax does not have any recent population projections of its own. Its General Plan dates back to 1998 and has not yet been updated. The City makes use of population projections made by the Sacramento Area Council of Governments (SACOG) projections to anticipate residential growth.

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

- According to the Department of Water Resources, there is one community within the City of Colfax that meets the definition of disadvantaged. Partially within the City's SOI but outside of the city limits in the northern Colfax area, there is a community that meets the definition of a disadvantaged unincorporated community by LAFCO's definition—Block Group 060610220021with a population of 1,342 and a median household income of $45,208.

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

- The City's limited available funding resources is the primary constraint to CFD's services. As a result of the funding constraints the Department's existing facilities do not have sufficient capacity to house the new vehicles that are planned to be purchased over the next five years. The ability of CFD to continue to provide an adequate level of services will greatly depend on its ability to find financing to fund its capital needs.
- While the City has extreme budget constraints, which greatly limit the funding level of the Fire Department, dedicated volunteers and the City's contract with PCF has

enabled the Department to provide an adequate level of services (as defined by response times and ISO rating) within the confinements of the budget.

- CFD foresees major capital improvement needs at its two stations to be able to house new engines with new design standards. The purchase of the necessary vehicles and the related required improvements at the stations are unfunded at present, but the Department reported the goal of completing these purchases sometime in the next five years.
- CFD reported that its current facilities are aging and in need of repairs and renovations. The engine bays of the primary station are not tall enough to accommodate current type 1 and 3 engine designs and is in need of larger engine bays, as well as sleeping quarters and general renovations.
- With regard to vehicles and equipment CFD reported a need for a light rescue vehicle, a water tender, and a Type 3 engine.

Financial Ability of Agencies to Provide Services

- CFD reported that the current financing level was not sufficient to deliver services. CFD makes due with a minimal budget, a majority of which is spent on the contract with PCF.
- The City had a negative General Fund balance at the end of FY 12-13, which is an indicator of a tenuous financial situation on the part of the municipality.
- The City of Colfax plans for its capital improvement needs, including its Fire Department needs, in an ongoing Capital Improvement Plan that is included in the City's budget and completed as funding is available. There have been no funds dedicated to fire related capital improvements at least in the last four fiscal years. The Fire Department plans to fund future capital improvements with money earned through the CAL FIRE Hired Equipment Contract Agreement. city budget, loans, bonds, or grants.
- The City maintains a Fire Capital Fund to finance capital improvements with special revenue sources. As of the end of FY 12-13, this fund had a balance of $27,115. Reserves dedicated to fire services are minimal and will not cover any significant capital purchases from those funds.
- The City does not have any long-term debt related to the Fire Department's operations.

Status of, and Opportunities for, Shared Facilities

- At present, CFD makes Station 36 available to local community organizations for use by request. CFD plans to continue this practice.
- Other possible resource sharing options include a regional shared vehicle maintenance facility, greater joint training, and joint purchasing with other agencies.

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

- The City generally demonstrated accountability and transparency with regard to its governance by publishing agendas for public meetings as legally required, filing Forms 700 Statement of Economic Interest, and Board members receiving timely ethics trainings. The City could make an improvement by including information regarding the Fire Department as part of its website.
- During the course of this MSR process, CFD demonstrated accountability in its disclosure of information and cooperation with Placer LAFCO.
- The City has a set of adopted regulations that provide framework and direction for City governance and administration, including Brown Act requirements, public requests for information, a code of ethics, expense reimbursement and a conflict of interest code.
- A governance structure option for CFD is to consolidate with the fire districts and PCF as a first step towards a single western Placer fire agency.

CITY OF COLFAX
SPHERE OF INFLUENCE UPDATE

The options identified here for the City of Colfax are only in respect to the fire services reviewed as part of this report. An update of the City's overall SOI would have to be updated after a comprehensive MSR is conducted covering all municipal services offered by the City.

Existing Sphere of Influence Boundary

The sphere of influence (SOI) for the City is larger than its boundary area. The City's SOI extends outside of its boundaries to the east and west.

SOI Options

Two options were identified with respect to CFD's SOI.

Option #1 – Maintain existing SOI

If the Commission determines that no changes to the existing service provision arrangement are needed, retention of the existing SOI is appropriate.

Option #2 – A single fire agency SOI containing unincorporated Western Placer County (excluding territory within SMFD and Rocklin FPD), City of Colfax, and Town of Loomis

If the Commission determines that one fire protection agency taking over services provided by fire districts and Placer County Fire Department in Western Placer County is the preferred governance structure, then it would be appropriate to adopt a single fire agency SOI for unincorporated Western Placer (excluding territory within the Sacramento Metropolitan Fire District boundaries), City of Colfax, and Town of Loomis.

Option #3 – Western Placer County SOI

If the Commission determines that one fire protection agency serving the entirety of Western Placer County is the preferred alternative, then it would be appropriate to adopt a single SOI that encompasses Western Placer County, including all fire service providers serving both unincorporated and incorporated areas.

Recommended Sphere of Influence Boundary

Although, a single agency serving the entirety of unincorporated and incorporated Western Placer County is the ideal option, as it would result in the greatest benefits in terms of unified leadership, increased coordination, fiscal advantages, greater leveraging of available resources, logical borders, improved regional planning, and more equitable distribution of services to name a few, there is a disconnect in Western Placer County between fire districts and cities providing fire services. While in the long run a single Western Placer agency should be the ultimate goal, currently, there is a lack of compatibility between the cities typically serving more densely populated areas offering a higher level of services and the fire protection districts that generally serve the rural unincorporated areas with a heavier reliance on volunteer firefighters. Additionally, the cities, in particular Roseville, Rocklin, and Lincoln, have not expressed an interest in

involvement in a consolidated fire provider serving within their incorporated boundaries. On the other hand, the study has shown that all of the fire districts in Western Placer County already demonstrate extensive collaboration with one another and several agencies have taken significant steps towards consolidation.

CFD is included here as part of the option to consolidate with the fire protection districts and PCF, as it presently receives services by contract from PCF and faces pretty significant financing constraint at present. The Department has significant capital needs for which there is not presently any financing, and the City continues to operate on a minimal budget. A consolidated agency serving the City would offer the municipality the opportunity to capitalize on the economies of scale and improved efficiency that is anticipated to be reaped by a single consolidated agency. It is recommended that the Commission include the City of Colfax in the joint fire agency SOI to include all of the fire districts, PCF, and the City of Colfax.

Proposed Sphere of Influence Determinations

Nature, location, extent, functions, and classes of services provided

- CFD provides fire suppression, basic life support, and fire education/prevention services.
- CFD responds outside of the city limits through mutual and automatic aid calls. CFD's service area consists of the entirety of the city limits.

Present and planned land uses, including agricultural and open-space lands

- Land uses within the City consist of residential, commercial residential, commercial, industrial and industrial greenbelt. The City's bounds encompass approximately 1.4 square miles.
- The City's existing General Plan has a planning horizon of 1998 to 2020. In the General Plan, the City has planned for and assigned a land use designation to all lands within its sphere of influence.
- Fire and EMS services are needed in all areas, are already being provided, and do not, by themselves, induce or encourage growth on agricultural or open space lands.

Present and probable need for public facilities and services

- As indicated by the service call volume and continued increase in demand there is a present and anticipated continued need for fire protection services in the City of Colfax. The Department's demand is affected by the City's ageing population and transit through the area for recreational, cultural, and tourism activities.

Present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide

- The City's limited available funding resources is the primary constraint to CFD's services. As a result of the funding constraints the Department's existing facilities do not have sufficient capacity to house the new vehicles that are planned to be purchased over the next five years. The ability of CFD to continue to provide an adequate level of services will greatly depend on its ability to find financing to fund its capital needs.
- While the City has extreme budget constraints, which greatly limit the funding level of the Fire Department, dedicated volunteers and the City's contract with PCF has enabled the Department to provide an adequate level of services (as defined by response times and ISO rating) within the confinements of the budget.
- CFD foresees major capital improvement needs at its two stations to be able to house new engines with new design standards. The purchase of the necessary vehicles and the related required improvements at the stations are unfunded at present, but the Department reported the goal of completing these purchases sometime in the next five years.
- CFD reported that its current facilities are aging and in need of repairs and renovations. The engine bays of the primary station are not tall enough to

accommodate current type 1 and 3 engine designs and is in need of larger engine bays, as well as sleeping quarters and general renovations.

- With regard to vehicles and equipment CFD reported a need for a light rescue vehicle, a water tender, and a Type 3 engine.

Existence of any social or economic communities of interest

- Colfax Fire Department directly serves the population within its boundaries, which represents its community of interest.

Present and probable need for public facilities and services of any disadvantaged unincorporated communities within the existing Sphere of Influence

- Partially within the City's SOI but outside of the city limits in the northern Colfax area, there is a community that meets the definition of a disadvantaged unincorporated community by LAFCO's definition—Block Group 060610220021with a population of 1,342 and a median household income of $45,208. The community presently receives fire services from Placer County Fire. Based on the boundary drop agreement between the providers, and the vicinity of the nearest fire station to the area, services to the community appear to be provided at similar levels compared to neighboring communities.

7. FORESTHILL FIRE PROTECTION DISTRICT

Foresthill Fire Protection District (FFPD) provides fire protection, first-responder emergency medical, rescue, hazardous material emergency response, ambulance, and other services related to the protection of life and property. A municipal service review (MSR) was last completed for FFPD in 2004.

AGENCY OVERVIEW

Background

FFPD was formed in 1946, after over 15 years of service by the Foresthill Volunteer Fire Department. The District started providing ambulance services in 2006.

The principal act that governs the District is the Fire Protection District Law of 1987.[62] The principal act empowers fire districts to provide fire protection, rescue, emergency medical, hazardous material response, ambulance, and any other services relating to the protection of lives and property.[63] Districts must apply and obtain LAFCO approval to exercise services authorized by the principal act but not already provided (i.e., latent powers) by the district at the end of 2000.[64]

Boundaries

FFPD is located entirely within Placer County, on a broad ridge between the north and middle forks of the American River. The present boundaries encompass approximately 81 square miles.

FFPD includes the greater Foresthill area including Todd Valley, Baker Ranch, Michigan Bluff, and Sugar Pine.

As shown in Figure 7-1, the District is located in the central part of Placer County and borders El Dorado County in the south, wildland territory outside of a fire protection agency protected by CAL FIRE and USFS in the east, and Placer County Fire Department from all other sides.

Sphere of Influence

The District's Sphere of Influence (SOI) is currently out of date and will be updated during the current round of SOI updates.

[62] Health and Safety Code §13800-13970.

[63] Health and Safety Code §13862.

[64] Government Code §56824.10.

County of Placer

Fire Municipal Services Review

FORESTHILL FIRE PROTECTION DISTRICT

L:\Projects\LAFCO_MunicipalSrevices_Review\Arcmap\Fire_Districts.mxd

Date: 12/1/2015

Type and Extent of Services

Services Provided

Figure 7-2 details the services provided by FFPD. If a service is not provided by FFPD, but is offered by another agency, it is indicated in the figure.

Figure 7-2: FFPD Services

Service	Agency
Fire Suppression Services	
Structural Fire Protection	Yes
Wildland Fire Protection	Yes
Vehicle Fire Protection	Yes
Ladder Truck Capabilities	City of Auburn Fire Department
Fire Suppression Handcrew	CalFire
Fire Suppression Dozer	CalFire
Helicopter Services – Fire Suppression	CalFire
Boat With Fire Suppression Capabilities	No
Emergency Medical Services	
Basic Life Support Provider	Yes
Advanced Life Support - Non Transport Provider	Yes
Advanced Life Support Transport Provider	Yes
Continuing Education Provider - Medical	Yes
Air Ambulance Transport Helicopter Services	Cal Star
Helicopter Landing Facilities On Site	In District not at station
Vehicle Extrication Tools/Equipment	Yes
Fire Prevention	
Fire Safety Education – Children	Yes
Fire Safety Education – Adults/Seniors	Yes
Juvenile Firesetter Prevention Program	Yes
Fire and Life Safety Business Inspection Program	Yes
Fire Protection Planning	Yes
New Commercial Construction Plan Reviews	Yes
Public Education Provider (CPR, First Aid, etc.)	Yes
Home Fire/Safety Inspections	Yes
Fire Origin and Cause Investigations	Yes
Fuel Reduction/Weed Abatement Program	Yes
Smoke Detector Giveaway/Installation Program	No
Address Sign Installation Program	Yes
Rescue Services	
First Responder Swift Water Rescue Program	Yes
Water Rescue Program	No
Ice Rescue Program	No
Dive Rescue Program	No

Low angle Rope Rescue Program	Yes
Helicopter Short/Long Haul Rescue Capabilities	Sheriff/HP
Response To Boating Accidents	No
Rescue Dog Services	No
Hazardous Materials	
Hazardous Materials Emergency Response - Basic	Yes
Hazardous Materials Response Team	Placer County OES
Support Services	
Firefighter Incident Support Unit	Yes
Mobile Incident Command/Communications Unit	Yes
Fill Station for Self Contained Breathing Apparatus	Yes
Mobile Breathing Support Unit	Yes
Community Emergency Response Team	No
Chaplain Services	PCSO
Training Academy	JPA Placer CFCA
Emergency Operations Center Capabilities	Yes
Miscellaneous	
Public Service Assists	Yes
Motor Vehicle Accident Response	Yes
Welfare Checks	Yes
Public Safety Answering Point	Yes
Fire/EMS Dispatch	Placer County Communications
Fundraising Activities	Yes
Firefighters Association - Non Profit	Yes
Auxiliary Association	Yes

Collaboration

FFPD is a signatory of the Western Placer County Cooperative Fire Services Response Agreement along with the 12 other fire protection agencies in western Placer County, including Alta Fire Protection District, CAL FIRE/Placer County Fire Department, Placer Hills Fire Protection District, Loomis Fire Protection District, Newcastle Fire Protection District, Penryn Fire Protection District, South Placer Fire Protection District, City of Auburn Fire Department, City of Colfax Fire Department, City of Lincoln Fire Department, City of Rocklin Fire Department, and City of Roseville Fire Department. According to the agreement, the agencies provide automatic aid to each other and make use of the closest resource dispatching fire, rescue, and medical emergency response without regard to jurisdiction or statutory responsibility.[65]

The District is a member of the Western Placer Fire Chief's Association (WPFCA), Sacramento-Sierra Regional Arson Task Force, Sacramento Regional Fire Prevention, California Conference of Arson Investigators, and California Special Districts Association.

[65] Western Placer County Cooperative Fire Services Response Agreement Operational Plan, June 2012

FFPD collaborates with the United States Forest Service (USFS) to provide services in the National Forest lands within the District and outside of its bounds to the east through automatic aid.

Foresthill FPD, in collaboration with Iowa Hill Fire Department, participates in the Foresthill/Iowa Hill Fire Safe Council.

Service Area

FFPD provides services beyond its boundaries through the Western Placer County Cooperative Fire Services Response Agreement discussed above.

The District generally responds faster in the Iowa Hill area and in the USFS wildland territory to the east of the District, where FFPD provides services through automatic aid. Local governments usually get reimbursed from federal government through payment in lieu of taxes (PILT) for providing services on federally-owned lands. PILT generally help local governments carry out such services as firefighting and police protection, construction of public schools and roads and search and rescue operations. As reported by FFPD, Placer County receives annually nearly $700,000 in PILT funds; however, that money is not shared with the actual fire and rescue service provider, which is Foresthill FPD.

The District responds to Iowa Hill typically within 20 minutes, although sometimes response time extends to 30 to 45 minutes. The area of Iowa Hill is protected by Iowa Hill Fire Department (IHFD), which is a private fire company that supports Placer County Fire Department. IHFD has a limited number of volunteers and only responds during six to seven months out of the year.

The District's ambulance service area consists of about 500 square miles that extend outside of the District's boundary north into the boundary area of Placer County Fire Department and east into the USFS and CAL FIRE responsibility area which is located outside of a local fire protection agency. In 2004, FFPD was able to raise enough funds to purchase ambulance; however, in order to get an exclusive operating area, the District had to agree to serve the extensive forestlands.

The District also serves outside of its boundaries through its strike team that responds to wild fires all over the State and gets reimbursed for its services. When requested by a State or federal agency, FFPD supplies an engine, ambulance or water tender company when possible. According to the District's policy, staffing is at least 3-0 on Type I and III engines (4-0 is preferred). A captain or a lieutenant authorized by the chief to act as a captain must be in charge of these units. An ambulance is staffed 2-0 with one paramedic and one EMT (unless BLS is requested). The water tender is staffed 1-0 (2-0 preferred). Single resource fire line medic or fire line EMT is staffed 1-0 (2-0 preferred).

The District reported that there were no areas within its boundaries where services were limited or not provided.

Services to Other Agencies

FFPD provides ambulance services via contract for special events and big incidents in the County.

Contracts for Services

Similar to other fire protection districts serving unincorporated western Placer County, FFPD contracts with the County Sheriff's Office for dispatch services. The structure of these services is discussed in more detail in the *Facilities and Capacity* section of this chapter.

FFPD receives contract services from Placer Hills FPD (PHFPD). According to the contract, FFPD receives fire chief and administrative services. The term of the contract commenced on July 3, 2014 and will continue through June 30, 2015. The parties agreed that the PHFPD chief and general manager would reasonably divide their time between Placer Hills and Foresthill as the duties and responsibilities of each district require. Both districts expressed interest in further consolidation efforts.

FFPD contracts with Robert W. Johnson for audit services and a private legal firm for legal services.

Additionally, FFPD contracts with Wittman Enterprises, LLC for preparation of invoices to patients, carriers, insurers, and other responsible for payment or reimbursement of the services provided by the District to its patients. The contractor also prepares reminder notices and documents pertaining to collections of overdue accounts and submits supporting documentation to carriers, insurers and other payers to substantiate the healthcare services provided by FFPD to its patients or to appeal denials of payment.

Overlapping Service Providers

The California Department of Forestry and Fire Protection (CAL FIRE) provides services throughout the State. Generally, CAL FIRE services are focused in wildland areas defined as State Responsibility Areas (SRA). Similarly, the United States Forest Service (USFS) also provides services in California, primarily within forests and grasslands. Areas where USFS services are focused are defined as Federal Responsibility Areas (FRA). The territory of FFPD consists of a combination of SRA and FRA lands, with the entire boundary area being classified as very high fire hazard severity zone. CAL FIRE also provides technical support throughout the County in the form of specialized services such as fire suppression handcrews, dozers, and helicopter services when necessary.

ACCOUNTABILITY AND GOVERNANCE

Accountability of a governing body is signified by a combination of several indicators. The indicators chosen here are limited to 1) agency efforts to engage and educate constituents through outreach activities, in addition to legally required activities such as agenda posting and public meetings, 2) timely ethics training for board members and an adopted reimbursement policy, 3) a defined complaint process designed to handle all issues to resolution, 4) adopted bylaws that provide a framework and direction for governance and administration, 5) adoption of a conflict of interest code as required, 6) proper filing of Form 700 by the governing body members, and 7) transparency of the agency as indicated by cooperation with the MSR process and information disclosure.

The principal act requires that the board of directors of a fire protection district must have an odd number of members, with a minimum of three and a maximum of 11 members. Directors may be appointed or elected.[66] FFPD is governed by a five-member Board of Directors elected at large to staggered four-year terms. The latest contested election took place in 2014. If a position opens up mid-term, the District posts an ad for the opening; all applicants are interviewed in an open session and the Board chooses the new director.

The Board of Directors generally meets on the first Thursday of the month at 6:00 p.m. at the administration building located at 24320 Main Street in Foresthill. The District posts its agendas outside of its administrative office, on the website and at the stations 88 and 90. Minutes are available upon request and on the website. Information about board meetings is shown in Figure 7-3.

Figure 7-3: Foresthill Fire Protection District Governing Body

Foresthill Fire Protection District		
Governing Body		
Manner of Selection	Elections at large.	
Length of Term	4 years	
Meetings	Second Thursday of the month at 6 p.m.	Administration building, 24320 Main Street, Foresthill
Agenda Distribution	Administrative building, at fire stations 88 and 90 and online.	
Minutes Distribution	Available upon request and online.	
Contact		
Contact	Ian Gow, Fire Chief	
Mailing Address	PO Box 1099, Foresthill, CA 95631	
Phone	530–367-2465	
Fax	530-367=3498	
Email/Website	iangow@usamedia.tv foresthillfire.org	

In addition to the legally required agendas and minutes, the District tries to reach its constituents through school presentations. The District has a website that as of the drafting

[66] Health and Safety Code §13842.

of this report was unavailable. FFPD has in the past held open house events; however, due to staffing limitations these events no longer take place.

FFPD board members do not receive compensation. The District currently does not budget any funds for expense reimbursement. Government Code §53235 requires that if a district provides compensation or reimbursement of expenses to its board members, the board members must receive two hours of training in ethics at least once every two years and the district must establish a written policy on reimbursements. It was reported that the District's board members last received ethics training in 2014. The District has established a written policy on expense reimbursement.

If a customer is dissatisfied with the District's services, complaints may be submitted over the phone or in writing. The District's chief is responsible for handling complaints and maintaining the records of them in a file. It was reported that the District received no complaints in 2014.

The District's Board of Directors has adopted bylaws that provide a framework and direction for district governance and administration. Included in the bylaws are policies on code of ethics and Brown Act requirements as they relate to Board meetings. A policy on public requests for information is included in the FFPD administrative policies. Employee code of ethics is also a part of the administrative policies.

The Political Reform Act (Government Code §81000, et seq.) requires state and local government agencies to adopt and promulgate conflict of interest codes. The Fair Political Practices Commission has adopted a regulation (California Code of Regulations §18730), which contains the terms of a standard conflict of interest code, which can be incorporated by reference in an agency's code. The District's bylaws include a conflict of interest code.

Government Code §87203 requires persons who hold office to disclose their investments, interests in real property and incomes by filing appropriate forms with the appropriate filing agency (i.e., the County or the Fair Political Practices Commission) each year. All members of the Board of Directors have submitted the required Form 700 for 2013.

During the course of this MSR process, FFPD demonstrated full accountability in its disclosure of information and cooperation with Placer LAFCO. The District responded to questionnaires and cooperated with interview and document requests.

PLANNING AND MANAGEMENT PRACTICES

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

The District employs 34 firefighting staff, including 12 part-time firefighter EMTs, 10 part-time firefighter medics, three full-time lieutenants, four full-time captains, one part-time fire marshal, three unpaid resident firefighters, and one cadet. Additionally, FFPD has a part-time fire chief. Office manager/Board secretary is a part-time administrative staff.

Chief oversees administrative personnel and fire captains who manage lieutenants. Firefighters report to lieutenants. Fire chief with the support of office manager is responsible for the day-to-day operations of the District. FFPD is further supported by the firefighters association.

FFPD reported that the District did not perform regular employee evaluations. Similarly, FFPD does not conduct any evaluations of the District's overall performance through either benchmarking or annual reports. The District reported, however, that it used certain performance measures to determine its own service adequacy. FFPD tracks and reviews its response times every month and conducts Continuous Quality Improvement (CQI).

The District tracks staff workload through station logs, service calls and calendar of inspections. To improve its operational efficiency, FFPD updated its training plan to be consistent with legal guidelines.

The District's financial planning efforts include an annually adopted budget and annually audited financial statement. FFPD does not have any other formal planning documents. The District last planned for its capital improvement needs in 2008 as part of the Fire Facilities Impact Fee Study. FFPD has not adopted a strategic plan or a long-range plan. Long-term goals and objectives are established informally through budget discussions.

The District has established a mission statement that states that Foresthill Fire Protection District will strive to protect life and property in its community by providing the highest quality fire, medical and rescue service within the limits of its resources. The District utilizes professionalism and compassion in order to respond quickly, solve problems and be nice.

According to Government Code §26909 all special districts are required to submit their annual audits to the County within 12 months of the completion of the fiscal year, unless the Board of Supervisors has approved biennial or five-year schedule.

The filing of local agency budgets and related exemptions is governed by Government Code §53901, which states that unless exempted by the county auditor every local agency, with the exception of fire protection districts, must file a copy of its annual budget with county auditor within 60 days after the beginning of the fiscal year. The adoption of a final budget for fire protection districts is governed by Health and Safety Code §53901, which requires their annual budgets to be adopted and forwarded to the county auditor on or before October 1st of each year.

FFPD reported that it had submitted its FY 14-15 budget and its financial statement for the most recently completed fiscal year to the County Auditor's Office.

The District has reportedly never been under review or received citations from the California Division of Operational Safety and Health (CALOSHA).

EXISTING DEMAND AND GROWTH PROJECTIONS

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

Land Use

Land uses within the District consist of open space, rural residential, suburban residential, industrial, and timberland. The District's bounds encompass approximately 81 square miles.

Current Population

According to the District's estimates, there are approximately 6,000 residents within its boundaries. The population density within FFPD is about 74 people per square mile.

Projected Growth and Development

The District reportedly experienced minimal population growth in the last five years. Growth has been mostly concentrated in Monte Verde Estates. Similarly, the future growth in the next 10 years is also expected to be minimal. However, no formal population projections have been made by FFPD. The District is currently aware of one proposed development in its boundaries. Belcara subdivision is located in the western part of FFPD and consists of 39 single-family parcels. The District expects to be serving this subdivision.

According to California Department of Finance (DOF) data, the population of Placer County is expected to grow by 12 percent over the 10 year period from 2010 to 2020. Thus, the average annual population growth in the County is anticipated to be approximately 1.12 percent. Based on these projections, the District's population would increase from 6,000 in 2010 to approximately 6,720 in 2020.

Based on the Sacramento Area Council of Governments (SACOG) projections, the population of Placer County is anticipated to grow by 19 percent from 2008 to 2020. SACOG, therefore, expects the average annual growth in the County to be about 1.45 percent. According to the SACOG projections, the District's population would increase to 7,140 in 2020.

Growth Strategies

The District is not a land use authority, and does not hold primary responsibility for implementing growth strategies. The land use authority for unincorporated areas is the County.

The County General Plan, that was last updated in May 2013, requires new development to develop or fund fire protection facilities, personnel, and operations and maintenance that, at a minimum, maintains the service level standards outlined in the General Plan. In addition, through its General Plan, the County tries to ensure that all proposed developments are reviewed for compliance with fire safety standards by responsible local fire agencies per the Uniform Fire Code and other county and local ordinances. FFPD reported that it reviewed plans for proposed developments within its boundary area.

The General Plan policies also support annexations and consolidations of fire districts and services to improve service delivery to the public. The County works with CAL FIRE and local fire protection agencies and city fire departments to maximize the use of

resources to develop functional and/or operational consolidations and standardization of services and to maximize the efficient use of fire protection resources. Additionally, the County periodically evaluates fire protection services in Placer County to determine if fire protection resources are being effectively and efficiently used. Placer County policies also attempt to maintain and strengthen automatic aid agreements to maximize efficient use of available resources.

FFPD territory is included in the County's Foresthill Divide Community Plan adopted in 2008. The plan area, majority of which is occupied by FFPD, is a large ridge located within the American River Watershed that supports numerous small rural communities. While the plan area remains predominantly rural in character, the Foresthill Divide has absorbed some of the growth in Placer County. This has resulted in the subdivision of land, and the introduction of modern patterns of development characterized by large-lot residential development, development that has occurred away from the core of the community, and automobile-oriented development. Development of the area has also resulted in opportunities for re-use of existing structures and sites. Based on the land use designations, further refined by the zoning designations, the plan area's population holding capacity is 22,010 persons for the 109 square mile area, and its maximum number of dwelling units is 8,856. Foresthill's geographical isolation, rugged terrain, and proactive community planning is expected to temper growth to a rate that will not exceed buildout capacity. The County, in the Foresthill Divide Community Plan, commits to working with the Foresthill Fire District to identify key fire loss problems and design appropriate fire safety education programs.

FFPD presently has a development impact fee (DIF) specific to fire services for the area within the District, which was last updated in 2008. The fee was established to fund facility upgrades and new facilities that would be needed to serve new development. The District charges $0.97 per square foot for residential development, $1.49 per square foot for commercial development, $1.13 per square foot for offices, and $0.67 for industrial development.

DISADVANTAGED UNINCORPORATED COMMUNITIES

LAFCO is required to evaluate disadvantaged unincorporated communities as part of this service review, including the location and characteristics of any such communities. A disadvantaged unincorporated community is defined as any area with 12 or more registered voters, or as determined by commission policy, where the median household income is less than 80 percent of the statewide annual median.[67]

The California Department of Water Resources (DWR) has developed a mapping tool to assist in determining which communities meet the disadvantaged communities median household income definition.[68] According to DWR, there are two disadvantaged communities in Placer County, next to the northern area of the City of Auburn and in the

[67] Government Code §56033.5.

[68] Based on census data, the median household income in the State of California in 2010 was $57,708, 80 percent of which is $46,166.

community of Newcastle. There are no disadvantaged unincorporated communities within or adjacent to the FFPD bounds and sphere of influence.

FINANCING

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

The District reported that its financing levels were not adequate to deliver services. FFPD lost about 20 percent of its annual income due to economic downturn; and the availability of additional funds is limited as the District does not receive any Proposition 172 money or PILT for providing services within the National Forest. The District collects only about 30 to 40 percent of the total billed amount for ambulance services.

The District has reduced its staffing and deferred infrastructure replacement and maintenance in order to cut costs. Reportedly, there are no additional cost containment opportunities or potential financing sources.

Revenues and Expenses

The District's revenue in FY 12-13 amounted to $1,118,028 and included 34 percent from property taxes, 29 percent from special assessment, 24 percent from ambulance fees and six percent from strike team reimbursements. Small amounts came from fire rescue fees, development fees, grants, donations, and interest.

In 2004, voters of FFPD approved a special tax to support the merger of the Safety Club Ambulance Service into the District. FFPD collects no charge for unimproved parcels, $96 for single family or mobile home, $192 for two homes per parcel, $96 for duplexes, triplexes and apartments per dwelling unit, $96 for mobile home or trailer park per space/parcel, and $384 for commercial/industrial property per parcel. The amounts are adjusted annually.

The District has established a fee schedule that includes inspection and development fees. Additionally, FFPD charges fees for ambulance services and for sending its strike team to fight wildland fires.

The District reported that it had not applied recently for any grants.

FFPD expenditures in FY 12-13 were $1,072,808, of which 60 percent was spent on salaries, four percent on workers compensation insurance, three percent on services and supplies, five percent on fleet maintenance, four percent on professional services, four percent on debt service (retained earnings), and nine percent on capital improvements.

Foresthill FPD pays Placer Hills FPD for the services of the PHFPD chief and general manger in the amount of $60,000 payable in 12 equal payments. FFPD reimburses either Placer Hills FPD or the chief for the actual cost of any direct expenses incurred by the chief in performing his duties.

For being a part of the District's strike team volunteer personnel is not reimbursed but qualifies for the per diem incidental allowance. District's full-time personnel is paid their

usual base salary including overtime. And part-time employees are reimbursed at their regular rate of pay and overtime.

According to the District's FY 2014-2015 salary schedule, FFPD chief's compensation is about $60,000, captains receive anywhere from $40,000 to $45,000, lieutenants' pay range is between $40,000 to $42,000, and firefighters' pay is in the $30,000s range.

In FY 12-13, the District's revenues exceeded expenditures by $277,972.

Capital Improvements

The District's apparatus and facility capital improvement needs are currently planned for as needed during the annual budget process. In FY 12-13, FFPD spent $91,764 on capital improvements, including remodeling Station 88.

In FY 13-14 the District purchased a utility vehicle from Newcastle FPD for $300,000, Knox for new ambulance for $1,285, and radios also for new ambulance for $2,596. In FY 14-15, FFPD paid for portion of new ambulance originally bought with unrestricted reserves by charging $100,000 to capital expense per Board action in February 2015. In the same fiscal year, the District purchased additional Jaws of Life for $10,579 and additional Thermal Imaging Camera for $4,994.

Outstanding Debt

The District does not have any outstanding long-term debt.

Reserves

The District has adopted a reserve policy to ensure that FFPD has sufficient funding available to meet its operating, capital and debt service cost obligations. The District maintains five reserve funds, including capital improvement, major incident, vehicle acquisition/repair, district office equipment, and contingency fund. Capital improvement reserve is the only restricted reserve. Unrestricted reserves, according to the policy, have to be maintained at a minimum level of 25 percent of the annual budgeted operating costs. As reported by the District, at the end of FY 12-13, the District had $68,992 in capital improvement reserve, $418,615 in retained earnings reserve, $328,911 in general reserve, and $25,000 in contingency reserve.

As of June 30, 2014, the District had $81,585 in capital improvement reserve, $385,314 in retained earnings reserve, $328,911 in general reserve, and $25,000 in contingency reserve.

Joint Financing Mechanisms and Employee Benefits

FFPD does not participate in any Joint Powers Authorities (JPAs).

In 2013, FFPD implemented deferred compensation retirement for the benefit of its eligible employees. The plan allows for elective contributions by employees. The maximum amount the District contributes toward each employee's account per month is $375.

PRESENT AND PLANNED CAPACITY

FFPD reported that it currently had marginal capacity to provide services to its current service area. The District experiences financial difficulties that also cause staffing constraints.

FFPD station 89 has limited capacity, and although the District has a capital facility reserve, it does not contain enough funds to implement necessary improvements. FFPD is also in need of new engines; however, lacks funds for their purchase.

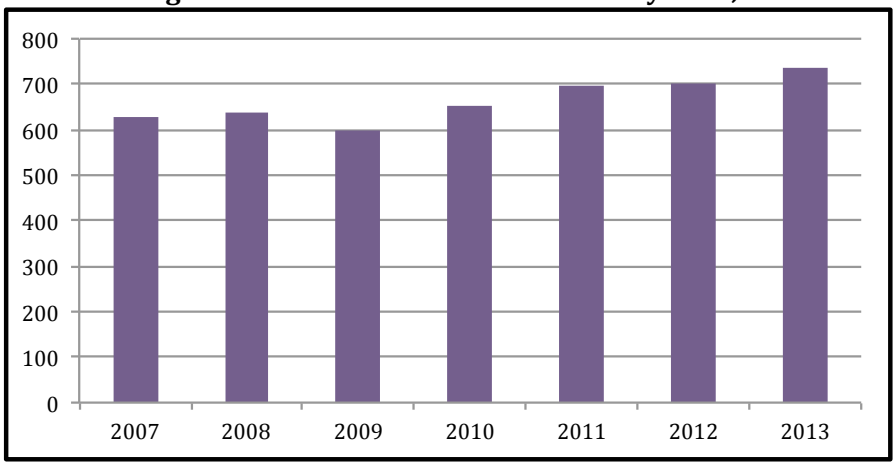
The District has limited excess capacity to provide services outside of its own jurisdiction and eliminate the need for duplicate infrastructure construction by other agencies as is evident from the FFPD ambulance services that extend into the National Forest outside of its boundaries. The District additionally provides fire and rescue services through automatic aid in the USFS lands; however, the capacity is constrained by the lack of reimbursement for these services.

Existing Demand

The District forecasts its service needs informally through historical data and monitoring the call volumes. However, there are limited benefits from forecasting as financing is expected to remain limited, which would constrain service level adjustment required to accommodate increase in demand. Besides population growth, recreation in the USFS areas is affecting the District's service demand. It was reported that the District is not anticipating a significant increase in service demand over the next 10 years.

The District reported that its peak demand times occurred on weekends between 1:00 p.m. and 7:00 p.m. June through September.

Figure 7-4: FFPD Number of Calls by Year, 2007-2013



FFPD observed a slight increase in service demand in the last few years. As shown in Figure 7-4, the overall number of calls increased from 2007 to 2013 with a dip in demand in 2009. In 2013, FFPD received a total of 737 calls (including mutual aid calls), out of which 72 percent were for emergency medical services, two percent for motor vehicle accidents, one percent for false alarms, five percent for fires and hazardous materials, 10 percent for miscellaneous emergencies, and nine percent for miscellaneous non-emergencies. The District averaged 123 service calls per 1,000 residents. In 2013 FFPD responded to 29 mutual aid calls, which constituted four percent of the total number.

Staffing

The District employs 34 firefighting staff, including 12 part-time firefighter EMTs, 10 part-time firefighter medics, three full-time lieutenants, four full-time captains, one part-time fire marshal, three unpaid resident firefighters, and one cadet. Additionally, FFPD has a part-time fire chief.

Cadet program offers on the job experience in fire district operations to individuals with limited training, education, or experience. The program is aimed towards individuals who are working towards a career in the fire service, and those who would like to work for FFPD as a paid call or part-time firefighter. Resident firefighters are paid per call at $11.01 an hour once they have a task book signed off by training officer. The District reported that it was in the bottom three among fire protection districts in Placer County in terms of the firefighter compensation amounts for all ranks. The median age of the firefighters is 29, with a range from 22 to 63.

As shown in Figure 7-5, FFPD has been experiencing moderate to low level of personnel turnover between 2011 and 2014. However, there has been overall decline in the total number of firefighting staff overtime. As part of the recruitment efforts, FFPD staff attends Volunteer Fire Academy to recruit for the position of resident firefighter.

Figure 7-5: Staffing Changes Overtime

Year	2011	2012	2013	2014
Total Staff	41	36	38	34
New Staff	6	2	4	3
Departed Staff	0	2	0	2

Currently, there are three certifications in the California firefighter series; Volunteer Firefighter, Firefighter I, and Firefighter II. While the Volunteer Firefighter focuses on skills and tasks necessary to assure safety on the fire ground, Firefighter I & II prepares the firefighter to perform essential and advanced fire ground tasks, as well as allowing entry into all tracks of the certification system. The level of certification required for each firefighter is determined by the individual fire department. However, according to the California State Fire Marshal, there are plans to phase out the Volunteer Firefighter certification level and the most basic level of certification will eventually be Firefighter I. Firefighter I certification requires completion of the 259-hour Firefighter I course, which includes training on various fireground tasks, rescue operations, fire prevention and investigation techniques, and inspection and maintenance of equipment. In addition to this course, Firefighter I certification also requires that the applicant have a minimum of six months of volunteer or call experience in a California fire department as a firefighter performing suppression duties.[69] The number of FFPD personnel certified in each category is shown in Figure 7-6. Each firefighter, including volunteers, is able to hold multiple certifications, including strike team certifications. The additional certification levels shown in this table are described in more detail in Chapter 3 of this report.

[69] State Fire Marshal, Course Information and Required Materials, 2007, p. 44

Figure 7-6: FFPD Certified Personnel

Certification Level	Number of Firefighting Staff	% of Total Firefighting Staff
Volunteer Firefighter	5	15%
Firefighter I	22	65%
Firefighter II	11	32%
First Responder EMS	0	0%
Emergency Medical Technician 1	13	38%
Paramedic	14	41%
Apparatus Engineer	16	47%
Company Officer	4	12%
Chief Officer	2	6%
Haz Mat FRO	16	47%
CICCS FFT 2	0	0%
CICCS FFT 1	22	65%
CICCS Engine Boss	12	35%
CICCS Strike Team Leader	6	18%
Fire Line EMT	13	38%
Fire Line Medic	14	41%

The District conducts in-house training for its personnel, offering 60 to 100 hours of training to paid firefighters and volunteers alike. FFPD requires newly hired paid firefighters and volunteers to have completed task book training for their respective positions. The District reports that the main challenge in attaining local, State and Federally mandated training levels for volunteers is cost constraints.

Facilities and Capacity

FFPD operates three fire stations and an administrative building that houses fire chief, deputy fire marshal/operations battalion chief, human resources/administrative clerk, and training room. Stations 88 and 90 are staffed 24 hours a day, 7 days a week, while station 89 is unstaffed. Station 89 is situated on land owned by Placer County; FFPD owns the building and holds a 99-year lease with no payments due to the County. The function and condition of each fire facility is described in more detail in Figure 7-7.

Figure 7-7: FFPD Facilities

	Station #88	Station #89
Property owner	Foresthill Fire Protection District	Placer County/FFPD
Address	5981 Gold St. Foresthill, CA 95631	22700B Foresthill Rd. Foresthill, CA 95631
Purpose	Fire Suppression, EMS	Fire Suppression
Additional uses or other entities using the facility	None	None
Hours station is staffed	24 hours/7 days a week	Unstaffed
Date acquired or built	1989	Unknown
Condition of facility[70]	Fair	Poor
Infrastructure Needs	None reported	None reported
Number and type of vehicles at facility	Type 1 engine, Type 3 engine, 2 ambulance vehicles	Water Tender
Number and classification of paid staff staffing facility	1 Lieutenant, 1 Firefighter/Engineer	0
Number and classification of another agency's paid staff staffing the facility	0	0
Number of volunteers available at facility	1	0

	Station #90	Administration Building
Property owner	Foresthill Fire Protection District	Foresthill Fire Protection District
Address	20540 Foresthill Rd. Foresthill, CA 95631	24320 Main St. Foresthill, CA 95631
Purpose	Fire Suppression, EMS	Administration, Training Room
Additional uses or other entities using the facility	None	Training, Conference Room, Community Room

[70] Facility condition definitions: **Excellent**—relatively new (less than 10 years old) and requires minimal maintenance. **Good**—provides reliable operation in accordance with design parameters and requires only routine maintenance. **Fair**—operating at or near design levels; however, non-routine renovation, upgrading and repairs are needed to ensure continued reliable operation. **Poor**—cannot be operated within design parameters; major renovations are required to restore the facility and ensure reliable operation.

	Station #90	Administration Building
Hours station is staffed	24 hours/7 days a week	Monday-Friday 7:00 a.m.-5 p.m.
Date acquired or built	Unknown	1976
Condition of facility[71]	Fair	Excellent
Infrastructure Needs	None reported	None reported
Number and type of vehicles at facility	Type 1 engine, Type 3 engine, ambulance rescue vehicle	2 command vehicles
Number and classification of paid staff staffing facility	1 Captain, 1 firefighter/engineer	1 fire chief, 1 battalion chief, captain, office manager
Number and classification of another agency's paid staff staffing the facility	0	0
Number of volunteers available at facility	1	1

The District reports that its water reserves are unsatisfactory for fire and emergency purposes. FFPD relies exclusively on its water tender, which has capacity of 3,000 gallons.

It appears that currently the District's facilities have moderately sufficient capacity to provide adequate services to the existing service area based on the condition of the District's facilities and FFPD's response times to service calls. All three of the stations used by FFPD are in poor or fair condition, which constitutes a capacity constraint. FFPD meets the National Fire Protection Association (NFPA) standards for response to structural fire calls. The District meets the Sierra-Sacramento Valley EMS (S-SVEMS) Agency standards for response to medical emergencies in its service area within Foresthill, Todd Valley Estates, Baker Ranch, and in wilderness areas within the District's boundaries and outside.

The District's capacity is further constrained by the District's financial difficulties that prevent FFPD from purchasing needed vehicles and retaining paid staff.

Dispatch and Communications

Fire agencies serving the unincorporated territory in western Placer County are dispatched by two separate agencies. Fire districts are dispatched by the Placer County Communications Division of the Placer County Sheriff's Department. Placer County Fire Department, which is providing services through a contract with CAL FIRE, is dispatched by the CAL FIRE Grass Valley Emergency Command Center. The cities of Roseville, Rocklin

[71] Facility condition definitions: **Excellent**—relatively new (less than 10 years old) and requires minimal maintenance. **Good**—provides reliable operation in accordance with design parameters and requires only routine maintenance. **Fair**—operating at or near design levels; however, non-routine renovation, upgrading and repairs are needed to ensure continued reliable operation. **Poor**—cannot be operated within design parameters; major renovations are required to restore the facility and ensure reliable operation.

and Lincoln have their own dispatch centers and frequencies, while the cities of Auburn and Colfax contract with CAL FIRE.

FFPD maintains a contract for dispatch services with Placer County Sheriff's Department. Dispatch services are currently provided free of charge. Placer County, in lieu of sharing Proposition 172 funds, offered fire districts in Placer County free dispatch services.

In addition to fire agencies, the Communications Division of the Placer County Sheriff's Department provides dispatching services for the sheriff, paramedics, animal control, and county roads. The division is staffed 24 hours a day, 365 days a year. All communications personnel are trained in emergency medical dispatch protocols wherein the dispatcher can give life-saving emergency medical instructions over the telephone prior to the arrival of the first responders.

FFPD recognizes that multiple communication and response problems are caused by multiple dispatch centers in the area and believes that consolidation of dispatch centers is a priority concern. The District reported that one dispatch center for all fire agencies in the County was a preferred option.

Capability at an Incident

The District reported that its actual response capability at an incident consisted of two engine companies with four personnel. It can further be augmented by call staff and volunteers in addition to robust automatic aid assistance. FFPD has off-duty firefighters who carry pagers and are able to respond when necessary.

Status of, and Opportunities for, Shared Facilities

One of the fire stations owned by FFPD if located on land owned by Placer County.

The District's administrative building and stations 88 and 90 are open for community use, such as non-profit and community events. Future facility sharing opportunities include additional community events. Foresthill/Iowa Hill Fire Safe Council uses FFPD administrative building for its regular meetings.

The District shares fire chief and administrative services provided by Placer Hills FPD. The two districts additionally share a CQI coordinator and fire prevention and inspections.

Infrastructure Needs

The District reported that it was in need of two additional type 1 engines; however, FFPD is not financially able to purchase them at this time.

The District's stations are in fair and poor condition and would require upgrades and renovations to bring them to satisfactory condition that would not constitute a capacity constraint. Septic repairs and/or replacement are needed at Station 88 and black top repair at Station 90. The District estimates these upgrades to amount to about $50,000; however, no funding is available at this time.

Challenges

The primary challenge for FFPD is lack of funding, which prevents the District from implementing necessary facility upgrades and purchasing needed vehicles.

SERVICE ADEQUACY

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

Fire services in the communities are classified by the Insurance Service Office (ISO), an advisory organization. This classification indicates the general adequacy of coverage, with classes ranking from 1 to 10. Communities with the best fire department facilities, systems for water distribution, fire alarms and communications, and equipment and personnel receive a rating of 1. Placer County encourages local fire protection agencies in the County to maintain minimum ISO ratings of 4 in urban areas, 6 in suburban areas and 8 in rural areas. Effective July 1st, 2014, Insurance Service Office has modified its classification system. FFPD, which was evaluated based on the new system, has an ISO of 3 in urban areas and 3Y in rural areas[72]. The District was last evaluated in 2014.

The National Fire Protection Association (NFPA) has issued response time performance standards depending on the service structure of the agency. The response time is measured from the completion of the dispatch notification to the arrival time of the first-responder at the scene. Though not a legal mandate, these standards provide a useful benchmark against which to measure fire department performance. For agencies with paid staff, NFPA 1710 identifies the response time guideline of six minutes at least 90 percent of the time. For volunteer and combination fire departments, NFPA 1720 recommends that the response times for structure fire be nine minutes in urban demand zones at least 90 percent of the time, 10 minutes in suburban zones at least 80 percent of the time and 14 minutes in rural zones at least 80 percent of the time. Response times in remote zones are directly dependent on travel distances.[73] Although FFPD mostly relies on paid staff, majority of the firefighting personnel are part-time and are supported by a limited number of volunteer resident firefighters and cadets. Additionally, the District falls under the definition of rural demand zone. Based on these factors, FFPD is subject to NFPA 1720 guidelines.

The local emergency medical services agency (LEMSA) for Placer County is Sierra-Sacramento Valley Emergency Medical Services Agency (S-SVEMS).[74] Emergency ground

[72] The classification of 3/3Y was formerly 3/8B. http://www.isomitigation.com/ppc/articles/PPC-Announcement-Brochure.pdf

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

[74] S-SVEMS is responsible for planning, development and implementation of all EMS components, including regional trauma system planning, qualification, accreditation, authorization of all prehospital care personnel, EMS system design, and compliance with local and state regulations.

ambulance service for the majority of Placer County is provided by American Medical Response under an exclusive operating agreement (EOA) with S-SVEMS. Foresthill FPD, North Tahoe FPD[75] and South Placer FPD also provide emergency ambulance service to their districts under EOAs. Emergency response time standards set by S-SVEMS in Placer County vary for each of the four approved providers and by the level of urbanization of an area (the more urban an area, the faster a response should be).[76]

FFPD provides ambulance services to the territory within its own boundaries as well as an extensive wilderness area to the east outside of its bounds. Within the communities of Foresthill, Todd Valley Estates, and Baker Ranch, the District has to respond within 15 minutes 90 percent of the time and as soon as possible in the rest of its service area. According to the District's records, FFPD was in compliance with S-SVEMS response time standard in Foresthill, Todd Valley Estates and Baker Ranch 100 percent of the time during seven months in 2013. During the rest of the year the compliance rate varied between 91 and 97 percent. In its wilderness service area zones, the District was in compliance 100 percent of the time during all 12 months in 2013.

Placer County encourages local fire protection agencies in the County to have an average response times to emergency calls of four minutes in urban areas, six minutes in suburban areas and 10 minutes in rural areas.

FFPD's 80th percentile response time is 11.7 minutes, the 90th percentile response time is 14.7 minutes, the median response time is 7.8 minutes, and average response time is 9.8 minutes.

The service area size for each fire station varies between the fire districts. The median fire station in Placer County serves approximately seven square miles. ~~Placer Hills FPD~~PCF ~~station~~ serves the most expansive area of ~~46.7~~34 square miles per each of its stations. Densely populated areas tend to have smaller service areas. For example, the median service area of the city fire department stations is 4.5 square miles. By comparison, each fire station in FFPD serves approximately 27 square miles. However, the District's ambulance services are provided to a much larger area with only two stations being dedicated to ambulance service provision, thus each of the stations serving about 250 square miles.

The number of firefighters serving within a particular jurisdiction is another indicator of level of service; however, it is approximate. The providers that rely on volunteer or call firefighters may have differing staff availability and reliability. An agency with more

[75] North Tahoe FPD does not provide ambulance transport services in western Placer County and is therefore out of scope of this report and will not be discussed further.

[76] Response time standards for American Medical Response (AMR) are eight minutes 90 percent of the time in the cities of Roseville and Rocklin and in the City of Auburn and the County (all of the City of Auburn and County area half a mile west of SR 49 from the City of Auburn to Dry Creek Road, east of SR 49 up to and including I-80 North to include Bell Road, and half a mile east of SR 49 from Bell Road to Dry Creek Road), 15 minutes 90 percent of the time in Auburn east to include Colfax and Auburn west to Rocklin, 10 minutes 90 percent of the time in Lincoln, 20 minutes 90 percent of the time in rural areas of AMR service area in Placer County, and as soon as possible in wilderness areas. South Placer FPD is required to respond with ALS on scene 10 minutes 90 percent of the time and ambulance on scene 15 minutes 90 percent of the time. The requirement for Foresthill FPD is to respond within 15 minutes 90 percent of the time in Foresthill, Todd Valley Estates and Baker Ranch.

firefighters could have fewer resources, if availability is limited due to work and personal obligations. Staffing levels in Placer County vary from 0.5 firefighters per 1,000 residents in in the City of Lincoln to 37.7 firefighters in Alta FPD. By comparison, FFPD has on average approximately six firefighters per 1,000 residents.

Operating expenditures per capita is often reflective of the level of service offered by a fire provider as determined by financing constraints. The least amount of money per capita was spent by the Colfax Fire Department ($18.77). South Placer FPD expended the most per capita ($274.90). To compare, FFPD spent $156 per capita in FY 12-13.

Figure 7-8: Foresthill FPD Fire Service Profile

Agency Resource Statistics	
Staffing base year	2014
Fire stations in agency boundaries	3
Fire stations serving the agency	3
Square miles served per station	27
Total staff	40
Total firefighting staff	38
Total firefighting staff per station	13
Total firefighting staff per 1,000 residents	6
Operating expenditures per capita	$156
Service Demand	
Statistical base year	2013
Total service calls	737
% EMS	72%
% Fire/hazardous materials	5%
% Motor vehicle accidents	2%
% False alarms	1%
% Miscellaneous emergency	10%
% Non-emergency	9%
% Mutual aid calls	4%
Calls per 1,000 residents	123
Service Adequacy	
Median response time	7.8
80th percentile response time	11.8
90th percentile response time	14.7
ISO Rating	3/3Y

FORESTHILL FIRE PROTECTION DISTRICT DETERMINATIONS

Growth and Population Projections

- Foresthill Fire Protection District (FFPD) currently has a district-estimated population of approximately 6,000.
- FFPD reportedly experienced minimal population growth and change in service demand in the last five years. Growth has been mostly concentrated in Monte Verde Estates. Similarly, growth in the next 10 years is also expected to be minimal. The District is currently aware of one proposed development in its boundaries. Belcara subdivision is located in the western part of FFPD and consists of 39 single-family parcels.
- FFPD reviews plans for proposed developments within its boundary area to ensure that these developments are in compliance with fire safety standards.
- The District currently has an established development impact fee (DIF) to fund facility upgrades and new facilities needed to serve new developments.
- Based on the Department of Finance (DOF) population forecasts, the District's population is projected to increase by 12 percent from 2010 to 2020. According to the Sacramento Area Council of Governments (SACOG) projections, the population of FFPD is anticipated to increase by 19 percent between 2008 and 2020.

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

- According to the Department of Water Resources, there are two communities in Placer County, located south of the City of Auburn and in the community of Newcastle, that meet the disadvantaged community's median household income definition. There are no disadvantaged unincorporated communities within or adjacent to the FFPD bounds and sphere of influence.

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

- The District forecasts its service needs informally through historical data and monitoring of call volumes. However, there are limited benefits from forecasting as financing is expected to remain limited, which would constrain any adjustments to service level required to accommodate an increase in demand. Besides population growth, recreation in the USFS areas is affecting the District's service demand.
- FFPD reported that it currently had marginal capacity to provide fire services to its current service area. The District experiences financial difficulties that also cause staffing constraints and inability to finance capital improvements.

- It appears that currently the District's facilities have marginal capacity to provide adequate services to the existing service area based on the condition of the District's facilities. All three of the stations used by FFPD are in poor or fair condition, which constitutes a capacity constraint. FFPD is also in need of new vehicles.
- The District meets the Sierra-Sacramento Valley EMS (S-SVEMS) Agency standards for response to medical emergencies in its service area within Foresthill, Todd Valley Estates, Baker Ranch, and in wilderness areas within the District's boundaries and outside. FFPD meets the National Fire Protection Association (NFPA) standards for response to structural fire calls.
- FFPD recognizes that multiple communication and response problems are caused by multiple dispatch centers in the area and believes that a joint dispatch center would ensure that closest resources respond to an emergency.
- The District reported that its actual response capability at an incident consisted of two engine companies with four personnel. It can further be augmented by call staff and volunteers in addition to robust automatic aid assistance.
- FFPD services appear to be adequate based on better than average ISO rating and response times that meet generally accepted standards. Other service adequacy indicators, including area served per fire station, staffing levels per capita, and expenditures per capita, show that FFPD provides a level of services that is relatively comparable to other fire agency in Western Placer.
- District management methods appear to generally meet accepted best management practices. The District prepares a budget before the beginning of the fiscal year, conducts financial audits for each fiscal year, maintains current transparent financial records, tracks employee and district workload, and has an established process to address complaints. FFPD could improve its management practices by evaluating its staff at least annually, and conducting long-term strategic planning and facility capital improvement planning.

Financial Ability of Agencies to Provide Services

- The District reported that its financing levels were not adequate to deliver services. FFPD lost about 20 percent of its annual income due to the economic downturn; and the availability of additional funds is limited.
- The District has reduced its staffing and deferred infrastructure replacement and maintenance in order to cut costs. Reportedly, there are no additional cost containment opportunities or potential financing sources.
- The majority of the District's revenue comes from property taxes, special tax, and ambulance fees.
- The District maintains five reserve funds, including capital improvement, major incident, vehicle acquisition/repair, district office equipment, and contingency fund. The capital improvement reserve is the only restricted reserve.
- FFPD uses a deferred compensation retirement plan for the benefit of its eligible employees.

Status of, and Opportunities for, Shared Facilities

- Station 89 currently used by FFPD is owned by Placer County.
- The District's administrative building and stations 88 and 90 are open for community use. Future facility sharing opportunities include additional community events.
- Foresthill/Iowa Hill Fire Safe Council uses the FFPD administrative building for its regular meetings.
- The District shares fire chief and administrative services provided by Placer Hills FPD through an agreement. The two districts additionally share a CQI coordinator and fire prevention and inspection services.
- FFPD is a signatory of the Western Placer County Cooperative Fire Services Response Agreement along with the 12 other fire protection agencies in western Placer County. FFPD is a member of the Western Placer Fire Chief's Association (WPFCA), Sacramento-Sierra Regional Arson Task Force, Sacramento Regional Fire Prevention, California Conference of Arson Investigators, and California Special Districts Association.

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

- The District generally demonstrated accountability and transparency with regard to its governance by cooperating with the MSR process, publishing agendas for public meetings as legally required, filing Form 700 Statements of Economic Interest, and Board members receiving timely ethics trainings. FFPD could make an improvement by repairing its website and making its information available to public online.
- FFPD has a set of adopted bylaws that provide a framework and direction for district governance and administration, including policies on code of ethics, Brown Act requirements, public requests for information, expense reimbursement, and conflict of interest code.
- Governance structure options for FFPD include consolidation with Placer Hills FPD. An additional option is consolidation with other fire districts to create a single Western Placer fire protection agency or a fire protection district to serve the unincorporated areas.

FORESTHILL FIRE PROTECTION DISTRICT SPHERE OF INFLUENCE UPDATE

Existing Sphere of Influence Boundary

FFPD's existing sphere of influence (SOI) is out of date after not being updated concurrently with boundary reorganizations that have occurred over time.

SOI Options

Four options were identified with respect to FFPD's SOI.

Option #1 – A single fire agency SOI containing unincorporated Western Placer County (excluding territory within SMFD and Rocklin FPD), City of Colfax, and Town of Loomis

If the Commission determines that one fire protection agency taking over services provided by fire districts and Placer County Fire Department in Western Placer County is the preferred governance structure, then it would be appropriate to adopt a single fire agency SOI for unincorporated Western Placer (excluding territory within the Sacramento Metropolitan Fire District boundaries), City of Colfax, and Town of Loomis.

Option #2 – Western Placer County SOI

If the Commission determines that one fire protection agency serving the entirety of Western Placer County is the preferred alternative, then it would be appropriate to adopt a single SOI that encompasses Western Placer County, including all fire service providers serving both unincorporated and incorporated areas.

Option #3 – Joint SOI with Placer Hills FPD

Should the Commission determine that consolidation of FFPD with PHFPD, which already closely collaborate and share resources, would be the most likely and beneficial step in the immediate future, then a joint SOI for the two agencies would be appropriate.

Option #4 – Coterminous SOI

In the event that the Commission determines that no changes are necessary in the existing service provision structure and boundary arrangement, adopting a coterminous SOI would be appropriate.

Recommended Sphere of Influence Boundary

Adopting a coterminous SOI for the District would send a signal that the current service provision structure is adequate, which is not currently the case, since FFPD is experiencing multiple financing challenges and other constraints that limit its operational capacity. Although, a joint sphere of influence with Placer Hills FPD (with which FFPD closely collaborates) and subsequent consolidation would be a step in the right direction, it will achieve only minimal benefits. Additionally, it would create an illogical boundary having formed a district with two non-contiguous areas.

As outlined in the *Governance Structure Options and Recommendations* section of Chapter 3, the solution that will achieve the greatest savings, improvements in efficiency,

and increase in capacity, and deliver the most benefits to constituents, while also taking into consideration the current political climate in the County, would be a single agency taking over services provided by Placer County Fire and the fire districts (excluding Rocklin FPD) in Western Placer County. While in the long run a single Western Placer agency should be the ultimate goal and the City of Auburn could potentially take lead on bridging the gap since some interest in consolidation has been already expressed by the City's Fire Department, currently, there is a lack of compatibility between the cities typically serving more densely populated areas offering a higher level of services and the fire protection districts that generally serve the rural unincorporated areas with a heavier reliance on volunteer firefighters. Additionally, the cities, in particular Roseville, Rocklin, and Lincoln, have not expressed an interest in involvement in a consolidated fire provider serving within their incorporated boundaries. On the other hand, the study has shown that all of the fire districts in Western Placer County already demonstrate extensive collaboration with one another and several agencies have taken significant steps towards consolidation.

In summary, it is recommended that the Commission adopt a single fire agency SOI for unincorporated Western Placer (excluding the portion within SMFD's boundaries and Rocklin FPD), the City of Colfax and Town of Loomis, thus encouraging all of the fire districts and the County to work together to achieve the goal of a single agency serving a majority of the western territory of the County. Consolidation would aid in resolving some of the districts' challenges and constraints, including FFPD's multiple financial, operational, and efficiency challenges, through enhanced economies of scale, greater leveraging of resources, and unified procedures.

Proposed Sphere of Influence Determinations

Nature, location, extent, functions, and classes of services provided

- Foresthill Fire Protection District (FFPD) provides fire protection, first-responder emergency medical, rescue, hazardous material emergency response, ambulance, and other services related to the protection of life and property within FFPD boundaries and outside through automatic and mutual aid agreements and contracts.

Present and planned land uses, including agricultural and open-space lands

- Land uses within the District consist of open space, rural residential, suburban residential, industrial, and timberland. The recommended SOI is consistent with land uses approved by the County, which has land use authority within the District boundaries. FFPD has no authority over land use.
- County policies require new developments to comply with fire code and to develop or fund fire protection facilities, personnel, and operations and maintenance.
- Fire services are needed in all areas, are already being provided, and do not, by themselves, induce or encourage growth on agricultural or open space lands.

Present and probable need for public facilities and services

- As indicated by the service call volume and an overall increase in service demand over the last few years, there is a present and anticipated continued need for fire protection services within FFPD. Recreation in the USFS areas is increasing the District's service demand.

Present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide

- FFPD reported that it currently had marginal capacity to provide fire services to its current service area. The District experiences financial difficulties that also cause staffing constraints and inability to finance capital improvements.
- It appears that currently the District's facilities have marginal capacity to provide adequate services to the existing service area based on the condition of the District's facilities. All three of the stations used by FFPD are in poor or fair condition, which constitutes a capacity constraint. FFPD is also in need of new vehicles.
- FFPD services appear to be adequate based on better than average ISO rating and response times that meet generally accepted standards. Other service adequacy indicators, including area served per fire station, staffing levels per capita, and expenditures per capita, show that FFPD provides a level of services that is relatively comparable to other fire agency in Western Placer.
- FFPD recognizes that multiple communication and response problems are caused by multiple dispatch centers in the area and believes that a joint dispatch center would ensure that closest resources respond to an emergency.

- District management methods appear to generally meet accepted best management practices.

Existence of any social or economic communities of interest

- Population within FFPD boundaries is a community of interest for the District.
- Areas that receive the District's services through automatic and mutual aid, as well as contracts and agreements are also considered communities of interest.

Present and probable need for public facilities and services of any disadvantaged unincorporated communities within the existing Sphere of Influence

- Based on data available from the Department of Water Resources there are no disadvantaged unincorporated communities within or adjacent to the FFPD bounds and sphere of influence, and as such no present or probable need for public facilities and services of any disadvantaged unincorporated communities relevant to FFPD were identified.

8. CITY OF LINCOLN FIRE DEPARTMENT

The Lincoln Fire Department (LFD) provides fire prevention, suppression, emergency medical, and technical rescue services. A municipal service review (MSR) for the City of Lincoln, which covered the Lincoln Fire Department along with all other city departments, was last completed in 2010.

AGENCY OVERVIEW

Background

The City of Lincoln was incorporated on August 7, 1890 as a general law city.[77] The City operates under a City Council/Manager form of government and provides fire, law enforcement, parks and recreation, library, water, wastewater, stormwater, solid waste, transit, street maintenance, airport, planning, and economic development services. The focus of this chapter is only the services offered by the Fire Department.

The Lincoln Fire Department was established November 14, 1896 with the formation of Lincoln Hose Company #1. Like nearly all organized fire services of that time, it was made up of volunteers from the community. Lincoln's volunteer fire service continued to evolve and existed as the source of fire protection to the community for many years. Due to the rapid growth of the City and increasing demand for public safety services, the Fire Department began employing its first dedicated full-time staffing in 2001.

Boundaries

As shown in Figure 8-1, the City of Lincoln is located in the southwestern part of Placer County and borders the City of Rocklin in the south and Placer County Fire Department in all other directions. The City's boundaries encompasses approximately 20.1 square miles.

Sphere of Influence

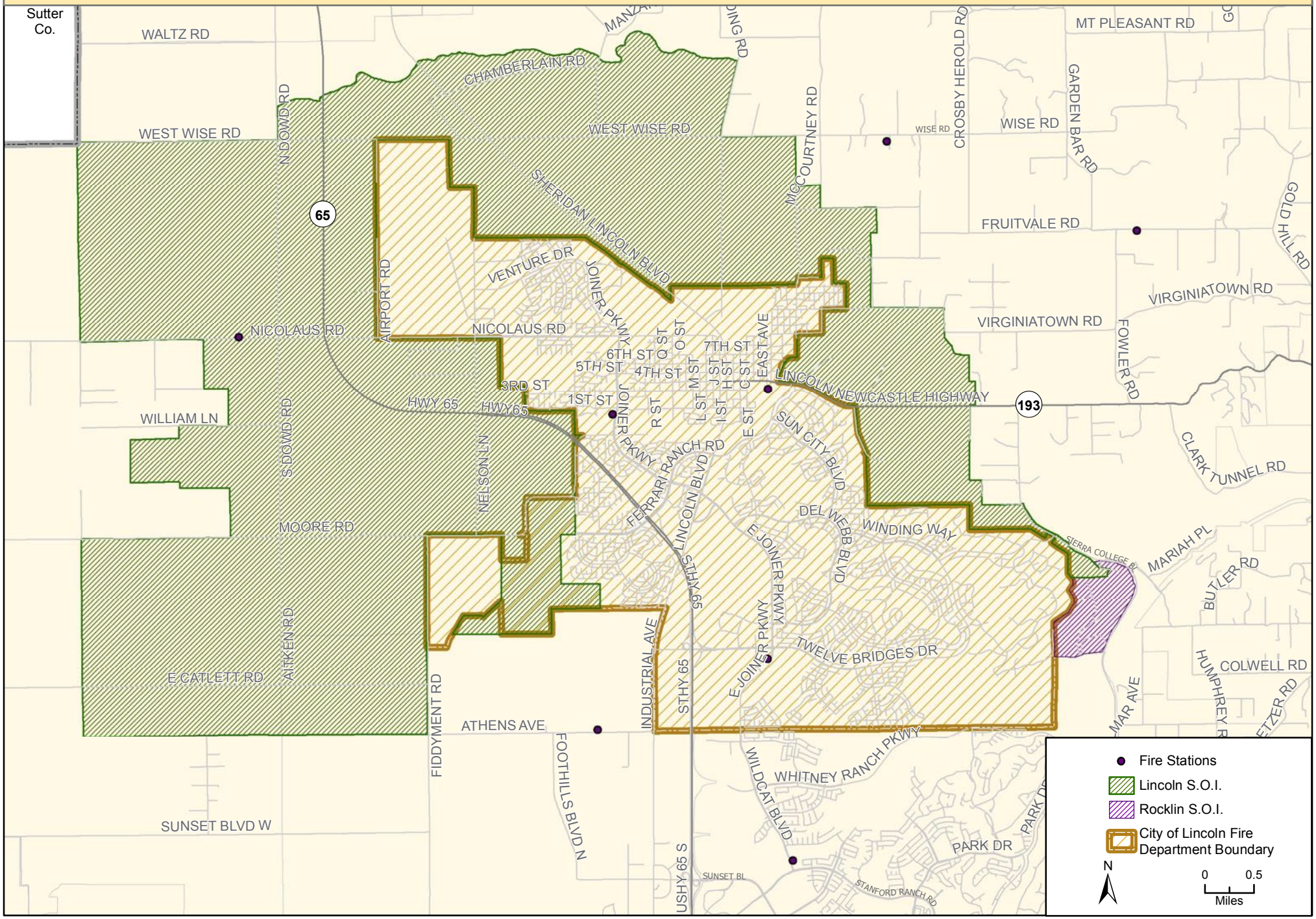
The sphere of influence (SOI) for the City is larger than its boundary area and includes about 32.5 square miles. The City's SOI extends outside of its boundaries to the north and west.

[77] "California Cities by Incorporation Date" http://www.calafco.org/docs/Cities_by_incorp_date.doc

County of Placer

Fire Municipal Services Review

CITY OF LINCOLN FIRE DEPARTMENT



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Date: 12/1/2015

Type and Extent of Services

Services Provided

LFD provides fire suppression, basic life support, and fire education/prevention services. Figure 8-2 details the services provided by LFD. If a service is not provided by LFD, but is offered by another agency, it is indicated in the figure.

Figure 8-2: LFD Services

Service	Agency
Fire Suppression Services	
Structural Fire Protection	Yes
Wildland Fire Protection	Yes
Vehicle Fire Protection	Yes
Ladder Truck Capabilities	CAL FIRE, Rocklin, Roseville
Fire Suppression Handcrew	CAL FIRE
Fire Suppression Dozer	CAL FIRE
Helicopter Services – Fire Suppression	CAL FIRE/ Sac Metro
Boat With Fire Suppression Capabilities	No
Emergency Medical Services	
Basic Life Support Provider	Yes
Advanced Life Support - Non Transport Provider	No
Advanced Life Support Transport Provider	AMR
Continuing Education Provider – Medical	Target Solutions
Air Ambulance Transport Helicopter Services	Cal Star
Helicopter Landing Facilities On Site	Lincoln Airport
Vehicle Extrication Tools/Equipment	Yes
Fire Prevention	
Fire Safety Education – Children	Yes
Fire Safety Education – Adults/Seniors	Yes
Juvenile Firesetter Prevention Program	No
Fire and Life Safety Business Inspection Program	No
Fire Protection Planning	Consultant via Building Dept.
New Commercial Construction Plan Reviews	Consultant via Building Dept.
Public Education Provider (CPR, First Aid, etc.)	No
Home Fire/Safety Inspections	No
Fire Origin and Cause Investigations	Yes
Fuel Reduction/Weed Abatement Program	City Code Enforcement
Smoke Detector Giveaway/Installation Program	No
Address Sign Installation Program	No
Rescue Services	
First Responder Swift Water Rescue Program	No (some capability)
Water Rescue Program	No
Ice Rescue Program	No

Dive Rescue Program	No
Low angle Rope Rescue Program	No (some capability)
Helicopter Short/Long Haul Rescue Capabilities	Sheriff/HP
Response To Boating Accidents	No
Rescue Dog Services	No
Hazardous Materials	
Hazardous Materials Emergency Response – Basic	Yes
Hazardous Materials Response Team	Placer County OES
Support Services	
Firefighter Incident Support Unit	Yes
Mobile Incident Command/Communications Unit	Yes
Fill Station for Self Contained Breathing Apparatus	Yes
Mobile Breathing Support Unit	No
Community Emergency Response Team	Yes
Chaplain Services	Placer County Law Enforcement Chaplaincy (PCLEC)
Training Academy	No
Emergency Operations Center Capabilities	Yes (local only)
Miscellaneous	
Public Service Assists	Yes
Motor Vehicle Accident Response	Yes
Welfare Checks	Lincoln PD
Public Safety Answering Point	Yes
Fire/EMS Dispatch	Yes
Fundraising Activities	No
Firefighters Association - Non Profit	IAFF – Lincoln Professional Firefighters
Auxiliary Association	No

Collaboration

LFD is a signatory of the Western Placer County Cooperative Fire Services Response Agreement along with 12 other fire protection agencies in western Placer County, including Alta Fire Protection District, CAL FIRE/Placer County Fire Department, Foresthill Fire Protection District, Loomis Fire Protection District, Newcastle Fire Protection District, Penryn Fire Protection District, Placer Hills Fire Protection District, South Placer Fire Protection District, City of Colfax Fire Department, City of Rocklin Fire Department, City of Auburn Fire Department, and City of Roseville Fire Department. According to the agreement, the agencies provide automatic aid to each other and make use of the closest resource dispatching fire, rescue, and medical emergency response without regard to jurisdiction or statutory responsibility.[78] LFD also has a mutual aid agreement with Placer

[78] Western Placer County Cooperative Fire Services Response Agreement Operational Plan, June 2012

County Fire and its contract service provider (CAL FIRE). LFD did not report any auto aid agreements with neighboring providers.

LFD did not identify which agencies and associations with which it maintains memberships. It is known that LFD participates in the Western Placer County Fire Chiefs Association.

Service Area

LFD provides services beyond its boundaries through the Western Placer County Cooperative Fire Services Response Agreement and agreements with other agencies discussed above. In 2006, fire protection agencies in Placer County signed a "boundary drop" agreement according to which the closest resource to an incident responds regardless of boundaries.

As reported by Rocklin Fire Department, it has regularly served into the City of Lincoln in the Twelve Bridges area because the southern Lincoln station was sometimes closed. LFD reported that as of FY 15-16, this station was no longer facing closures.

Services to Other Agencies

LFD does not provide contractual services to other agencies.

Contracts for Services

LFD contracts with a consultant through the City's Building Department for fire planning and new commercial plan reviews.

Recently, the City of Lincoln entered into a shared services agreement with the City of Rocklin for Fire Chief services. The Fire Chief, although an employee of the City of Rocklin, works within a Cooperative Fire Management Shared Services Agreement between the cities of Rocklin and Lincoln. Within this agreement, all fire department management staff positions between the two cities are shared, with the Fire Chief serving as the Chief of both municipalities. The Fire Chief receives administrative direction from both the Rocklin and Lincoln City Managers and is responsible for planning, directing, managing and overseeing the activities and operations of both the Rocklin and Lincoln Fire Departments. The cost of each position to the partner agencies is based on an agreed upon apportionment ratio.

Overlapping Service Providers

The California Department of Forestry and Fire Protection (CAL FIRE) provides services throughout the State. Generally, CAL FIRE services are focused in wildland areas defined as State Responsibility Areas (SRA). Similarly, the United States Forest Service (USFS) also provides services in California, primarily within forests and grasslands. Areas where USFS services are focused are defined as Federal Responsibility Areas (FRA). The entire City of Lincoln is designated as Local Responsibility Area (LRA) and is not considered by CAL FIRE to be within a fire hazard severity zone. The area within the City's SOI to the west is also considered LRA and is not within a categorized fire severity zone. The City's SOI territory to the north is defined as SRA where CAL FIRE has responsibility for wildfires; this area is defined as being within a moderate fire hazard zone. CAL FIRE provides technical support throughout the County in the form of specialized services such as fire suppression handcrews, dozers, and helicopter services when necessary.

ACCOUNTABILITY AND GOVERNANCE

Accountability of a governing body is signified by a combination of several indicators. The indicators chosen here are limited to 1) agency efforts to engage and educate constituents through outreach activities, in addition to legally required activities such as agenda posting and public meetings, 2) timely ethics training for board members and an adopted reimbursement policy, 3) a defined complaint process designed to handle all issues to resolution, 4) adopted bylaws that provide a framework and direction for governance and administration, 5) adoption of a conflict of interest code as required, 6) proper filing of Form 700 by the governing body members, and 7) transparency of the agency as indicated by cooperation with the MSR process and information disclosure.

The City of Lincoln is governed by a five-member City Council who are elected at large to four-year staggered terms. The Mayor and Mayor Pro Tem are selected by a rotation system so that the positions are shared by Council Members. In addition, the City Clerk and the City Treasurer are elected to 4-year terms, while the City Manager—who is responsible for the day-to-day operations of the City—is appointed. City Council members participate on 14 council committees and 15 regional committees.

The City also encourages citizen participation though a number of committees and commissions. These include the Planning Commission, Economic Development Committee, Design Review Board, Parks and Recreation Committee, Theme and Naming Committee, Building Code Board of Appeals, and Nuisance Abatement Board. The term for public members of these boards is four years, and a public member may not serve more than two consecutive terms.

City Council meetings are held on the second and fourth Tuesday of each month at the Lincoln City Hall at 6:00 pm. Meetings are noticed by posting the agenda at the meeting location and other public locations. The City also posts the agenda on the City's website, the public access channel on cable television, and in the City's email bulletins. The City Clerk also maintains a list of individuals and organizations that have subscribed to City Council agendas. Information about City Council meetings is shown in Figure 8-3.

Figure 8-3: City of Lincoln Governing Body

City of Lincoln		
Governing Body		
Manner of Selection	Elections at large.	
Length of Term	4 years	
Meetings	Second and fourth Tuesday of the month at 6:00 pm	Lincoln City Hall, 600 6th Street, Lincoln, CA
Agenda Distribution	Posted at meeting location and online and distributed to email list.	
Minutes Distribution	Posted online.	
Contact (Fire Department)		
Contact	~~Interim Fire Chief Mike Davis~~Fire Chief	
Mailing Address	126 Joiner Parkway, Lincoln, CA 95648	
Phone	916-645-4040	
Fax	916-434-9568	

Email/Website	~~mdavis@ci.lincoln.ca.us~~ http://lincolnca.gov/city-hall/fire-department

The City makes information about its Fire Department available on a subsection of the main city website. Constituents may learn about CERT training, answers to certain frequently asked questions, location of city fire facilities, and community education opportunities. On the main city website, there is information about the City Council and its meetings. Additionally, LFD conducts outreach to the public by making its stations available for visits, conducting fire apparatus demonstrations, participating in special community events by request, holding recruitment fairs, and making fire safety presentations to local groups and at schools.

Each City Councilmember receives a salary of $655 a month. For travel approved by the City Council, Councilmembers are entitled to reimbursement for travel expenses, including meals for Councilmembers and mileage, when attending functions or training classes on behalf of the City, which involve significant travel. Government Code §53235 requires that if a local agency provides compensation or reimbursement of expenses to its members of the governing body, the members must receive two hours of training in ethics at least once every two years and the agency must establish a written policy on reimbursements. The City Clerk did not report when the City Councilmembers last participated in ethics training. The City has established a written policy on expense reimbursement.

According to the city website, citizens may report problems, issues, or concerns via email specific to the nature of the complaint. The personnel charged with resolving the complaint and how the complaint is handled is dependent upon the nature of the complaint. It was not reported whether there were any complaints related to fire services in 2014.

The City Council has adopted a Code of Ordinances that provides a framework and direction for city governance and administration. Included in the ordinances are policies on Brown Act requirements and public requests for information. There does not appear to be a code regarding ethics.

The Political Reform Act (Government Code §81000, et seq.) requires state and local government agencies to adopt and promulgate conflict of interest codes. The Fair Political Practices Commission has adopted a regulation (California Code of Regulations §18730), which contains the terms of a standard conflict of interest code, which can be incorporated by reference in an agency's code. The City has adopted a conflict of interest code as part of its Code of Ordinances.

Government Code §87203 requires persons who hold office to disclose their investments, interests in real property and incomes by filing appropriate forms with the appropriate filing agency (i.e., the County or the Fair Political Practices Commission) each year. Lincoln councilmembers file their Form 700 with the Lincoln City Clerk and Fair Political Practices Commission. The City's newly elected officials are required to file a Statement of Economic Interests within 30 days of being sworn into office. Thereafter, elected officials are required to file an annual Form 700. Each Councilmember's most current Statement of Economic Interests (Form 700) is posted to the City's website. All City Councilmembers filed their Statements of Economic Interest for 2014.

During the course of this MSR process, LFD demonstrated partial accountability in its disclosure of information and cooperation with Placer LAFCO. The Department responded to a portion of the questionnaires and document requests.

PLANNING AND MANAGEMENT PRACTICES

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

LFD employs 20 full-time paid personnel—two battalion chiefs, six fire captains, and 12 firefighters. In 2016, the City started a service sharing agreement with the City of Rocklin for fire chief services. ~~The Fire Chief position is presently vacant, with the functions of the Chief conducted by the Interim Chief.~~ Additionally, the Department has 10 reserve firefighters and four volunteers.

The Fire Chief reports to the City Manager who is accountable to the City Council. The Chief oversees the battalion chiefs, who in turn oversee the fire captains, who manage the firefighters.

Staff are evaluated annually by their direct supervisor. Performance appraisals are maintained by the City's Human Resources Department.

Based on what is available on the City's website, it appears that LFD ~~does not~~has not in the past evaluated its own performance through benchmarking studies or annual reports. However, through the new service sharing agreement with the City of Rocklin, the two cities have conducted an appraisal of the new service structure.

The Department tracks employee workload through time sheets and logs. The Department's overall workload is tracked by logging the number and type of calls for service.

The City's financial planning efforts include an annually adopted budget and a Comprehensive Annual Financial Report (CAFR), both of which include financial planning for the Fire Department. The City plans for its capital improvement needs, including its Fire Department needs, in the Five-Year Capital Plan, which is a component of the annual budget. In addition, the City's budget includes work plans for each of the departments for the year and related milestone dates.

The Lincoln Fire Department is also guided by its mission, which is to serve the community and citizens of Lincoln by protecting life, property, and the environment while being courteous, respectful, and safe in the performance of their duties.

The filing of local agency budgets and related exemptions is governed by Government Code §53901, which states that unless exempted by the county auditor every local agency, with the exception of fire protection districts, must file a copy of its annual budget with county auditor within 60 days after the beginning of the fiscal year. The adoption of a final budget for fire protection districts is governed by Health and Safety Code §53901, which requires their annual budgets to be adopted and forwarded to the county auditor on or

before October 1st of each year. The City reported that it had been exempted by the County Auditor from submitting its annual budget.

The City has not been under review by or received citations from the California Occupational Safety and Health Administration (CALOSHA) in at least the last three years.

EXISTING DEMAND AND GROWTH PROJECTIONS

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

Land Use

Land uses within the City consist of residential, commercial, industrial, public, mixed use, open space, and parks and recreation. The City's bounds encompass approximately 20.1 square miles.

Current Population

According to the 2010 Census, there are 42,819 people in the City of Lincoln. The population density within the City is approximately 2,127 people per square mile.

More recently, the Department of Finance (DOF) estimates that the population of the City of Lincoln was 45,837 as of January 1, 2015, which is seven percent growth since 2010.

Projected Growth and Development

The City reported that it had experienced significant growth in population in recent years. New growth has generally occurred in the Twelve Bridges, Lincoln Crossings and Foskett Ranch communities. The Department's demand for services has reportedly mirrored growth and increased considerably over the last several years. Similar to recent years, the City is expecting continued significant population growth over the next 10 years.

New growth is planned within the Lincoln sphere of influence east and west of the current city limits. For more details on the planned and proposed developments, refer to Figure 8-4.

Figure 8-4: Planned and Proposed Developments in the City of Lincoln

Development	Location	Description
Village 1	East of current City limits	About 1,800 residential dwelling units
Village 5	West of current City limits	About 12,000 residential dwelling units and significant commercial development

The City of Lincoln conducts its population projections in the City's General Plan. The total anticipated population of the City in 2050 is estimated to be 132,000. The population projections are based on the Sacramento Region Blueprint, which makes population projections for the six county Sacramento Area Council of Governments (SACOG) region.

Nearer term population projections were also made in the City's General Plan Background Report, which were also based on SACOG projections. In the report, it is projected that the City will experience four percent growth annually on average through 2025. However, that forecast was made prior to the economic downturn. The City updated its population projections as part of the FY 09-10 annual budget, and at that time, the City more conservatively anticipated 0.4 percent annual growth in the short term.

According to California Department of Finance (DOF) data, the population of Placer County is expected to grow by 12 percent over the 10-year period from 2010 to 2020. Thus, the average annual population growth in the County is anticipated to be approximately 1.12 percent. Based on these projections, the City's population would increase from 42,819 in 2010 to approximately 47,957 in 2020.

Growth Strategies

In 2008, the City completed an updated General Plan that extended the planning horizon to 2050. The planning horizon coincides with the Sacramento Region Blueprint adopted by the SACOG. The Blueprint was a pioneering effort in regional planning for all 20 cities and six counties within the Sacramento area. Member cities have focused on implementing the Blueprint principles which include housing options, transportation choices, mixed land use, compact development, conserving natural resources, utilizing existing assets, and quality design. The 2050 General Plan represents the City's effort at implementing the Blueprint principles.

The City's entire SOI is included in its planning area. The City has planned for areas that were added to the City's SOI in 2010 by creating what are called villages and has developed specific plans and general development plans for each of the villages.

As part of the City's General Plan, fire services and facilities are considered in the following policies:

- **LU-15.13 - Collocation of Facilities:** Community facilities (such as community centers, schools, parks, libraries, fire stations with community rooms) are viewed as a key aspect of neighborhood identity and development. When proposed in the same area, these uses should be collocated to form a stronger activity node within the neighborhood.
- **PFS-2.9 – Water Storage Requirements:** The City shall condition new development on availability of storage that meets the following parameters: 1) Equalizing Storage (for meeting peak flows) - 25 percent of maximum day demand. 2) Fire Reserve - Provide fire reserve as required by the Insurance Services Office (ISO) or as required by the City Fire Chief and City Engineer. 3) Emergency Reserve - 33 percent of the total of Equalizing Storage and Fire Reserve.
- **PFS-2.10 – Fire Flows:** The City shall provide water supply, storage and adequately-sized pipelines to provide fire flows at any point within the City to meet recommendations of the ISO and/or the City Fire Chief and City Engineer and maintain minimum pressures in accordance with requirements outlined in the California Department of Health Services / Waterworks Standards.

- **PFS-8.1 – Fire Loss and Damage:** The City shall work to minimize fire loss and damage within the city.
- **PFS-8.2 – Fire Protection:** The City shall expand fire protection services as needed to meet fire response times.
- **PFS-8.3 – Public Awareness of Fire and Emergency Procedures:** The City shall promote public awareness of fire and emergency procedures by developing new and expanding existing public fire safety and emergency life support education programs.
- **PFS-8.4 – Fire Response Times:** The City shall strive to maintain a firefighting capability sufficient to maintain a fire response time of five minutes or less as a general guideline for service provision and locating new fire stations.
- **PFS-8.5 – Provision of Fire Station Facilities and Equipment:** The City shall provide fire station facilities, equipment (engines and other apparatus), and staffing necessary to maintain the City's service standards (ISO rating and response time).
- **PFS-8.6 – Emergency Access:** The City shall require all new developments to provide adequate emergency access features, including secondary access points.
- **PFS-8.7 – Sprinkler Requirements:** The City shall require sprinklers in all new commercial, industrial and multifamily structures, as well as single family residential structures that are outside of the City's targeted response times.
- **HS-9.5 – Siting of Critical Emergency Responses:** The City shall ensure that the siting of critical emergency response facilities such as hospitals, fire stations, police offices, substations, emergency operations centers and other emergency service facilities and utilities have minimal exposure to flooding, seismic and geological effects, fire, and explosions.

In addition to these policies, the General Plan also outlines several policies to minimize the risk of life and property from urban and wildland fires. In order to implement the General Plan policies, there are related implementation measures. The Fire Department is responsible for 1) updating its plans to include the proposed locations of fire stations based on future development trends, 2) aiding in the adoption of uniform urban and wildland fire management plan standards, 3) aiding in the review and update of the Emergency Response Plan a minimum of every five years, 4) assisting in the creation and update of an emergency management plan for the evacuation of people in areas of risk for flooding, and 5) developing and implementing a program for training staff in disaster preparedness and response.

The City intends to make use of Mello-Roos community facilities districts and/or special assessment districts to fund infrastructure and General Fund supported services in new developments. The City also has impact fees to fund the construction of facilities and acquisition of equipment related to the various municipal services. The City's community services impact fee, which covers parks, police, fire, administration, and solid waste new development facility and equipment needs, was last updated in 2012. The fee is dependent on land use type and density. In areas of very low, low, and medium density, each residential equivalent dwelling unit (EDU) would be charged $7,242. In a high density area, each residential EDU is charged $5,214.

DISADVANTAGED UNINCORPORATED COMMUNITIES

LAFCO is required to evaluate disadvantaged unincorporated communities as part of this service review, including the location and characteristics of any such communities. A disadvantaged unincorporated community is defined as any area with 12 or more registered voters, or as determined by commission policy, where the median household income is less than 80 percent of the statewide annual median.[79]

The California Department of Water Resources (DWR) has developed a mapping tool to assist in determining which communities meet the disadvantaged communities median household income definition.[80] According to DWR, there are two disadvantaged communities in Placer County, next to the northern area of the City of Auburn and in the community of Newcastle. There are no disadvantaged unincorporated communities within or adjacent to the City of Lincoln's bounds and sphere of influence.

FINANCING

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

LFD did not report whether it considered current financing levels to be adequate to deliver services; however, given staffing cutbacks and station closures that have occurred in recent years, it is apparent that financing levels are inadequate to maintain the desired level of services. Over the time period FY 06-07 to FY 15-16, the City has reorganized the Fire Department, which has resulted in the elimination of seven operational staff positions. ~~Additionally, the City has chosen not to fill the Fire Chief position and instead maintains an interim Fire Chief.~~ For a while the City chose not to fill its Fire Chief position and instead maintained an interim Fire Chief. The City has since filled this and other management positions through a service sharing agreement with the City of Rocklin. The agreement has been in place for too short of a time to assess any savings.

The Department's ability to maintain staffing levels and keep all three fire stations open is limited to available funding for overtime within the Department's budget. In FY 14-15, employee leave was backfilled to maintain staffing levels when funding was available within each pay period. When allotted funding was exhausted, the station with the lowest call volume was closed. This methodology will continue into FY 15-16 with the budgeted funding available.

The Fire Department continually seeks grants to fund its needs and resources, and is actively seeking a SAFER grant to augment its present staffing levels.

[79] Government Code §56033.5.

[80] Based on census data, the median household income in the State of California in 2010 was $57,708, 80 percent of which is $46,166.

Revenues and Expenses

Funding for the Fire Department comes from four funds—the General Fund, Development Services, Federal Grant Funds, and the Vehicle and Equipment Fund. A majority of the Department's funding in FY 12-13 came from the City's General Fund (98 percent), with a majority of the remainder coming from the Development Services Fund (1.9 percent), which is from fees associated with plan checks and building permits, and a small portion from federal grant funds. Funding from the Vehicle and Equipment Fund was not used in that year.

In total, the Department spent $3.4 million in FY 12-13, consisting of salaries (57 percent), benefits (30 percent), professional services (three percent), and other operating costs (10 percent). Expenses remained relatively similar in FY 13-14 with $3.5 million dedicated to Fire Department operations. And most recently, in FY 15-16, the Department experienced a slight increase in expenditures to approximately $4.1 million, with additional funds dedicated to capital outlays and salaries.

Salaries for Fire Department personnel range depending on experience and date of hire. Battalion Chiefs earn salaries ranging from $94,032 to $162,369 annually, excluding overtime and benefits. Fire captains are paid regular salaries of between $93,645 and $98,327 per year. Firefighters make between $53,386 and $87,574 per year. Reserves receive stipends of $25 per 12-hour shift worked, which totals between $200 and $1,750 per year depending on amount of time worked.

Capital Improvements

The City of Lincoln plans for its capital improvement needs in a five-year capital improvement plan (CIP) that is included in its annual budget and reviewed and updated annually during the budget cycle. The City's current work plan for FY 15-16 indicates that equipment purchases totaling approximately $30,000 will include self-contained breathing apparatus replacement cylinders, which are on a three-year replacement cycle, and new firefighter protective clothing. No other capital improvements were planned for through FY 19-20 in the City's CIP with regard to Fire Department facilities.

Generally, capital purchases and improvements not related to stations are funded through funds put aside in the Vehicle and Equipment Fund. For facility related improvements, funds come from the Facility Maintenance and Replacement Fund.

The City has made efforts to ensure that new development finances related infrastructure and equipment needs through the use of impact fees called Public Facility Element (PFE) Special Revenue Funds. The PFE funds are collected with the issuance of building permits and are used by the City to fund infrastructure projects and public facilities. The City's PFE funds include Transportation, Drainage, Parks, and Community Services for Police, Fire, Administration and the Library. Development activity in Lincoln declined significantly during the recent economic downturn. During the past two years, however, the City has seen renewed development interest. The City made advances with the PFE to finance the construction of a fire station, the public works building, regional park and regional retention facility. These loans accrue interest at LAIF rates. The loans are due in fiscal years ending 2016, 2017, and 2018. Due to this advance of funds, the PFE

funds had a total negative fund balance of $9,091,236 at the end of FY 13-14. This is a significant improvement from the negative fund balance of $16,670,423 as June 30, 2013. This improvement over the prior year is indicative of a slowly recovering economy. As new development projects are undertaken, new fees will be applied toward these negative fund balances.

Outstanding Debt

Based on the City's Financial Statement, it is unclear how much debt is remaining on the previously mentioned construction of the fire station.

Reserves

The unrestricted fund balance (the total of the committed, assigned, and unassigned components of fund balance) in the General Fund at the end of FY 12-13 was $5.7 million or 40.6 percent of total General Fund expenditures and transfer-out. This is consistent with the City Council approved General Fund Reserves Policy which provides for a minimum of $2 million or 15 percent of General Fund expenditures (whichever is greater) to be set aside in a Catastrophic Reserve to meet operational needs during times of a declared emergency or major catastrophe and an additional Economic Reserve funded at a minimum or 15 percent of General Fund expenditures to maintain the City's economic vitality and to meet seasonal cash flow shortfalls.

Joint Financing Mechanisms and Employee Benefits

The City of Lincoln formed the Lincoln Public Financing Authority as a successor agency to the former Lincoln Redevelopment Authority. The Authority was formed by the execution of a Joint Powers Authority Agreement between the City of Lincoln and the former City of Lincoln Redevelopment Agency. The purpose of the Authority is to provide financing of public capital improvements through the acquisition, construction and improvement thereof by the Authority, or the loan of funds to the City or the Agency to enable the City or the Agency to provide for the acquisition, construction, and improvement of public capital improvements. The Lincoln Public Financing Authority, although legally separate, functions for all practical purposes as a department of the City of Lincoln.

The City contributes to the California Public Employees' Retirement System (CalPERS), a cost- sharing multiple-employer defined benefit pension plan.

PRESENT AND PLANNED CAPACITY

The Fire Department reported in the City's FY 15-16 Budget that it continues to operate at reduced costs by eliminating and/or deferring purchasing and budget needs and primarily operating in a reactive emergency response mode. The Department continues to provide and receive assistance from neighboring jurisdictions through mutual and automatic aid whenever possible. Most significant calls reportedly exceed LFD's current resources and require the use of automatic or mutual aid.

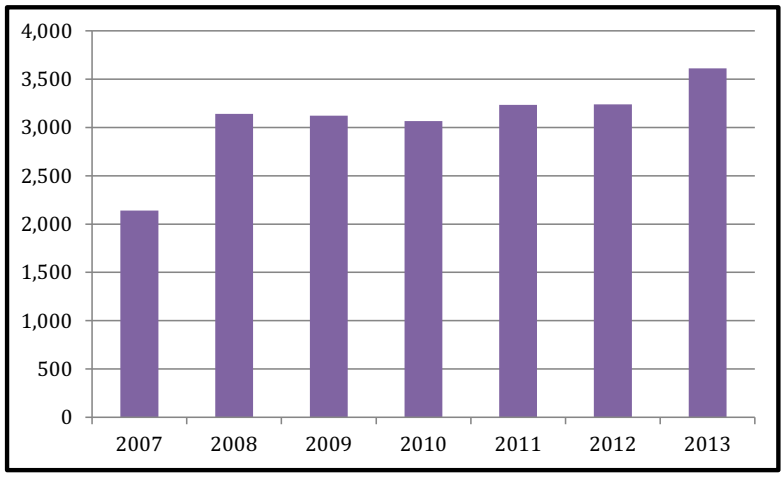
The projected future increase in demand would require additional personnel and new fire stations. The exact number and location of the stations that would be necessary to

serve projected build out of the General Plan are to be determined as part of the implementation of the General Plan policies. The General Plan does not outline staffing standards to indicate how many personnel may be needed to adequately serve future development.

Existing Demand

The City did not describe when its peak demand period was during the day. Similar to other providers, calls for service are predominantly emergency medical calls. The Department's demand has been greatly affected by the City's population growth.

Figure 8-4: LFD Number of Calls by Year, 2007-2013



According to LFD, the Department's demand has increased in recent years. As shown in Figure 8-5, there has been an overall increase in the number of calls between 2007 and 2013, from 2,140 calls to 3,612 calls. However, between 2008 and 2012, there was little change or fluctuation in the number of calls received.

In 2013, LFD received 3,612 calls for service, consisting of 69 percent emergency medical services (which also includes motor vehicle accidents), five percent false alarms, five percent fires and hazardous material responses, five percent miscellaneous emergencies, and 16 percent miscellaneous non-emergencies. Of the total calls reported, none were mutual aid calls. The Department averaged 84 service calls per 1,000 residents.

Staffing

LFD has 20 full-time firefighting staff, consisting of two battalion chiefs, six fire captains, and 12 firefighters. The Department also relies on 10 reserve firefighters and four volunteers. LFD reported that its firefighter compensation rates were competitive with other surrounding fire protection service agencies. The ages of the firefighting staff for comparison purposes was not provided by the Department.

As shown in Figure 8-6, while LFD has experienced a decline in its staffing level, there has been little turnover in its full-time paid staff. Similarly, there has been no changeover in volunteers. There has been a loss of three reserves recently, but otherwise little turnover in recent years.

Figure 8-5: LFD Staffing Turnover (2011-2014)

Year	2011	2012	2013	2014
Total Staff	24	22	21	20

New Staff	0	0	0	0
Departed Staff	2	1	1	0

Currently, there are three certifications in the California firefighter series; Volunteer Firefighter, Firefighter I, and Firefighter II. While the Volunteer Firefighter focuses on skills and tasks necessary to assure safety on the fire ground, Firefighter I & II prepares the firefighter to perform essential and advanced fire ground tasks, as well as allowing entry into all tracks of the certification system. The level of certification required for each firefighter is determined by the individual fire department. However, according to the California State Fire Marshal, there are plans to phase out the Volunteer Firefighter certification level and the most basic level of certification will eventually be Firefighter I. Firefighter I certification requires completion of the 259-hour Firefighter I course, which includes training on various fireground tasks, rescue operations, fire prevention and investigation techniques, and inspection and maintenance of equipment. In addition to this course, Firefighter I certification also requires that the applicant have a minimum of six months of volunteer or call experience in a California fire department as a firefighter performing suppression duties.[81] The number of LFD personnel certified in each category is shown in Figure 8-7. Each firefighter is able to hold multiple certifications, including strike team certifications. The additional certification levels shown in this table are described in more detail in Chapter 3 of this report.

Figure 8-6: LFD Certified Personnel

Certification Level	Number of Firefighting Staff	% of Total Firefighting Staff
Volunteer Firefighter	0	0%
Firefighter I	25	74%
Firefighter II	15	44%
First Responder EMS	4	12%
Emergency Medical Technician 1	30	88%
Paramedic	2	6%
Apparatus Engineer	0	0%
Company Officer	6	18%
Chief Officer	2	6%
Haz Mat FRO	30	88%
CICCS FFT 2	0	0%
CICCS FFT 1	0	0%
CICCS Engine Boss	0	0%
CICCS Strike Team Leader	0	0%

Newly hired firefighters must possess a current California Professional Firefighter Joint Apprenticeship Committee Candidate Physical Ability Test (CPAT) certificate, a current Emergency Medical Technician 1 Certificate recognized by Sierra Sacramento Valley Emergency Medical Services Agency, and a valid California Driver License Fire Fighter Class "B" with a tank endorsement and cannot be air brake restricted. Additionally, within 18 months of hire, the employee must obtain a Firefighter I & II certificate recognized by the

[81] State Fire Marshal, Course Information and Required Materials, 2007, p. 44

California State Fire Marshal Office. New reserves are required to have completed college level coursework in fire technology, possess a current First Responder First Aid Card, possess a CPR card, and complete the LFD Orientation Program. Other qualifications are desired but not mandatory.

LFD offers a minimum of 20 hours a month of training for paid firefighting personnel. Volunteers are offered between four and 20 hours of training a month.

Facilities and Capacity

LFD operates out of three fire stations owned by the City of Lincoln. Two of the stations are staffed at all times, while staffing at Station 33 is dependent on available funding. The function and condition of each fire facility is described in more detail in Figure 8-8.

Figure 8-7: LFD Facilities

	Station #33	Station #34	Station #35
Property owner	City of Lincoln	City of Lincoln	City of Lincoln
Address	17 McBean Park Dr. Lincoln, CA 95648	126 Joiner Parkway Lincoln, CA 95648	2525 E. Joiner Parkway Lincoln, CA 95648
Purpose	Fire station	Fire station	Fire Station
Additional uses or other entities using the facility	None	None	None
Hours station is staffed	Varies depending on available funding, but as of FY 15-16, the station has remained open at all times	24 hours a day	24 hours a day
Date acquired or built	2008	2008	2001
Condition of facility[82]	Excellent	Excellent	Good
Infrastructure Needs	None	None	None
Number and type of vehicles at facility	Not provided	Not provided	Not provided
Number and classification of paid staff staffing facility	1 Company Officer 1 Firefighter 1 Reserve firefighter	1 Company Officer 1 Firefighter 1 Reserve firefighter	1 Company Officer 1 Firefighter 1 Reserve firefighter

[82] Facility condition definitions: **Excellent**—relatively new (less than 10 years old) and requires minimal maintenance. **Good**—provides reliable operation in accordance with design parameters and requires only routine maintenance. **Fair**—operating at or near design levels; however, non-routine renovation, upgrading and repairs are needed to ensure continued reliable operation. **Poor**—cannot be operated within design parameters; major renovations are required to restore the facility and ensure reliable operation.

	Station #33	Station #34	Station #35
Number and classification of another agency's paid staff staffing the facility	None	None	None
Number of volunteers available at facility	4	None	None

The City did not describe its available water reserves for firefighting purposes.

It appears that while the Department's facilities have more than sufficient capacity for services, the constraint to services is funding for sufficient staffing to fully staff the available stations at all times. It is unclear if the Department has sufficient resource capacity at this time to provide adequate services, as the Department did not provide response times for assessment, and it is unknown if the Department is meeting National Fire Protection Association (NFPA) response time standards.

Dispatch and Communications

Fire agencies serving the unincorporated territory in western Placer County are dispatched by two separate agencies. Fire districts are dispatched by the Placer County Communications Division of the Placer County Sheriff's Department. Placer County Fire Department, which is providing services through a contract with CAL FIRE, is dispatched by the CAL FIRE Grass Valley Emergency Command Center. The cities of Roseville, Rocklin and Lincoln have their own dispatch centers and frequencies, while the cities of Auburn and Colfax contract with CAL FIRE.

LFD recognizes that multiple communication and response problems are caused by multiple dispatch centers in the area. LFD is supportive of reducing the number of individual dispatch systems and perhaps creating a joint fire communication center; however, there are concerns that such an option would be cost prohibitive. The County and the cities of Roseville, Lincoln, Rocklin, and Auburn have had discussions regarding this option and are moving forward with looking for funding and creating an MOU. More recently, the City has been looking to integrate its dispatch system with that of Rocklin Fire Department.

Capability at an Incident

The City of Lincoln staffs each 24-hour operational period with a staff of six career staff assigned over three fire stations (a captain/company officer and a firefighter assigned to each station). Each station operates a Type I engine; and two stations cross staff a Type III. Fire Department administration (operations chiefs and battalion chiefs) are assigned to a 40-hour work week Monday through Friday. Reserve firefighters complete three 24-hour shifts a month and supplement the daily staffing of six.

Status of, and Opportunities for, Shared Facilities

~~LFD did not describe any resource sharing practices with other agencies on its part.~~LFD practices resource sharing with the City of Rocklin through the shared services agreement

for Fire Department management and the two agencies are considering integration of their dispatch systems.

The aforementioned shared dispatch center that is being considered by the County and the cities of Roseville, Lincoln, Rocklin, and Auburn, is a future opportunity for facility sharing on the part of LFD. The Department did not describe any further opportunities for resource sharing.

Infrastructure Needs

The three stations are considered to be in good and excellent condition with no major infrastructure needs. A new station will reportedly be necessary should development begin to flourish again. LFD has plans to replace safety and breathing equipment this year, as part of a continuous three-year replacement cycle.

The City did not report any current vehicle needs.

Challenges

The primary challenge for LFD in providing adequate services is the strained level of financing, which has created staffing cuts and the occasional closure of a station.

Additionally, LFD recognizes that it is challenging to meet standards for responses to contaminants that are considered immediately dangerous for life or health (IDLH).

SERVICE ADEQUACY

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

Fire services in the communities are classified by the Insurance Service Office (ISO), an advisory organization. This classification indicates the general adequacy of coverage, with classes ranking from 1 to 10. Communities with the best fire department facilities, systems for water distribution, fire alarms and communications, and equipment and personnel receive a rating of 1. Placer County encourages local fire protection agencies in the County to maintain minimum ISO ratings of 4 in urban areas, 6 in suburban areas and 8 in rural areas. LFD has an ISO of 5. The Department was last evaluated in 2010.

The National Fire Protection Association (NFPA) has issued response time performance standards depending on the service structure of the agency. The response time is measured from the completion of the dispatch notification to the arrival time of the first-responder at the scene. Though not a legal mandate, these standards provide a useful benchmark against which to measure fire department performance. For agencies with paid staff, NFPA 1710 identifies the response time guideline of six minutes at least 90 percent of the time. For volunteer and combination fire departments, NFPA 1720 recommends that the response times for structure fire be nine minutes in urban demand zones at least 90 percent of the time, 10 minutes in suburban zones at least 80 percent of the time and 14 minutes in rural zones at least 80 percent of the time. Response times in remote zones are

directly dependent on travel distances.[83] LFD is an agency with paid staff and would therefore be subject to the NFPA 1710 guidelines.

The local emergency medical services agency (LEMSA) for Placer County is Sierra-Sacramento Valley Emergency Medical Services Agency (S-SVEMS).[84] Emergency ground ambulance service for the majority of Placer County is provided by American Medical Response under an exclusive operating agreement (EOA) with S-SVEMS. Foresthill FPD, North Tahoe FPD[85] and South Placer FPD also provide emergency ambulance service to their districts under EOAs. Emergency response time standards set by S-SVEMS in Placer County vary for each of the four approved providers and by the level of urbanization of an area (the more urban an area, the faster a response should be).[86]

Although LFD is not an ambulance service provider, the response standard required for AMR in the City of Lincoln indicates what may be considered appropriate response times for medical emergencies for the City Fire Department, which is 10 minutes 90 percent of the time.

Placer County encourages local fire protection agencies in the County to have an average response time to emergency calls of four minutes in urban areas, six minutes in suburban areas and 10 minutes in rural areas. LFD does not have a separate response time standard that it uses as a guideline.

LFD did not provide its response times for comparison with the standards described here; consequently, it could not be determined if any of the response time standards had been met by the Department. It is recommended that the Department closely track and document its response times, and regularly review them to identify areas of improvement.

The service area size for each fire station varies between the fire districts. The median fire station in Placer County serves approximately seven square miles. ~~Placer Hills FPD~~PCF ~~station~~ serves the most expansive area of 34~~46.7~~ square miles per each of its stations. Densely populated areas tend to have smaller service areas. For example, the median service area of the city fire department stations is 4.5 square miles. By comparison, each fire station in the City of Lincoln serves approximately 6.7 square miles.

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

[84] S-SVEMS is responsible for planning, development and implementation of all EMS components, including regional trauma system planning, qualification, accreditation, authorization of all prehospital care personnel, EMS system design, and compliance with local and state regulations.

[85] North Tahoe FPD does not provide ambulance transport services in western Placer County and is therefore out of scope of this report and will not be discussed further.

[86] Response time standards for American Medical Response (AMR) are eight minutes 90 percent of the time in the cities of Roseville and Rocklin and in the City of Auburn and the County (all of the City of Auburn and County area half a mile west of SR 49 from the City of Auburn to Dry Creek Road, east of SR 49 up to and including I-80 North to include Bell Road, and half a mile east of SR 49 from Bell Road to Dry Creek Road), 15 minutes 90 percent of the time in Auburn east to include Colfax and Auburn west to Rocklin, 10 minutes 90 percent of the time in Lincoln, 20 minutes 90 percent of the time in rural areas of AMR service area in Placer County, and as soon as possible in wilderness areas. South Placer FPD is required to respond with ALS on scene 10 minutes 90 percent of the time and ambulance on scene 15 minutes 90 percent of the time. The requirement for Foresthill FPD is to respond within 15 minutes 90 percent of the time in Foresthill, Todd Valley Estates and Baker Ranch.

The number of firefighters serving within a particular jurisdiction is another indicator of level of service; however, it is approximate. The providers that rely on volunteer or call firefighters may have differing staff availability and reliability. An agency with more firefighters could have fewer resources, if availability is limited due to work and personal obligations. Staffing levels in Placer County vary from 0.5 firefighters per 1,000 residents in in the City of Lincoln (including paid, reserve, and volunteer personnel) to 37.7 firefighters in Alta FPD.

Operating expenditures per capita is often reflective of the level of service offered by a fire provider as determined by financing constraints. The least amount of money per capita was spent by the Colfax Fire Department ($18.77). South Placer FPD expended the most per capita ($274.90). To compare, LFD spent $79.40 per capita in FY 12-13.

Figure 8-9: LFD Fire Service Profile

Agency Resource Statistics	
Staffing base year	2014
Fire stations in agency boundaries	3
Fire stations serving the agency	3
Square miles served per station	6.7
Total staff	34
Total firefighting staff	34
Total firefighting staff per station	11
Total firefighting staff per 1,000 residents	0.5
Operating expenditures per capita	$79.40
Service Demand	
Statistical base year	2013
Total service calls	3,612
% EMS	69%
% Fire/hazardous materials	5%
% Motor vehicle accidents	NP
% False alarms	5%
% Miscellaneous emergency	5%
% Non-emergency	16%
% Mutual aid calls	0%
Calls per 1,000 residents	84
Service Adequacy	
Median response time	NP
80th percentile response time	NP
90th percentile response time	NP
ISO Rating	5

CITY OF LINCOLN FIRE DEPARTMENT DETERMINATIONS

Growth and Population Projections

- According to the 2010 Census, there are 42,819 people in the City of Lincoln. The population density within the City is approximately 2,127 people per square mile. More recently, the Department of Finance (DOF) estimates that the population of the City of Lincoln was 45,837 as of January 1, 2015, which is seven percent growth since 2010.
- New growth has generally occurred in the Twelve Bridges, Lincoln Crossings and Foskett Ranch communities.
- The Lincoln Fire Department's demand for services has reportedly mirrored growth and increased considerably over the last several years.
- Similar to recent years, the City is expecting continued significant population growth over the next 10 years. New growth is planned within the Lincoln sphere of influence east and west of the current city limits.
- The City of Lincoln conducts its population projections in the City's General Plan. The total anticipated population of the City in 2050 is estimated to be 132,000.
- The City intends to make use of Mello-Roos community facilities districts and/or special assessment districts to fund infrastructure and General Fund supported services in new developments.

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

- According to the Department of Water Resources, there are two communities in Placer County, located south of the City of Auburn and in the community of Newcastle, that meet the disadvantaged community's median household income definition, There are no disadvantaged unincorporated communities within or adjacent to the City of Lincoln's bounds and sphere of influence.

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

- The Department's demand is affected by the City's population growth.
- The City's Fire Department lacks sufficient capacity, which has led to a reduction in level of fire services offered, due to financial constraints. The Fire Department continues to operate at reduced costs by eliminating and/or deferring purchasing and budget needs and primarily operating in a reactive emergency response mode. The Department continues to provide and receive assistance from neighboring jurisdictions through mutual and automatic aid whenever possible. Most significant

calls reportedly exceed LFD's current resources and require the use of automatic or mutual aid.

- The projected future increase in demand would require additional personnel and new fire stations. The exact number and location of the stations that would be necessary to serve projected build out of the General Plan are to be determined as part of the implementation of the General Plan policies. The General Plan does not outline staffing standards to indicate how many personnel may be needed to adequately serve future development.
- It appears that while the Department's facilities have more than sufficient capacity for services, the constraint to services is funding for sufficient staffing to fully staff the available stations at all times. LFD has the lowest staffing ratio to residents of the agencies reviewed here.
- While it is apparent that LFD faces capacity constraints, it is unclear if the capacity constraints impact adequacy of the services, as the Department did not provide response times for assessment, and it is unknown if the Department is meeting National Fire Protection Association (NFPA) response time standards.

Financial Ability of Agencies to Provide Services

- LFD did not report whether it considered current financing levels to be adequate to deliver services; however, given staffing cutbacks and station closures that have occurred in recent years, it is apparent that financing levels are inadequate to maintain the desired level of services.
- The Department's ability to maintain staffing levels and keep all three fire stations open is limited to available funding for overtime within the Department's budget. In FY 14-15, employee leave was backfilled to maintain staffing levels when funding was available within each pay period. When allotted funding was exhausted, the station with the lowest call volume was closed. This methodology will continue into FY 15-16 with the budgeted funding available.
- The City of Lincoln plans for its capital improvement needs in a five-year capital improvement plan (CIP) that is included in its annual budget and reviewed and updated annually during the budget cycle.
- The City has made efforts to ensure that new development finances related infrastructure and equipment needs through the use of impact fees called Public Facility Element (PFE) Special Revenue Funds.
- The City made advances with the PFE to finance the construction of a fire station, the public works building, regional park and regional retention facility. Due to this advance of funds, the PFE funds had a total negative fund balance of $9,091,236 at the end of FY 13-14. This is a significant improvement from the negative fund balance of $16,670,423 as of June 30, 2013. This improvement over the prior year is indicative of a slowly recovering economy. As new development projects are undertaken, new fees will be applied toward these negative fund balances.
- The City maintains sufficient reserves to meet the minimum outlined in the City Council approved General Fund Reserves Policy.

Status of, and Opportunities for, Shared Facilities

- LFD contracts with RocFD for the services of a Chief, three Battalion Chiefs, and a fire prevention officer, and the two agencies are considering integration of their dispatch systems.
- ~~LFD did not describe any resource sharing practices with other agencies on its part.~~
- The City of Roseville Fire Training Center is utilized by LFD.
- LFD is a signatory of the Western Placer County Cooperative Fire Services Response Agreement along with 12 other fire protection agencies in western Placer County according to which, the agencies provide automatic aid to each other and make use of the closest resource dispatching.
- LFD also has a mutual aid agreement with Placer County Fire and its contract service provider (CAL FIRE).
- LFD participates in the Western Placer County Fire Chiefs Association.
- The proposed shared dispatch center that is being considered by the County and the cities of Roseville, Lincoln, Rocklin, and Auburn, is a future opportunity for facility sharing on the part of LFD.

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

- The City generally demonstrated accountability and transparency with regard to its governance by publishing agendas for public meetings as legally required, maintaining a website with information regarding its fire department, filing Forms 700 Statement of Economic Interest, and Board members receiving timely ethics trainings.
- During the course of this MSR process, LFD demonstrated partial accountability in its disclosure of information and cooperation with Placer LAFCO. The Department responded to a portion of the questionnaires and document requests. Improvements could be made to response to requests for information to ensure they are handled in a timely and thorough manner.
- The City has a set of adopted regulations that provide framework and direction for City governance and administration, including Brown Act requirements, public requests for information, expense reimbursement, and conflict of interest code. There does not appear to be a code regarding ethics.

CITY OF LINCOLN
SPHERE OF INFLUENCE UPDATE

The options identified here for the City of Lincoln are only in respect to the fire services reviewed as part of this report. An update of the City's overall SOI would have to be updated after a comprehensive MSR is conducted covering all municipal services offered by the City.

Existing Sphere of Influence Boundary

The sphere of influence (SOI) for the City of Lincoln is larger than its boundary area and includes about 32.5 square miles. The City's SOI extends outside of its boundaries to the north and west.

SOI Options

Two options were identified with respect to LFD's SOI.

Option #1 – Maintain existing SOI

If the Commission determines that no changes to the existing service provision arrangement are needed, retention of the existing SOI is appropriate.

Option #2 – Western Placer County SOI

If the Commission determines that one fire protection agency serving the entirety of Western Placer County is the preferred alternative, then it would be appropriate to adopt a single SOI that encompasses Western Placer County, including all fire service providers serving both unincorporated and incorporated areas.

Recommended Sphere of Influence Boundary

Although, a single agency serving the entirety of unincorporated and incorporated Western Placer County is the ideal option, as it would result in the greatest benefits in terms of unified leadership, increased coordination, fiscal advantages, greater leveraging of available resources, logical borders, improved regional planning, and more equitable distribution of services to name a few, there is a disconnect in Western Placer County between fire districts and cities providing fire services. While in the long run a single Western Placer agency should be the ultimate goal and the City of Auburn could potentially take lead on bridging the gap since some interest in consolidation has been already expressed by the City's Fire Department, currently, there is a lack of compatibility between the cities typically serving more densely populated areas offering a higher level of services and the fire protection districts that generally serve the rural unincorporated areas with a heavier reliance on volunteer firefighters. Additionally, the cities, in particular Roseville, Rocklin, and Lincoln, have not expressed an interest in involvement in a consolidated fire provider serving within their incorporated boundaries. On the other hand, the study has shown that all of the fire districts in Western Placer County already demonstrate extensive collaboration with one another and several agencies have taken significant steps towards consolidation.

At this point it is premature to include the cities in plans for a consolidated fire agency. Inclusion of the cities may be more feasible at some point in the future after further collaborative efforts have taken place between the incorporated and unincorporated fire service providers and after the fire protection districts have taken steps toward unification and consistency in service levels in the unincorporated areas. It is recommended that the Commission maintain the City's existing SOI at this time.

Proposed Sphere of Influence Determinations

Nature, location, extent, functions, and classes of services provided

- Lincoln Fire Department provides fire suppression, basic life support, and fire education/prevention services. The Department also provides services outside of its boundaries through mutual aid agreements.

Present and planned land uses, including agricultural and open-space lands

- Land uses within the City consist of residential, commercial, industrial, public, mixed use, open space, and parks and recreation.
- In 2008, the City completed an updated General Plan that extended the planning horizon to 2050. The planning horizon coincides with the Sacramento Region Blueprint adopted by the SACOG. The Blueprint was an effort in regional planning for all 20 cities and six counties within the Sacramento area. Member cities have focused on implementing the Blueprint principles which include housing options, transportation choices, mixed land use, compact development, conserving natural resources, utilizing existing assets, and quality design.
- The City's entire SOI is included in its planning area. The City has planned for areas that were added to the City's SOI in 2010 by creating what are called villages and has developed specific plans and general development plans for each of the villages.
- Fire and EMS services are needed in all areas, are already being provided, and do not, by themselves, induce or encourage growth on agricultural or open space lands.

Present and probable need for public facilities and services

- As indicated by the service call volume and rapid growth there is a present and anticipated continued need for fire protection services in the City of Lincoln. The Department's demand is affected by the City's population growth and commercial growth.

Present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide

- The Department's demand is affected by the City's population growth.
- The City's Fire Department lacks sufficient capacity, which has led to a reduction in level of fire services offered, due to financial constraints. The Fire Department continues to operate at reduced costs by eliminating and/or deferring purchasing and budget needs and primarily operating in a reactive emergency response mode. The Department continues to provide and receive assistance from neighboring jurisdictions through mutual and automatic aid whenever possible. Most significant calls reportedly exceed LFD's current resources and require the use of automatic or mutual aid.
- The projected future increase in demand would require additional personnel and new fire stations. The exact number and location of the stations that would be necessary to serve projected build out of the General Plan are to be determined as

part of the implementation of the General Plan policies. The General Plan does not outline staffing standards to indicate how many personnel may be needed to adequately serve future development.

- It appears that while the Department's facilities have more than sufficient capacity for services, the constraint to services is funding for sufficient staffing to fully staff the available stations at all times. LFD has the lowest staffing ratio to residents of the agencies reviewed here.
- While it is apparent that LFD faces capacity constraints, it is unclear if the capacity constraints impact adequacy of the services, as the Department did not provide response times for assessment, and it is unknown if the Department is meeting National Fire Protection Association (NFPA) response time standards.

Existence of any social or economic communities of interest

- Lincoln Fire Department directly serves the population within its boundaries, which represents its community of interest.

Present and probable need for public facilities and services of any disadvantaged unincorporated communities within the existing Sphere of Influence

- There are no disadvantaged unincorporated communities within or adjacent to the City boundaries and sphere of influence.

9. LOOMIS FIRE PROTECTION DISTRICT

Loomis Fire Protection District (LFPD) operates as an all-risk service provider, providing fire protection, emergency medical services, basic hazardous materials response, and other services related to the protection of lives and property within its boundaries, as well as providing assistance to neighboring communities. A municipal service review (MSR) was last completed for LFPD in 2004.

AGENCY OVERVIEW

Background

LFPD was formed in 1930 after several major fires in the downtown Loomis area resulted in heavy damage to business structures.

The principal act that governs the District is the Fire Protection District Law of 1987.[87] The principal act empowers fire districts to provide fire protection, rescue, emergency medical, hazardous material response, ambulance, and any other services relating to the protection of lives and property.[88] Districts must apply and obtain LAFCO approval to exercise services authorized by the principal act but not already provided (i.e., latent powers) by the district at the end of 2000.[89]

Boundaries

LFPD is entirely within Placer County. The present bounds encompass approximately 18 square miles. LFPD serves the majority of the Town of Loomis in its central portion, as well as unincorporated areas to the northwest of Loomis and east of the Town. The District provides service along Interstate 80 and the main line for Amtrak and the Union Pacific Railroad, a major tourist transportation corridor.

As shown in Figure 9-1, the District is located in the southern part of Placer County and borders South Placer FPD in the east, City of Rocklin Fire Department in the west, and Penryn FPD and Placer County Fire Department in the north.

Sphere of Influence

The sphere of influence (SOI) for LFPD was established in March 1985 as larger than its boundary area at the time. The SOI included an area northwest of the District's boundary, which was later annexed and is now a part of the District, and a small area to the northeast of the boundaries, which was added to the SOI of South Placer FPD in October 1985 and

[87] Health and Safety Code §13800-13970.

[88] Health and Safety Code §13862.

[89] Government Code §56824.10.

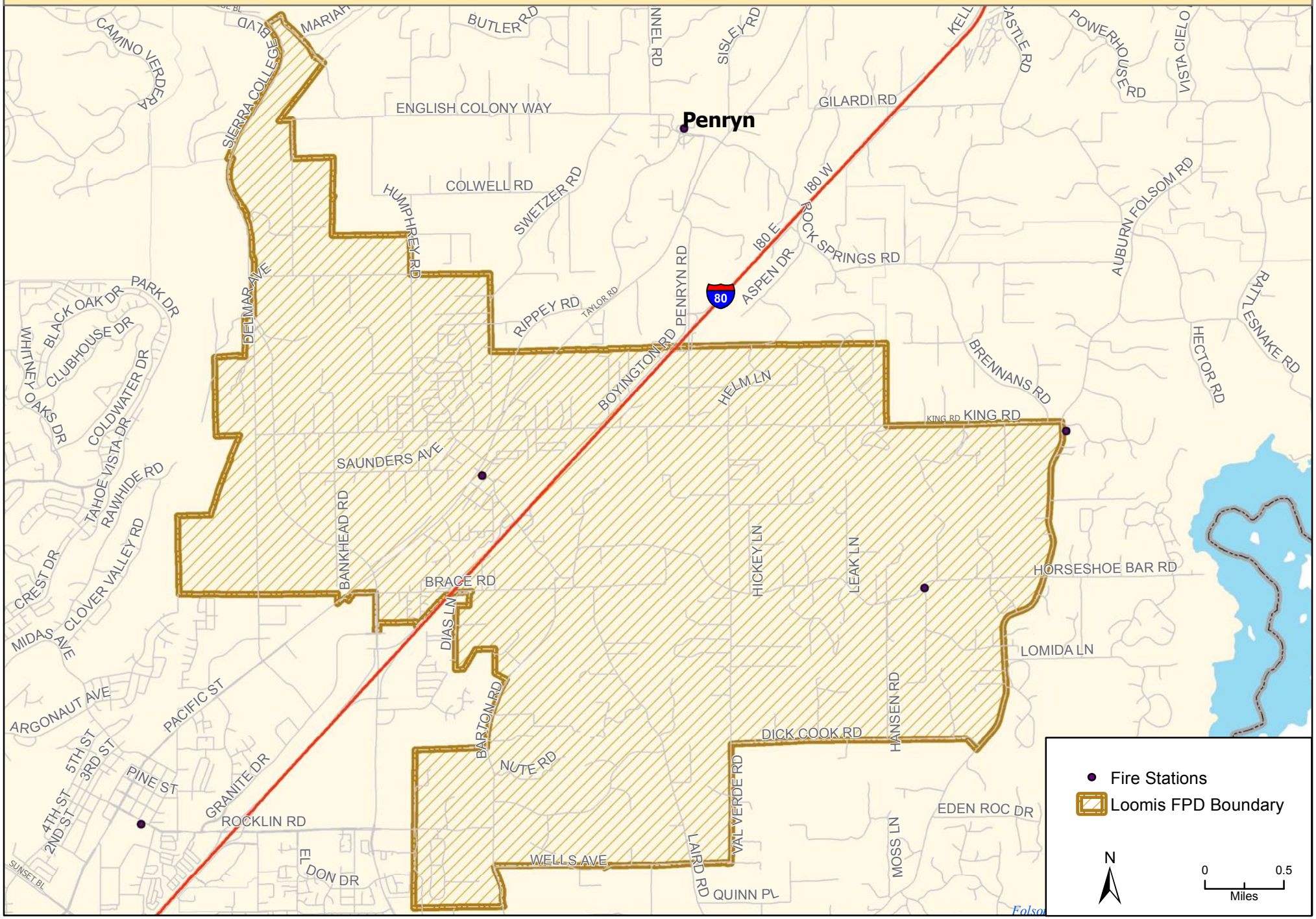
eventually annexed by SPFPD. It does not appear that any changes to the 1985 LFPD SOI were made after the sphere of influence was adopted for SPFPD and later annexation of the area originally included in the LFPD SOI.

As is also apparent from the LAFCO archives, LFPD annexed an area toward the middle and north of its 1985 boundaries; however, the SOI was not concurrently adjusted. It appears that Loomis FPD's SOI is currently out of date and will need to be updated after this MSR is adopted by LAFCO.

County of Placer

Fire Municipal Services Review

LOOMIS FIRE PROTECTION DISTRICT



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Date: 12/1/2015

Type and Extent of Services

Services Provided

Figure 9-2 details the services provided by LFPD. If a service is not provided by LFPD, but is offered by another agency, it is indicated in the figure.

Figure 9-2: LFPD Services

Service	Agency
Fire Suppression Services	
Structural Fire Protection	Yes
Wildland Fire Protection	Yes and CAL FIRE to some areas
Vehicle Fire Protection	Yes
Ladder Truck Capabilities	No – Rocklin, South Placer
Fire Suppression Handcrew	Yes - SMFD~~No – CAL FIRE~~
Fire Suppression Dozer	No – CAL FIRE
Helicopter Services – Fire Suppression	Yes - SMFD~~No – CAL FIRE~~
Boat With Fire Suppression Capabilities	No - None
Emergency Medical Services	
Basic Life Support Provider	Yes
Advanced Life Support - Non Transport Provider	Yes~~No – Rocklin, South Placer~~
Advanced Life Support Transport Provider	No – AMR and South Placer
Continuing Education Provider - Medical	Yes
Air Ambulance Transport Helicopter Services	No – Cal Star
Helicopter Landing Facilities On Site	Helipad only
Vehicle Extrication Tools/Equipment	Yes
Fire Prevention	
Fire Safety Education – Children	Yes
Fire Safety Education – Adults/Seniors	Yes
Juvenile Firesetter Prevention Program	No – South Placer
Fire and Life Safety Business Inspection Program	Yes
Fire Protection Planning	No – Third party-Interwest
New Commercial Construction Plan Reviews	No – Third party -Interwest
Public Education Provider (CPR, First Aid, etc.)	Yes
Home Fire/Safety Inspections	Yes
Fire Origin and Cause Investigations	Yes
Fuel Reduction/Weed Abatement Program	Yes
Smoke Detector Giveaway/Installation Program	No
Address Sign Installation Program	No
Rescue Services	
First Responder Swift Water Rescue Program	No – Roseville Fire
Water Rescue Program	No – PCSO(Placer County Sheriff)
Ice Rescue Program	No- None
Dive Rescue Program	No –PCSO

Low angle Rope Rescue Program	No – South Placer, Rocklin
Helicopter Short/Long Haul Rescue Capabilities	No – PCSO, CAL FIRE
Response To Boating Accidents	No – PCSO, South Placer
Rescue Dog Services	No - PCSO
Hazardous Materials	
Hazardous Materials Emergency Response - Basic	Yes
Hazardous Materials Response Team	No – Roseville Fire
Support Services	
Firefighter Incident Support Unit	No-PCSO, Roseville Fire, Auburn PD
Mobile Incident Command/Communications Unit	No-PCSO, Auburn PD, Roseville Fire
Fill Station for Self Contained Breathing Apparatus	No -South Placer, Newcastle
Mobile Breathing Support Unit	No-South Placer, CAL FIRE, Rocklin
Community Emergency Response Team	No – Rocklin Fire
Chaplain Services	No - PCSO
Training Academy	Yes
Emergency Operations Center Capabilities	No- Placer County EOC
Miscellaneous	
Public Service Assists	Yes
Motor Vehicle Accident Response	Yes
Welfare Checks	Yes
Public Safety Answering Point	No - PCSO
Fire/EMS Dispatch	No - PCSO
Fundraising Activities	Yes
Firefighters Association - Non Profit	Yes
Auxiliary Association	No

Collaboration

LFPD is a signatory of the Western Placer County Cooperative Fire Services Response Agreement along with the 12 other fire protection agencies in western Placer County, including Alta Fire Protection District, CAL FIRE/Placer County Fire Department, Foresthill Fire Protection District, Placer Hills Fire Protection District, Newcastle Fire Protection District, Penryn Fire Protection District, South Placer Fire Protection District, City of Auburn Fire Department, City of Colfax Fire Department, City of Lincoln Fire Department, City of Rocklin Fire Department, and City of Roseville Fire Department. According to the agreement, the agencies provide automatic aid to each other and make use of the closest resource concept by dispatching fire, rescue, and medical emergency response without regard to jurisdiction or statutory responsibility.[90]

[90] Western Placer County Cooperative Fire Services Response Agreement Operational Plan, June 2012

LFPD has a contract with South Placer FPD to share operations, personnel, training, vehicle maintenance, and prevention.

In 2000, LFPD entered into a Memorandum of Understanding (MOU) with South Placer FPD and American Medical Response (AMR) for paramedic ambulance transportation. South Placer FPD provides ambulance transport in areas of Loomis FPD close to Station 20, located at King and Auburn-Folsom Road.

The District participates in the Placer County Closest Resource Agreement, Placer County Incident Management Team (IMT) Team, and Regional Arson Task Force.

Service Area

LFPD provides services beyond its boundaries through the Western Placer County Cooperative Fire Services Response Agreement (CRA). The District responds to incidents in Rocklin FPD as the closest unit through the CRA. The District has sufficient response times throughout its boundary area; however, within the northwestern tip of LFPD Penryn FPD is able to respond faster than LFPD. The CRA covers all mutual and automatic aid provided and received throughout the County. All agencies have a true boundary drop with no drawdowns. The Operational Area Coordinator is tasked with move-ups as necessary. LFPD has a separate agreement with South Placer FPD for medical transportation.

Additionally, LFPD staffs Type I and III engines for deployment outside Placer County per the California Fire Assistance Agreement (CFAA).

LFPD is a participant in the Closest Resource Agreement along with nine other fire districts and the Sheriff's Dispatch Center. The participating agencies have dropped their traditional boundaries to allow the closest resources to respond into neighboring jurisdictions. The mission of the boundary drop agreement is to provide the quickest response to citizens by disregarding traditional district boundaries.

Services to Other Agencies

LFPD does not provide contract services to other agencies.

Contracts for Services

Similar to other fire protection districts serving unincorporated western Placer County, LFPD contracts with the County Sheriff's Office for dispatch services. The structure of these services is discussed in more detail in the *Facilities and Capacity* section of this chapter.

LFPD receives contract services from South Placer FPD (SPFPD). According to the Administrative Services Agreement SPFPD provides fire chief, operational 24/7 battalion chiefs, and administrative services to LFPD, including functions of organizational direction and control, supervision of operation, training, fire prevention, administration, fiscal management, and disaster management. LFPD pays SPFPD $115~~00~~,000 a year in compensation, with five percent increase annually based on increased personnel costs. Additionally, LFPD pays $20,000 for oversight of implementation of its paramedic program.

Additionally, SPFPD receives some fire prevention services from the City of Roseville. All code enforcement, weed abatement, and development meetings are managed by SPFPD. A third party provides development plan check services on behalf of LFPD.

Overlapping Service Providers

The California Department of Forestry and Fire Protection (CAL FIRE) provides services throughout the State. Generally, CAL FIRE services are focused in wildland areas defined as state responsibility areas (SRA). Similarly, the United States Forest Service (USFS) also provides services in California, primarily within forests and grasslands. Areas where USFS services are focused are defined as federal responsibility areas (FRA). The territory of the District that lies within the Town of Loomis is designated as local responsibility area (LRA) and is not considered by CAL FIRE to be a very high fire hazard severity zone. Unincorporated areas in the east and northwestern tip of the District are classified as SRA and considered to be moderate fire hazard severity zones. CAL FIRE also provides technical support throughout the County in the form of specialized services such as fire suppression handcrews, dozers, and helicopter services when necessary.

ACCOUNTABILITY AND GOVERNANCE

Accountability of a governing body is signified by a combination of several indicators. The indicators chosen here are limited to 1) agency efforts to engage and educate constituents through outreach activities, in addition to legally required activities such as agenda posting and public meetings, 2) timely ethics training for board members and an adopted reimbursement policy, 3) a defined complaint process designed to handle all issues to resolution, 4) adopted policies and procedures that provide a framework and direction for governance and administration, 5) adoption of a conflict of interest code as required, 6) proper filing of Form 700 by the governing body members, and 7) transparency of the agency as indicated by cooperation with the MSR process and information disclosure.

The principal act requires that the board of directors of a fire protection district must have an odd number of members, with a minimum of three and a maximum of 11 members. Directors may be appointed or elected.[91] LFPD is governed by a five-member Board of Directors elected at large to staggered four-year terms. The date of the latest contested election is unknown and was not reported by the District. If a position opens up mid-term, the District posts an ad for the opening in the newspaper and promotes the position through word of mouth. The Board of Directors conducts interviews and appoints a director. The District has 60 days to fill a vacancy. There are currently no vacancies on the Board.

The Board of Directors generally meets on the second Wednesday of each month at 5:45 p.m. at LFPD's Station 28. Agendas and minutes are posted on the District's website. Information about board meetings is shown in Figure 9-3.

Figure 9-3: Loomis Fire Protection District Governing Body

Loomis Fire Protection District		
Governing Body		
Manner of Selection	Elections at large.	
Length of Term	4 years	
Meetings	Second Wednesday of the month at 5:45 p.m.	Loomis Fire Protection District Station 28 5840 Horseshoe Bar Road, Loomis
Agenda Distribution	Posted online.	
Minutes Distribution	Posted online.	
Contact		
Contact	Fire Chief, Lawrence Betterncourt	
Mailing Address	PO Box 606, Loomis, CA 95650	
Phone	916-791-7059	
Fax	916-791-2199	
Email/Website	lbettencourt@southplacerfire.org	

[91] Health and Safety Code §13842.

	http://www.loomisfire.org

In addition to the legally required agendas and minutes, the District tries to reach its constituents through its Facebook page, community events, and school visits. The District maintains a website where it provides general information about Loomis FPD, contact information, fire education, a career opportunities page, as well as information regarding the Board of Directors, fees, and district operations. Meeting minutes are included as part of the following meeting's agenda package.

LFPD board members do not receive compensation, but do get reimbursed for expenses as needed. Government Code §53235 requires that if a district provides compensation or reimbursement of expenses to its board members, the board members must receive two hours of training in ethics at least once every two years and the district must establish a written policy on reimbursements. The District has established a written policy on expense reimbursement. It was not reported when was the last time the District's Board members received ethics training.

If a customer is dissatisfied with the District's services, complaints may be submitted at board meetings and directly to the fire chief (Monday through Friday between 8:00 a.m. and 5:00 p.m.) or the battalion chief (24/7). Complaints are typically handled by a captain, then a battalion chief, and finally by the chief. ~~The most common complaint submitted is regarding mitigation fees.~~ LFPD does not track its complaints and was not able to provide a number of complaints received in 2014.

The District's Board of Directors has adopted a policy handbook that provides a framework and direction for district governance and administration. Included in the handbook are policies on code of ethics and Brown Act requirements as they relate to Board meetings, as well as a policy on public requests for information.

The Political Reform Act (Government Code §81000, et seq.) requires state and local government agencies to adopt and promulgate conflict of interest codes. The Fair Political Practices Commission has adopted a regulation (California Code of Regulations §18730), which contains the terms of a standard conflict of interest code, which can be incorporated by reference in an agency's code. The District's policy handbook includes a conflict of interest code.

Government Code §87203 requires persons who hold office to disclose their investments, interests in real property and incomes by filing appropriate forms with the appropriate filing agency (i.e., the County or the Fair Political Practices Commission) each year. All members of the Board of Directors have submitted the required Forms 700 for 2013.

During the course of this MSR process, LFPD demonstrated full accountability in its disclosure of information and cooperation with Placer LAFCO. The District responded to questionnaires and cooperated with interview and document requests.

Prior to South Placer FPD taking over LFPD's administrative and fire chief functions, the District experienced several challenges with accountability and transparency. The District's former fire chief, who had previously retired from another agency with a CalPERS pension, was notified by CalPERS that being employed by LFPD was breaking the State's double-dipping laws. CalPERS audited the District and found that the District's chief had been

unlawfully employed for three years. At the end of November 2013, the chief resigned. The case itself aroused discontent among the District's residents. Additionally, the public further felt that the District's actions during that period, when it was already coping with transparency and accountability challenges, were not entirely transparent towards its residents. After the administrative changes undergone by the District since 2013, LFPD appears to have improved its accountability and transparency practices by implementing best management practices, improving the website and making public meetings adhere to Brown Act requirements. Based on an interview with the District and documents reviewed, no readily apparent accountability or transparency problems were identified.

PLANNING AND MANAGEMENT PRACTICES

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

LFPD employs one part-time fiscal operations administrator, three full-time captains, three full-time engineers, and three full-time apprentice firefighters (limited term and benefits), as well as 12 part-time volunteer reserve firefighters. South Placer FPD provides fire chief, deputy chief, three battalion chiefs, and prevention services through a contract.

The fire chief is in charge of the prevention officer, secretary, and deputy chief, as well as the three battalion chiefs. The battalion chiefs supervise the captains, who manage the engineers. Firefighters and reserve firefighters report to the engineers.

SPFPD reported that it started to perform annual LFPD employee evaluations in 2014. Staff are evaluated by their immediate superiors. Fire chief is evaluated by the SPFPD Board of Directors. It is unknown whether regular employee evaluations had been performed prior to the contract with SPFPD. Staff workload is tracked through daily, weekly and monthly assignments. All time cards, accruals, and assignments were computerized in January of 2015.

It was reported that SFPD staff recently initiated a process to evaluate LFPD performance through goal adoption and review. In August 2014, the LFPD board adopted goals and gave formal direction to the fire chief. Performance measures that could be used by LFPD to determine its service adequacy have not yet been devised or adopted and reportedly will likely not be considered for at least another year.

~~The District did not report any specific efforts that it had undertaken to improve its operational efficiency and reduce costs. Reportedly there was no need for such measures as LFPD receives most of its revenues from benefit assessment and special tax revenue sources that had not been significantly impacted by economic conditions.~~ The District reported that operational efficiencies have increased tremendously under the administrative contract with SPFPD. Enhanced services received include full-time Battalion Chief coverage, a Fire Chief, Deputy Chief, fire mechanics, and training. Additionally, through the contract, LFPD has initiated providing ALS emergency medical services.

The District's financial planning efforts include an annually adopted budget and annually audited financial statement. The District's capital improvement needs were included in the development impact fee (DIF) study conducted in 2008. The District reported that it started planning for its future capital improvement needs in 2014. Major equipment capital improvement plan and facility improvement plan have been completed. Additionally, LFPD has a 20-year apparatus replacement schedule last updated in FY 14-15. The District does not adopt any other planning documents, such as master plan or strategic plan.

According to Government Code §26909 all special districts are required to submit their annual audits to the County within 12 months of the completion of the fiscal year, unless the Board of Supervisors has approved biennial or five-year schedule.

The filing of local agency budgets and related exemptions is governed by Government Code §53901, which states that unless exempted by the county auditor every local agency, with the exception of fire protection districts, must file a copy of its annual budget with county auditor within 60 days after the beginning of the fiscal year. The adoption of a final budget for fire protection districts is governed by Health and Safety Code §53901, which requires their annual budgets to be adopted and forwarded to the county auditor on or before October 1st of each year.

LFPD reported that it had submitted its FY 14-15 budget and its financial statement for the most recently completed fiscal year to the County Auditor's Office.

The District has reportedly not been under review or received citations from the California Division of Operational Safety and Health (CALOSHA) between 2011 and 2014.

EXISTING DEMAND AND GROWTH PROJECTIONS

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

Land Use

Land uses within the District consist mainly of rural residential in its unincorporated portions and residential, commercial, and industrial in the Town of Loomis. The District's bounds encompass approximately 18 square miles.

Current Population

There are approximately 13,000 residents within the District based on LFPD estimates with about 6,900 people in the Town of Loomis and the remainder of the population in the unincorporated area.[92] The population density within the District is 722 people per square mile.

[92] Audited Financial Statements, FY 12-13, p. 6.

Projected Growth and Development

The District reportedly experienced minimal population growth and change in service demand in the last five years. Growth has been concentrating in the downtown Loomis area near the District's Station 28. The District is anticipating a limited increase in population based on the Town of Loomis General Plan. LFPD does not formally forecast its service needs, but monitors population growth through the Town of Loomis and Placer County general plans. LFPD reported that there were three major projects in the development stages or building stages within the District. The Village and Turtle Island (Loomis Market Place) have been in works for 10 to 15 years. Development plans and an EIR for the Village have been submitted for review in 2015. The 322-acre, 62-lot Sierra de Monteserrat subdivision is less than 50 percent built-out, consisting of $1.5 to $4 million dollar single-family homes. The Village consists of approximately 436 single-family residences on 5,000 square foot lots and light commercial land uses near I-80 and Horseshoe Bar Road. Turtle Island does not have any current development plans; past plans included 300,000 square feet of light commercial land uses and a hotel near I-80. There are several small (four to 10) single family residential lot splits in the building or development phases within the District located on Bankhead Road, Cherokee Lane, and Del Mar Avenue.

The Town of Loomis in its General Plan uses the projections done by the Sacramento Area Council of Governments (SACOG) according to which the population of the Town will grow by four percent from 2008 to 2020 and by 35 percent from 2008 to 2035. Based on the Sacramento Area Council of Governments (SACOG) projections, the population of Placer County as a whole is anticipated to grow by 19 percent from 2008 to 2020. SACOG, therefore, expects the average annual growth in the County to be about 1.45 percent.

According to California Department of Finance (DOF) data, the population of Placer County is expected to grow by 12 percent over the 10 year period from 2010 to 2020. Thus, the average annual population growth in the County is anticipated to be approximately 1.12 percent. Based on these projections, the District's population would increase from 13,000 in 2010 to approximately 14,560 in 2020.

Growth Strategies

The District is not a land use authority, and does not hold primary responsibility for implementing growth strategies. The land use authority for unincorporated areas is the County; the land use authority for the incorporated portion of the District is the Town of Loomis.

The County General Plan, which was last updated in May 2013, requires new development to develop or fund fire protection facilities, personnel, operations and maintenance that, at a minimum, maintains the service level standards outlined in the General Plan. In addition, through its General Plan, the County tries to ensure that all proposed developments are reviewed for compliance with fire safety standards by responsible local fire agencies per the California Building and Fire Codes and other county and local ordinances. LFPD reported that a third party provides development plan checks on behalf of the District.

The General Plan policies also support annexations and consolidations of fire districts and services to improve service delivery to the public. The County works with CAL FIRE and local fire protection agencies and city fire departments to maximize the use of resources to develop functional and/or operational consolidations and standardization of services and to maximize the efficient use of fire protection resources. Additionally, the County periodically evaluates fire protection services in Placer County to determine if fire protection resources are being effectively and efficiently used. Placer County policies also attempt to maintain and strengthen automatic aid agreements to maximize efficient use of available resources.

LFPD territory is included in one community plan developed by the County–the Horseshoe Bar/Penryn Community Plan (CP). The Horseshoe Bar/Penryn CP was last updated in 1994 and amended in 2005 and was designed to guide the development of the area to at least 2010. When the plan area reaches its build out– the total population is projected to be 13,740 and the number of housing units approximately 5,165. The plan relies heavily on the 1975 Loomis Basin General Plan and carries forward many of the same ideas. The territory covered in the plan is known for visually pleasing, predominantly rural/residential areas. Land use policies are designed to prevent the overuse of land and to control the intensity of use, as well as enhance the rural and natural qualities of the community. Four fire protection districts including, South Placer FPD, Penryn FPD, Loomis FPD, and Newcastle FPD serve the planning area. Response times to the northern Horseshoe Bar area are typically the longest because of the lack of nearby fire stations.

The Town of Loomis General Plan was last updated in 2001. The Town is characterized by a village-style core containing a historical, small-scale downtown, surrounded by medium-density housing and some light industry. The land use goals and policies of the General Plan are all oriented toward maintaining this historical arrangement of land uses. The community's vision for the future of Loomis is based primarily on: 1) retaining the small town aspects of its character through the revitalization of the downtown village and the expansion of family oriented community facilities; and 2) maintaining the rural aspects of its character by continuing the pattern of progressively lower residential densities as distance increases from the downtown, thereby preserving low-intensity agricultural uses and natural open spaces. While the projections estimate that Loomis will grow by approximately three percent annually through the year 2020, employment is expected to grow by over eight percent annually. As with any population projections, there is also the possibility that continuing rapid economic growth in the region could cause higher annual growth rates in Loomis. Building heights in Loomis are limited to three stories, not to exceed 45 feet, provided that any height over 35 feet shall require fire department approval. A fire safety plan is required of all new businesses and multi-family occupancies.

LFPD has a development impact fee (DIF) established by the Fee Nexus Study in 2008. The DIF within the District is $0.58 per building square foot for residential developments and $1.09 per building square foot for non-residential developments. The fee has a COLA that is adjusted annually.

DISADVANTAGED UNINCORPORATED COMMUNITIES

LAFCO is required to evaluate disadvantaged unincorporated communities as part of this service review, including the location and characteristics of any such communities. A

disadvantaged unincorporated community is defined as any area with 12 or more registered voters, or as determined by commission policy, where the median household income is less than 80 percent of the statewide annual median.[93]

The California Department of Water Resources (DWR) has developed a mapping tool to assist in determining which communities meet the disadvantaged communities median household income definition.[94] According to DWR, there are two disadvantaged communities in Placer County, next to the northern area of the City of Auburn and in the community of Newcastle. There are no disadvantaged unincorporated communities within or adjacent to the LFPD bounds and sphere of influence.

FINANCING

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

The District reported that its financing levels were adequate to deliver services. Although no financing challenges were reported by LFPD, some cost containment strategies have been implemented by the District. LFPD capped the medical benefits to its employees at $1,500 a month and established new CalPERS retirement formulas. The District started contracting for certain services to increase efficiency.

Revenues and Expenses

The District's revenue in FY 12-13 was $1,572,800, consisting of 14 percent from property taxes, 24 percent from a special tax, 50 percent from benefit assessments, two percent from development fees, one percent from interest income, nine percent from other sources,[95] and less than one percent from plan check fees.

On June 21, 2007, the Loomis FPD Board of Directors passed an emergency fee ordinance allowing the District to collect fees for fire prevention related services. The District currently engages Interwest Consulting Group, a Fire and Building Code Consultant, to handle plan checking services. Plan checks and inspections are conducted by George Blind of Interwest Consulting Group. Consultation fees are assessed at the per hour rate and fraction thereof. Hours allocated include inspection time, travel time and administrative time. Pre-construction meetings, site inspections, consultation, and plan review are charged at $150 per hour. Permit and inspection fees vary based on facility and infrastructure component to be inspected from $150 to $600. LFPD has an adopted plan check fee schedule that was last updated in June of 2014. The District collects fees from the developers and pays Interwest Consulting monthly.

On June 3, 1997, registered voters of LFPD approved a special tax of $63.46 per tax unit or single family residence. It was determined that in order to help ensure that the revenues

[93] Government Code §56033.5.

[94] Based on census data, the median household income in the State of California in 2010 was $57,708, 80 percent of which is $46,166.

[95] Tower rent, insurance reimbursement, strike teams, MVA cost recovery, other.

from the special tax grow in line with the inflation-adjusted cost of providing local fire protection and medical emergency response services, the tax rate may be increased in future years by an annual amount determined by the Consumer Price Index (CPI). The District's Board of Directors has determined that the tax rate for FY 14-15 would be increased by the total CPI change of 2.79 percent since the previous fiscal year. The current special tax is $98.61.

In 2007, voters of LFPD approved an annual benefit assessment of $173.80 per single-family residence through mail-in election. Within the District, special benefit zones have been established for certain commercial properties. Each year the assessments levied on the benefit zones are adjusted by the change in the CPI for all Urban Consumers.

The assessment rates for FY 14-15 are as follows:

- Zone A – Raley's Center - $7,267.36
- Zone C – Nazarene Office Center - $624.16
- Zone D – Taylor Circle Center - $580.67
- Zone E – Penryn Plaza - $5,978.21
- Zone F – Twin Star Offices - $263.82

These commercial property assessments generate an estimated $14,714 in revenue to LFPD, accounting for approximately 0.9 percent of the District's total revenue.

It was reported that the District had not received any recent grants.

LFPD spent $1,430,162 in FY 12-13, consisting of 77 percent on salaries and benefits, 18 percent on services and supplies, and six percent on fixed assets. The District pays South Placer FPD $135~~00~~,000 a year for administrative services.

Based on Transparent California data for 2012, the District's captains receive between $66,035 and $68,030 annually, fire engineers get between $59,875 and $60,162, and apprentice firefighters receive between $6,099 and $18,737 in wages.

At the end of FY 12-13, the District's revenues exceeded expenditures by $142,638.

Capital Improvements

LFPD started its capital improvement program in 2014. Additionally, the District has an apparatus replacement plan and a major equipment replacement plan. Capital improvements are financed through development impact fees, financial reserves and a pay-as-you-go approach.

In FY 12-13, the District spent $79,680 on equipment replacement. LFPD budgeted $79,000 for capital improvements in FY 13-14. In FY 14-15, LFPD spent $48,000 on station improvements and equipment.

Outstanding Debt

The District did not have any long-term debt at the end of FY 12-13.

Reserves

The District has two financial reserves, including a reserve for capital improvements and a reserve for equipment replacement. LFPD created a reserve for capital improvements to ensure that development fees received and designated for capital expansion projects are properly accounted for. As of May 30, 2015, the capital improvement reserve balance was $30,870. The equipment replacement reserve contained $288,604, while the unrestricted fund balance at the end of the same fiscal year was $1,479,071.

Joint Financing Mechanisms and Employee Benefits

LFPD reportedly does not participate in any joint powers authorities (JPAs).

The District uses the defined benefit retirement plan and contributes to the California Public Employees Retirement System (CalPERS).

PRESENT AND PLANNED CAPACITY

LFPD reported that it had sufficient capacity to provide fire services to its current service area. Similarly, it was reported that there was enough capacity to provide services to future growth area, as the Town of Loomis is generally experiencing low growth.

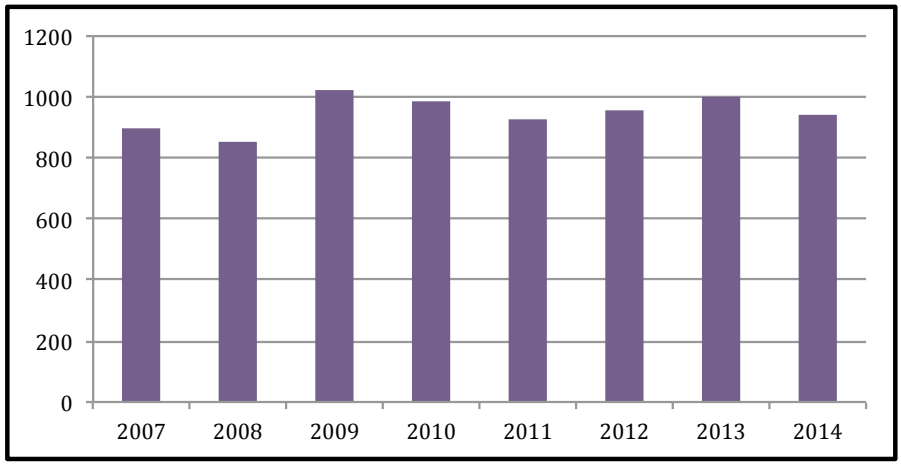
The District currently does not have excess capacity to serve other service providers' customers and eliminate the need for duplicate infrastructure by other agencies.

Existing Demand

The District reported that its peak demand times occurred in summer months due to vegetation fires, increased participation in strike teams, and recreational summer activities of residents.

LFPD reported that it experienced an overall increase, albeit minimal, in service demand in the last five years. The increase in demand is attributed to population growth; no other factors affecting service demand were reported.

Figure 9-4: LFPD Number of Calls by Year, 2007-2014



As shown in Figure 9-4, the number of calls fluctuated overtime. LFPD experienced peak demand in 2009, after which the number slightly dropped and the demand evened out for the next few years.

In 2014, LFPD received a total of 943 calls, of which 902 were within its boundaries. The majority of the calls within LFPD's boundaries were for emergency medical services

(30 percent) and motor vehicle accidents (30 percent), with the remainder being for false alarms (four percent), fires and hazardous materials (11 percent), miscellaneous emergencies (20 percent), and miscellaneous non-emergency calls (five percent). Of the total calls reported, four percent were mutual aid calls. The District averaged 69 service calls per 1,000 residents within its boundaries.

Staffing

LFPD has 21 firefighting staff, including three captains, three engineers, three firefighters, and 12 reserve firefighters. All firefighting staff, except for reserve firefighters, are paid personnel. Reserve firefighter is an unpaid, volunteer position. Under general supervision, reserve firefighters respond to emergencies, promote fire prevention, and maintain District property. Reserve firefighters are required, at a minimum, to be on-duty 48 hours per month and maintain 20 hours of training per month. The fire chief, deputy chief, and three 24/7 battalion chiefs are provided by South Placer FPD through a contract between the two districts.

The median age of the District's firefighting staff is 27, with a range from 21 to 55.

LFPD reported that its pay rate for all engineers and captains was higher than some agencies, but lower than SPFPD, Rocklin FD, and Roseville FD. Additionally, it was reported that LFPD's apprentice firefighters receive $10.50 per hour, while SPFPD's are paid $12 an hour.

The District tries to recruit additional firefighters by distributing recruitment forms and visiting local academies.

As shown in Figure 9-5, LFPD experienced moderate to high personnel turnover between 2011 and 2014, with an overall increase in the number of firefighting staff overtime.

Figure 9-5: Staffing Changes Overtime

Year	2011	2012	2013	2014
Total Staff	23	27	26	23
New Staff	8 reserves	6 reserves	7 reserves	4 reserves
Departed Staff	4 reserves	7 reserves	10 reserves	9 reserves, 1 part time chief

Currently, there are three certifications in the California firefighter series; Volunteer Firefighter, Firefighter I, and Firefighter II. While the Volunteer Firefighter focuses on skills and tasks necessary to assure safety on the fire ground, Firefighter I & II prepares the firefighter to perform essential and advanced fire ground tasks, as well as allowing entry into all tracks of the certification system. The level of certification required for each firefighter is determined by the individual fire agency. However, according to the California State Fire Marshal, there are plans to phase out the Volunteer Firefighter certification level and the most basic level of certification will eventually be Firefighter I. Firefighter I certification requires completion of the 259-hour Firefighter I course, which includes training on various fireground tasks, rescue operations, fire prevention and investigation techniques, and inspection and maintenance of equipment. In addition to this

course, Firefighter I certification also requires that the applicant have a minimum of six months of volunteer or call experience in a California fire agency as a firefighter performing suppression duties.[96] The number of LFPD personnel certified in each category is shown in Figure 9-6. Each firefighter, including volunteers, is able to hold multiple certifications, including strike team certifications. The additional certification levels shown in this table are described in more detail in Chapter 3 of this report.

Figure 9-6: LFPD Certified Personnel

Certification Level	Number of Firefighting Staff	% of Total Firefighting Staff
Volunteer Firefighter	0	0%
Firefighter I	15	71%
Firefighter II	8	38%
First Responder EMS	3	14%
Emergency Medical Technician 1	12	57%
Paramedic	1	5%
Apparatus Engineer	5	24%
Company Officer	5	24%
Chief Officer	0	0%
Haz Mat FRO	12	57%
CICCS FFT 2	8	38%
CICCS FFT 1	3	14%
CICCS Engine Boss	4	19%
CICCS Strike Team Leader	0	0%

LFPD requires that its newly hired paid firefighters be fire academy graduates, hold Candidate Physical Abilities Test (CPAT) card, and possess EMT I certification. Volunteer firefighters are required to be fire academy graduates; the District does not use community volunteers with no previous firefighting experience.

The District provides in-house training for its personnel. LFPD offers its paid firefighters a minimum of 20 hours of training per month; volunteers are required to undergo at least 20 hours of training a month as was previously mentioned.

Facilities and Capacity

LFPD owns and operates one fire station. The function and condition of the facility is described in more detail in Figure 9-7.

Figure 9-7: LFPD Facilities

	Station #28	Station #29
Property owner	Loomis Fire Protection District	Loomis Fire Protection District
Address	5840 Horseshoe Bar Road, Loomis, CA.	8800 Horseshoe Bar Road, Loomis, Ca. 95650
Purpose	Fire Station	Storage facility for reserve fire apparatus and supplies.

[96] State Fire Marshal, Course Information and Required Materials, 2007, p. 44

	Station #28	Station #29
Additional uses or other entities using the facility	None	None
Hours station is staffed	24 hours/7 days a week	Unstaffed
Date acquired or built	1960	Steel Building erected in 1982
Condition of facility[97]	Fair	Good
Infrastructure Needs	New station needed	None
Number and type of vehicles at facility	1 Type I fire engine, 1 Type III fire engine, 1 Type VI grass unit.	1 Type I reserve engine, 1 Type III reserve engine, 1 1945 vintage fire truck.
Number and classification of paid staff staffing facility	1 captain, 1 engineer, 1 apprentice firefighter per day	None
Number and classification of another agency's paid staff staffing the facility	0	None
Number of volunteers available at facility	9 reserve firefighters	None

The District reported that its current water reserves were sufficient. Placer County Water Agency supplies fire hydrants. LFPD also makes use of the closest resource agreement for water tender needs.

It appears that currently the District's facilities have sufficient capacity to provide adequate services to the existing service area based on the condition of the District's facilities and LFPD's response times to service calls. Although, the District's Station 28 is in fair condition and requires some upgrades, LFPD's response times meet the National Fire Protection Association (NFPA) standards for response to structural fire calls and the Sierra-Sacramento Valley EMS (S-SVEMS) Agency standards for response to medical emergencies. LFPD has a schedule and a financing plan to complete necessary upgrades to the station to improve its condition.

Dispatch and Communications

Fire agencies serving the unincorporated territory in western Placer County are dispatched by two separate agencies. Fire districts are dispatched by the Placer County Communications Division of the Placer County Sheriff's Department. Placer County Fire Department, which is providing services through a contract with CAL FIRE, is dispatched by the CAL FIRE Grass Valley Emergency Command Center. The cities of Roseville, Rocklin

[97] Facility condition definitions: **Excellent**—relatively new (less than 10 years old) and requires minimal maintenance. **Good**—provides reliable operation in accordance with design parameters and requires only routine maintenance. **Fair**—operating at or near design levels; however, non-routine renovation, upgrading and repairs are needed to ensure continued reliable operation. **Poor**—cannot be operated within design parameters; major renovations are required to restore the facility and ensure reliable operation.

and Lincoln have their own dispatch centers and frequencies, while the cities of Auburn and Colfax contract with CAL FIRE.

Dispatch services are currently provided free of charge. Placer County, in lieu of sharing Proposition 172 funds, offered fire districts in Placer County free dispatch services.

In addition to fire agencies, the Communications Division of the Placer County Sheriff's Department provides dispatching services for the sheriff, paramedics, animal control, and county roads. The division is staffed 24 hours a day, 365 days a year. All communications personnel are trained in emergency medical dispatch protocols wherein the dispatcher can give life-saving emergency medical instructions over the telephone prior to the arrival of the first responders.

The District is not satisfied with the current dispatch system. The Tiburon CAD is outdated and cannot support the current requirements for Loomis FPD. The District cannot build proper search orders, run card modifiers, or alert systems through cell phone technology.

Capability at an Incident

Loomis FPD can staff one type I or type III BLS engine with three full time personnel. Reserve firefighters are usually the fourth firefighter on the engine, although not guaranteed. Loomis FPD participates in out-of-county strike team deployments. If an engine is deployed out of the County, personnel are called back within three hours to staff one of the reserve apparatus. As of March 1, 2017, the District has added ALS response capabilities.

Status of, and Opportunities for, Shared Facilities

The District's facilities are reportedly not large enough to host personnel from other agencies. The training room is used for Placer County Chiefs meetings, community meetings, Board meetings, and hosting outside instructors for promotional training.

LFPD has a contract with South Placer FPD to share operations (duty office coverage 24/7), personnel, training, vehicle maintenance, and prevention. SPFPD currently uses LFPD's command vehicle. ~~Both districts see additional opportunities for the two agencies to continue sharing resources and personnel.~~ The agencies have been working together in this capacity for three years, and have decided to move forward with consolidation efforts.

Infrastructure Needs

The infrastructure needs for the District's fire station include a new truck room. The cost of upgrades, which will be financed through tax revenue, charges for services, and special assessment, is anticipated to be about $1.8 million. LFPD is in the process of putting away funds for this project; the District has so far collected about $1.2 million. The projected timeline is three years, with construction commencing in FY 17-18.

It was reported that current fire apparatus was in good shape. Apparatus will be replaced as per the apparatus replacement schedule, with replacement plan having been funded. There is a new engine purchase scheduled for FY 17-18.

Challenges

The District reported that its main challenge was related to financing of new programs, such as advanced life support or upgrading the apprentice firefighter position to a full time, full paid position. The Town of Loomis has been experiencing fairly slow growth, which makes it difficult for LFPD to fund ~~paramedic services or upgrade the apprentice firefighter position~~additional positions; however, the District has been able to add ALS services recently. The current property tax increment of two~~2~~ percent could potentially be augmented with some of the $37 million that Placer County receives in Proposition 172 funding.

Additionally, LFPD reports that there is a lack of tax increment in Placer County. The District's tax income is only a fraction of what it receives from special tax and benefit assessment.

SERVICE ADEQUACY

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

Fire services in the communities are classified by the Insurance Service Office (ISO), an advisory organization. This classification indicates the general adequacy of coverage, with classes ranking from 1 to 10. Communities with the best fire agency facilities, systems for water distribution, fire alarms and communications, and equipment and personnel receive a rating of 1. Placer County encourages local fire protection agencies in the County to maintain minimum ISO ratings of 4 in urban areas, 6 in suburban areas and 8 in rural areas. LFPD has an ISO of 4 in urban areas and 8B in rural area. The District was last evaluated in May 2013.

The National Fire Protection Association (NFPA) has issued response time performance standards depending on the service structure of the agency. The response time is measured from the completion of the dispatch notification to the arrival time of the first-responder at the scene. Though not a legal mandate, these standards provide a useful benchmark against which to measure fire agency performance. For agencies with paid staff, NFPA 1710 identifies the response time guideline of six minutes at least 90 percent of the time. For volunteer and combination fire departments, NFPA 1720 recommends that the response times for structure fire be nine minutes in urban demand zones at least 90 percent of the time, 10 minutes in suburban zones at least 80 percent of the time and 14 minutes in rural zones at least 80 percent of the time. Response times in remote zones are directly dependent on travel distances.[98] LFPD is a combination fire district and falls within the definition of suburban demand zone, and would therefore be subject to the NFPA 1720 guidelines.

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

The local emergency medical services agency (LEMSA) for Placer County is Sierra-Sacramento Valley Emergency Medical Services Agency (S-SVEMS).[99] Emergency ground ambulance service for the majority of Placer County is provided by American Medical Response under an exclusive operating agreement (EOA) with S-SVEMS. Foresthill FPD, North Tahoe FPD[100] and South Placer FPD also provide emergency ambulance service to their districts under EOAs. Emergency response time standards set by S-SVEMS in Placer County vary for each of the four approved providers and by the level of urbanization of an area (the more urban an area, the faster a response should be).[101]

Although LFPD is not an ambulance service provider, the response standard required for AMR Auburn West to Rocklin zone indicates what may be considered appropriate response times for medical emergencies for the District, which is 15 minutes 90 percent of the time.[102]

Placer County encourages local fire protection agencies in the County to have an average response time to emergency calls of four minutes in urban areas, six minutes in suburban areas and 10 minutes in rural areas. The District has not adopted a standard of its own.

LFPD's 80th percentile response time is 8.3 minutes, the 90th percentile response time is 10.3 minutes, the median response time is six minutes, and average response time is 6.7 minutes.[103] The District meets the NFPA 1720 response time standard for suburban demand zone and the S-SVEMS response time standard to medical emergencies. The District's average response time is slightly longer than Placer County recommended response time in suburban areas.[104]

The service area size for each fire station varies between the fire districts. The median fire station in Placer County serves approximately seven square miles. ~~Placer Hills FPD station~~PCF serves the most expansive area of ~~46.7~~34 square miles per each of its stations. Densely populated areas tend to have smaller service areas. For example, the median service area of the city fire department stations is 4.5 square miles. By comparison, each fire station in LFPD serves approximately nine square miles. However, the District reports

[99] S-SVEMS is responsible for planning, development and implementation of all EMS components, including regional trauma system planning, qualification, accreditation, authorization of all prehospital care personnel, EMS system design, and compliance with local and state regulations.

[100] North Tahoe FPD does not provide ambulance transport services in western Placer County and is therefore out of scope of this report and will not be discussed further.

[101] Response time standards for American Medical Response (AMR) are eight minutes 90 percent of the time in the cities of Roseville and Rocklin and in the City of Auburn and the County (all of the City of Auburn and County area half a mile west of SR 49 from the City of Auburn to Dry Creek Road, east of SR 49 up to and including I-80 North to include Bell Road, and half a mile east of SR 49 from Bell Road to Dry Creek Road), 15 minutes 90 percent of the time in Auburn east to include Colfax and Auburn west to Rocklin, 10 minutes 90 percent of the time in Lincoln, 20 minutes 90 percent of the time in rural areas of AMR service area in Placer County, and as soon as possible in wilderness areas. South Placer FPD is required to respond with ALS on scene 10 minutes 90 percent of the time and ambulance on scene 15 minutes 90 percent of the time. The requirement for Foresthill FPD is to respond within 15 minutes 90 percent of the time in Foresthill, Todd Valley Estates and Baker Ranch.

[102] The response times stated here do not include call processing time.

[103] The reported times include call processing time.

[104] Based on 2014 response time data.

that this may be a misrepresentation of coverage per station given that the entire area is served by a single full-time staffed station (Station 28); and therefore, a more accurate representation would be 18 miles served per station.

The number of firefighters serving within a particular jurisdiction is another indicator of level of service; however, it is approximate. The providers that rely on volunteer or call firefighters may have differing staff availability and reliability. An agency with more firefighters could have fewer resources, if availability is limited due to work and personal obligations. Staffing levels in Placer County vary from 0.5 firefighters per 1,000 residents in in the City of Lincoln to 37.7 firefighters in Alta FPD. By comparison, LFPD has on average approximately 1.6 firefighters per 1,000 residents.

Operating expenditures per capita is often reflective of the level of service offered by a fire provider as determined by financing constraints. The least amount of money per capita was spent by the Colfax Fire Department ($18.77). South Placer FPD expended the most per capita ($274.90). To compare, LFPD spent $104 per capita in FY 12-13.

Figure 9-8: Loomis FPD Fire Service Profile

Agency Resource Statistics	
Staffing base year	2014
Fire stations in agency boundaries	2
Fire stations serving the agency	2[105]
Square miles served per station	18
Total staff	22
Total firefighting staff	21
Total firefighting staff per station	21
Total firefighting staff per 1,000 residents	1.6
Operating expenditures per capita	$104
Service Demand	
Statistical base year	2013
Total service calls	943
% EMS	30%
% Fire/hazardous materials	30%
% Motor vehicle accidents	4%
% False alarms	11%
% Miscellaneous emergency	20%
% Non-emergency	5%
% Mutual Aid calls	4%
Calls per 1,000 residents	69
Service Adequacy	
Median response time	6
80th percentile response time	8.3
90th percentile response time	10.2
ISO Rating	4/8B

[105] One of the stations is used for storage only.

LOOMIS FIRE PROTECTION DISTRICT DETERMINATIONS

Growth and Population Projections

- Loomis Fire Protection District (LFPD) currently has a district-estimated population of approximately 13,000.
- LFPD reported that it generally experienced minimal population growth over the last five years. Growth has been concentrated in the downtown Loomis area near the District's Fire Station 28.
- The District is anticipating a limited increase in population based on the Town of Loomis General Plan. LFPD does not formally forecast its service needs, but monitors population growth through the Town of Loomis and Placer County General Plans, since the District includes incorporated and unincorporated areas.
- The Town of Loomis, in its General Plan, uses the projections done by the Sacramento Area Council of Governments (SACOG) according to which the population of the Town will grow by four percent from 2008 to 2020 and by 35 percent from 2008 to 2035.
- Based on the Department of Finance (DOF) population forecasts, the District's population is projected to increase by 12 percent from 2010 to 2020. According to the Sacramento Area Council of Governments (SACOG) projections for the entire Placer County, the population of LFPD is anticipated to increase by 19 percent between 2008 and 2020.

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

- According to the Department of Water Resources, there are two communities in Placer County, located south of the City of Auburn and in the community of Newcastle, that meet the disadvantaged community's median household income definition. There are no disadvantaged unincorporated communities within or adjacent to the LFPD bounds and sphere of influence.

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

- LFPD reported that it experienced an overall increase, albeit minimal, in service demand in the last five years. The increase in demand is attributed to population growth; no other factors affecting service demand were reported.
- LFPD reported that it had sufficient capacity to provide fire services to its current service area. Similarly, it was reported that there was enough capacity to provide services to the future growth area, as the Town of Loomis is generally experiencing and expected to continue to experience low growth.

- The District's facilities have sufficient capacity to provide adequate services to the existing service area based on the condition of the District's facilities and its response times to service calls. Although, the District's station is in fair condition and requires some upgrades, LFPD's response times meet the National Fire Protection Association (NFPA) standards for response to structural fire calls and the Sierra-Sacramento Valley EMS (S-SVEMS) Agency standards for response to medical emergencies.
- The infrastructure needs for the District's fire station consist of a new truck room. The cost of upgrades will be financed through tax revenues, charges for services, and special assessment income.
- The District is not satisfied with the current dispatch system. The Tiburon CAD is outdated and cannot support the current requirements for Loomis FPD. The District cannot build proper search orders, run card modifiers, or alert systems through cell phone technology.
- Loomis FPD can staff one type I or type III BLS engine with three full-time personnel. Reserve firefighters are usually the fourth firefighter on the engine, although not guaranteed. Loomis FPD participates in out-of-county strike team deployments.
- LFPD services appear to be adequate based on better than average ISO rating and response times that meet generally accepted standards. Based on other indicators of level of service, including service area served per station, staffing ratio per capita, and expenditures per capita, LFPD operates at a comparable level to the average Western Placer fire agency.
- District management methods appear to generally meet accepted best management practices. The District prepares a budget before the beginning of the fiscal year, conducts financial audits for each fiscal year, maintains current transparent financial records, tracks employee and district workload, has an established process to address complaints, and conducts some capital improvement planning. LFPD could make an improvement by conducting formal strategic planning.

Financial Ability of Agencies to Provide Services

- The District reported that its financing levels were adequate to deliver services.
- Although no financing challenges were reported by LFPD, some cost containment strategies were implemented by the District, including capping employee benefits and contracting for certain services.
- LFPD is funded primarily by special tax and benefit assessment revenues.
- A majority of the District's funds are spent on employee salaries and benefits.
- Capital improvements are financed through development impact fees, special tax revenues, and donations.
- The District did not have any long-term debt at the end of FY 12-13.

- The District has two financial reserves, including a reserve for capital improvements and a reserve for equipment replacement. As of May 30, 2015, the capital improvement reserve balance was $30,870. The equipment replacement reserve contained $288,604, while the unrestricted fund balance at the end of the same fiscal year was $1,479,071.
- LFPD uses a defined benefit retirement plan and contributes to the California Public Employees Retirement System (CalPERS).

Status of, and Opportunities for, Shared Facilities

- The District's facilities are reportedly not large enough to host personnel from other agencies. The training room is used for Placer County Chiefs meetings, community meetings, Board meetings, and hosting outside instructors for promotional training.
- LFPD has a contract with South Placer FPD to share operations (duty office coverage 24/7), personnel, training, vehicle maintenance, and prevention. SPFPD currently uses LFPD's command vehicle. Both districts see additional opportunities for the two agencies to continue sharing resources and personnel.
- The District is a part of the Memorandum of Understanding (MOU) with South Placer FPD and American Medical Response (AMR), according to which the three agencies provide automatic aid to each other.
- The District participates in the Placer County Closest Resource Agreement, Placer County Incident Management Team (IMT) Team, and Regional Arson Task Force.
- LFPD is a signatory of the Western Placer County Cooperative Fire Services Response Agreement along with 12 other fire protection agencies in western Placer County according to which, the agencies provide automatic aid to each other and make use of the closest resource dispatching.

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

- The District generally demonstrated accountability and transparency with regard to its governance by cooperating with the MSR process, publishing agendas for public meetings as legally required, maintaining a website, and filing Form 700 Statements of Economic Interest.
- LFPD has a set of adopted bylaws that provide a framework and direction for district governance and administration, including policies on code of ethics, Brown Act requirements, public requests for information, expense reimbursement, and conflict of interest code.
- The District previously had certain challenges with accountability and transparency; however, it was able to improve its practices in the last two years. There are currently no accountability concerns.
- The District could further improve its accountability and transparency by posting district policies and procedures and financial information, such as budgets and financial statements on its website.

- Governance structure options for LFPD include consolidation with South Placer FPD, and possibly with Penryn and Newcastle FPDs. An additional option is consolidation with other fire districts to create a single Western Placer fire protection agency or a fire protection district to serve the unincorporated areas.

LOOMIS FIRE PROTECTION DISTRICT SPHERE OF INFLUENCE UPDATE

Existing Sphere of Influence Boundary

LFPD's existing sphere of influence (SOI) is out of date after not having been updated concurrently with boundary reorganizations that have occurred over time.

SOI Options

Five options were identified with respect to LFPD's SOI.

Option #1 – A single fire agency SOI containing unincorporated Western Placer County (excluding territory within SMFD and Rocklin FPD), City of Colfax, and Town of Loomis

If the Commission determines that one fire protection agency taking over services provided by fire districts and Placer County Fire Department in Western Placer County is the preferred governance structure, then it would be appropriate to adopt a single fire agency SOI for unincorporated Western Placer (excluding territory within the Sacramento Metropolitan Fire District boundaries), City of Colfax, and Town of Loomis.

Option #2 – Western Placer County SOI

If the Commission determines that one fire protection agency serving the entirety of Western Placer County is the preferred alternative, then it would be appropriate to adopt a single fire agency SOI that encompasses Western Placer County, including all fire service providers serving both unincorporated and incorporated areas.

Option #3 – Joint SOI with South Placer FPD

Should the Commission determine that consolidation of Loomis FPD with South Placer FPD, which already closely collaborate and share resources, would be the most likely and beneficial step in the immediate future, then a joint SOI for the two districts would be appropriate.

Option #4 – Joint SOI with South Placer FPD, Newcastle FPD, and Penryn FPD

If the Commission decides that consolidating LFPD, SPFPD, NFPD, and PFPD, which are geographically connected and presently already collaborate and share some resources, would be the most appropriate current option, then a joint SOI for the four agencies should be adopted.

Option #5 – Coterminous SOI

If the Commission determines that no changes are needed in the existing service provision arrangement, adoption of a coterminous SOI is appropriate.

Recommended Sphere of Influence Boundary

Adopting a coterminous SOI for the District would indicate that the current service provision structure is appropriate and desirable. Although LFPD provides adequate services and has enough capacity to sufficiently serve the population within its boundaries

at the present level of service, there are multiple opportunities for improvement and enhanced efficiency, as well as greater benefits to constituents that could result from boundary reorganization. For instance, consolidation with the District's close collaborator, SPFPD, would be a step in the right direction~~ albeit achieving only minimal benefits~~. The District is already on the verge of complete consolidation with SPFPD, and has documented several benefits as part of its Consolidation Service Plan, including but not limited to reduction of several costs and several improved operational efficiencies, such as standardized training, streamlined policies and procedures, and centralization under a single governing body.

A sphere of influence that includes LFPD, SPFPD, NFPD, and PFPD, which already collaborate and share some resources and boundaries, would encourage consolidation of the four districts. This kind of reorganization would legally unite these agencies that are already tied together, including geographically. Although this is an attractive option that may be fairly easily executed in a short period of time, the study has shown that the time might be ripe for broader consolidation to achieve a greater number of benefits. The District notes that the differing funding levels between the agencies could pose a challenge to garnering support by LFPD and SPFPD's constituents.

As outlined in the *Governance Structure Options and Recommendations* section of Chapter 3, the solution that will achieve the greatest savings, improvements in efficiency, and increase in capacity, and deliver the most benefits to constituents, while also taking into consideration the current political climate in the County, would be a single agency taking over services provided by Placer County Fire and the fire districts (excluding Rocklin FPD) in Western Placer County.

It is apparent that a single agency serving the entirety of unincorporated and incorporated Western Placer County is the ideal option, as it would result in the greatest benefits in terms of unified leadership, increased coordination, fiscal advantages, increased number of career firefighters, logical borders, and more equitable distribution of services to name a few, but there is a disconnect in Western Placer County between fire districts and cities providing fire services. While in the long run a single Western Placer agency should be the ultimate goal, and the City of Auburn could potentially take lead on bridging the gap since some interest in consolidation has been already expressed by the City's Fire Department, currently, there is a lack of compatibility between the cities typically serving more densely populated areas offering a higher level of services and the fire protection districts that generally serve the rural unincorporated areas with a heavier reliance on volunteer firefighters. Additionally, the cities, in particular Roseville, Rocklin, and Lincoln, have not expressed an interest in involvement in a consolidated fire provider serving within their incorporated boundaries. On the other hand, the study has shown that all of the fire districts in Western Placer County already demonstrate extensive collaboration with one another and several agencies have taken significant steps towards consolidation.

To summarize, it is recommended that the Commission adopt a single fire agency SOI for unincorporated Western Placer (excluding the portion within SMFD's boundaries and Rocklin FPD), the City of Colfax and Town of Loomis, thus encouraging all of the fire districts and the County to work together to achieve the goal of a single agency serving a majority of the western territory of the County. Consolidation would aid in resolving some of the districts' challenges and constraints, ~~including LFPD's financing limitations and~~

~~inability to start providing additional desired services,~~ through enhanced economies of scale, greater leveraging of resources, and unified procedures.

The District noted that, at present, it supports Option #3 as the two agencies are already going through the consolidation process. In order for the District to support any future consolidation efforts, the District reported that it would need to be revenue neutral so that services offered are not degraded at the benefit of another agency.

Proposed Sphere of Influence Determinations

Nature, location, extent, functions, and classes of services provided

- Loomis Fire Protection District (LFPD) operates as an all-risk service provider, providing fire protection, emergency medical services, basic hazardous materials response, and other services related to the protection of lives and property within its boundaries, as well as providing assistance to neighboring communities.

Present and planned land uses, including agricultural and open-space lands

- Land uses within the District consist mainly of rural residential in its unincorporated portions and residential, commercial, and industrial in the Town of Loomis. The recommended SOI is consistent with land uses approved by the County and Town of Loomis, which have land use authority within the District boundaries. LFPD has no authority over land use.
- County and Town of Loomis policies require new developments to comply with fire code.
- Fire services are needed in all areas, are already being provided, and do not, by themselves, induce or encourage growth on agricultural or open space lands.

Present and probable need for public facilities and services

- As indicated by the service call volume, an overall increase in service demand over the last few years, and projected population increase, there is a present and anticipated continued need for fire protection services within LFPD.

Present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide

- LFPD reported that it had sufficient capacity to provide fire services to its current service area. Similarly, it was reported that there was enough capacity to provide services to future growth area, as the Town of Loomis is generally experiencing low growth.
- LFPD services appear to be adequate based on better than average ISO rating and response times that meet generally accepted standards.
- The District's facilities have sufficient capacity to provide adequate services to the existing service area based on the condition of the District's facilities and its response times to service calls. Although, the District's station is in fair condition and requires some upgrades, LFPD's response times meet the National Fire Protection Association (NFPA) standards for response to structural fire calls and the Sierra-Sacramento Valley EMS (S-SVEMS) Agency standards for response to medical emergencies.
- The District is not satisfied with the current dispatch system. The Tiburon CAD is outdated and cannot support the current requirements for Loomis FPD. The District cannot build proper search orders, run card modifiers, or alert systems through cell phone technology.

- District management methods appear to generally meet accepted best management practices.

Existence of any social or economic communities of interest

- The population within LFPD's boundaries is a community of interest for the District.
- Areas that receive the District's services through automatic and mutual aid, as well as contracts and agreements are also considered communities of interest.

Present and probable need for public facilities and services of any disadvantaged unincorporated communities within the existing Sphere of Influence

- Based on data from the Department of Water Resources there are no disadvantaged unincorporated communities within or adjacent to the LFPD bounds and sphere of influence, and as such no present or probable need for public facilities and services of any disadvantaged unincorporated communities within the existing LFPD SOI were identified.

10. NEWCASTLE FIRE PROTECTION DISTRICT

Newcastle Fire Protection District (NFPD) provides fire protection and emergency medical services to the community of Newcastle and surrounding areas. A municipal service review (MSR) was last completed for NFPD in 2004.

AGENCY OVERVIEW

Background

NFPD was established in 1868. In 1985, Penryn, Loomis, and Newcastle fire protection districts joined together through a JPA to form Tri District Fire; however, in 1991 the Tri District was dissolved when Loomis FPD separated from the group.

The principal act that governs the District is the Fire Protection District Law of 1987.[106] The principal act empowers fire districts to provide fire protection, rescue, emergency medical, hazardous material response, ambulance, and any other services relating to the protection of lives and property.[107] Districts must apply and obtain LAFCO approval to exercise services authorized by the principal act but not already provided (i.e., latent powers) by the district at the end of 2000.[108]

Boundaries

NFPD is located entirely within Placer County and serves the Newcastle area. The District's boundaries encompass about 25 square miles.

As shown in Figure 10-1, the District is located in the southwestern portion of the County and borders Placer County Fire Department in the north and west, the City of Auburn in the north, Penryn FPD in the west and southwest, South Placer FPD in the south, and El Dorado County FPD #1 in El Dorado County in the east.

Sphere of Influence

According to the 1985 LAFCO records, the District's sphere of influence (SOI) is currently out of date. It appears that since the adoption of the District's SOI, one or more annexations have occurred without concurrent SOI expansions. Thus, presently NFPD SOI is smaller than its boundary area, excluding the District's northwestern portion.

[106] Health and Safety Code §13800-13970.

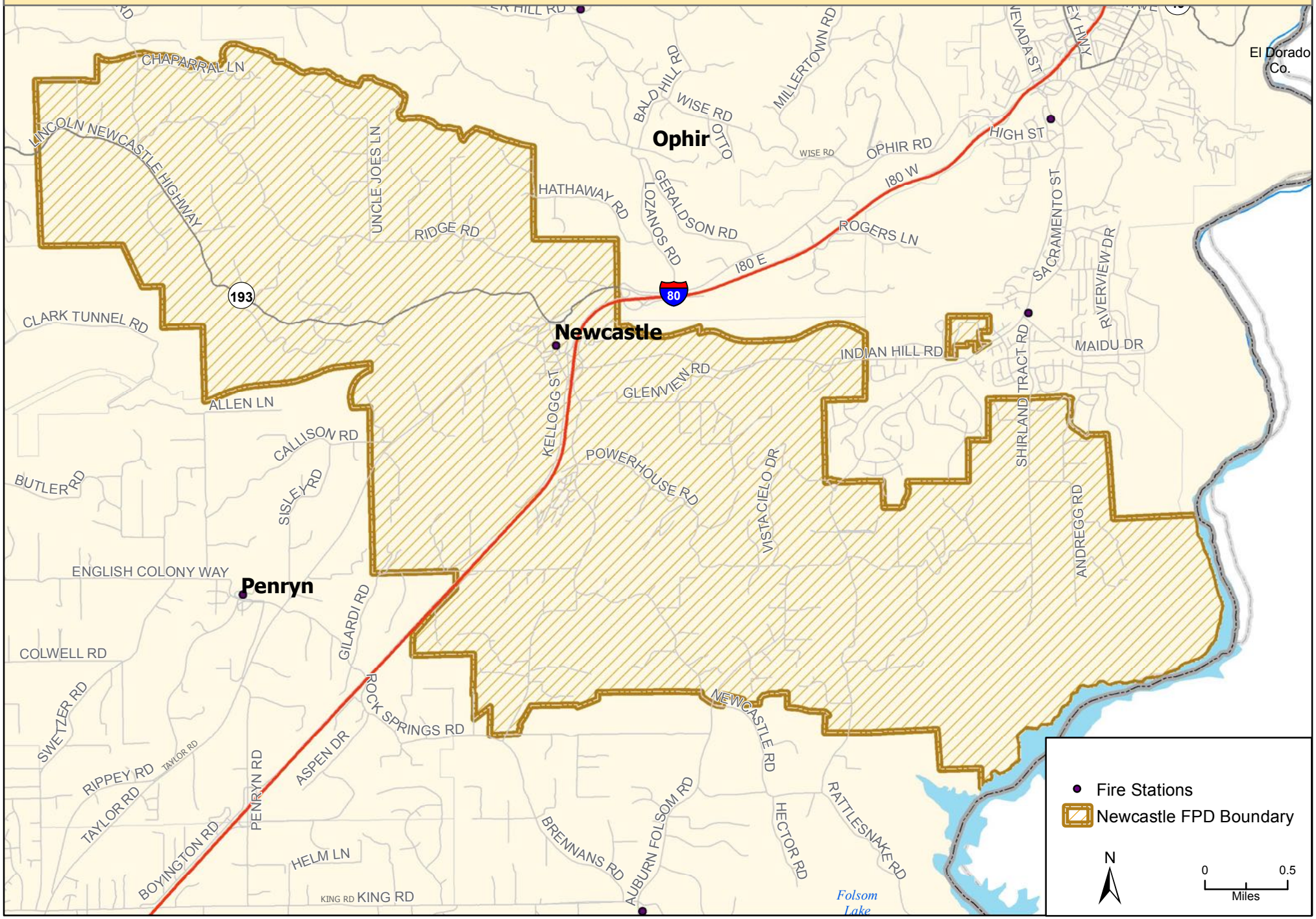
[107] Health and Safety Code §13862.

[108] Government Code §56824.10.

County of Placer

Fire Municipal Services Review

NEWCASTLE FIRE PROTECTION DISTRICT



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Date: 12/1/2015

Type and Extent of Services

Services Provided

Figure 10-2 details the services provided by NFPD. If a service is not provided by NFPD, but is offered by another agency, it is indicated in the figure.

Figure 10-2: NFPD Services

Service	Agency
Fire Suppression Services	
Structural Fire Protection	Yes
Wildland Fire Protection	Yes
Vehicle Fire Protection	Yes
Ladder Truck Capabilities	No
Fire Suppression Handcrew	CalFire
Fire Suppression Dozer	CalFire
Helicopter Services – Fire Suppression	CalFire
Boat With Fire Suppression Capabilities	No
Emergency Medical Services	
Basic Life Support Provider	Yes
Advanced Life Support - Non Transport Provider	AMR
Advanced Life Support Transport Provider	AMR
Continuing Education Provider - Medical	Yes
Air Ambulance Transport Helicopter Services	Cal Star
Helicopter Landing Facilities On Site	No
Vehicle Extrication Tools/Equipment	Yes
Fire Prevention	
Fire Safety Education – Children	Yes
Fire Safety Education – Adults/Seniors	Yes
Juvenile Firesetter Prevention Program	Yes
Fire and Life Safety Business Inspection Program	Yes
Fire Protection Planning	Yes
New Commercial Construction Plan Reviews	Yes
Public Education Provider (CPR, First Aid, etc.)	Yes
Home Fire/Safety Inspections	Yes on request
Fire Origin and Cause Investigations	Yes
Fuel Reduction/Weed Abatement Program	Yes/ County ordinance
Smoke Detector Giveaway/Installation Program	Yes
Address Sign Installation Program	Yes
Rescue Services	
First Responder Swift Water Rescue Program	Yes
Water Rescue Program	No
Ice Rescue Program	No
Dive Rescue Program	No

Low angle Rope Rescue Program	Yes
Helicopter Short/Long Haul Rescue Capabilities	Sheriff/HP
Response To Boating Accidents	No
Rescue Dog Services	No
Hazardous Materials	
Hazardous Materials Emergency Response - Basic	Yes
Hazardous Materials Response Team	Placer County OES team
Support Services	
Firefighter Incident Support Unit	No
Mobile Incident Command/Communications Unit	No
Fill Station for Self Contained Breathing Apparatus	Yes
Mobile Breathing Support Unit	No
Community Emergency Response Team	No
Chaplain Services	Yes/PCSO
Training Academy	No
Emergency Operations Center Capabilities	No
Miscellaneous	
Public Service Assists	Yes
Motor Vehicle Accident Response	Yes
Welfare Checks	Yes
Public Safety Answering Point	PCSO
Fire/EMS Dispatch	Placer County Communications
Fundraising Activities	No
Firefighters Association - Non Profit	Yes
Auxiliary Association	No

Collaboration

NFPD is a signatory of the Western Placer County Cooperative Fire Services Response Agreement along with the 12 other fire protection agencies in western Placer County, including Alta Fire Protection District, CAL FIRE/Placer County Fire Department, Foresthill Fire Protection District, Loomis Fire Protection District, Placer Hills Fire Protection District, Penryn Fire Protection District, South Placer Fire Protection District, City of Auburn Fire Department, City of Colfax Fire Department, City of Lincoln Fire Department, City of Rocklin Fire Department, and City of Roseville Fire Department. According to the agreement, the agencies provide automatic aid to each other and make use of the closest resource concept by dispatching fire, rescue, and medical emergency response without regard to jurisdiction or statutory responsibility.[109]

The District also participates in the countywide automatic aid agreement, according to which the closest resource to an incident responds regardless of boundaries. The District additionally provides services to other communities in California under the California State Mutual Aid Plan through strike team deployment.

[109] Western Placer County Cooperative Fire Services Response Agreement Operational Plan, June 2012

NFPD is a party to the Memorandum of Understanding Ambulance Automatic Aid Agreement between Newcastle FPD, American Medical Response (AMR) and South Placer FPD (SPFPD). According to the agreement, the three agencies render automatic aid to each other for emergency incidents. The intent of the agreement is to allow the closest ambulance to be dispatched to Newcastle FPD area.

NFPD collaborates with the City of Auburn through an automatic aid agreement between the two fire providers.

Service Area

NFPD provides services beyond its boundaries through the Western Placer County Cooperative Fire Services Response Agreement and other automatic and mutual aid agreements discussed above.

The District reported that its very eastern portion was often served faster by the City of Auburn Fire Department through automatic aid. Having recognized this fact, the two agencies set up a system to ensure faster response. Additionally, Penryn FPD often responds faster in the NFPD's southern area.

The District anticipates that it would be able to respond promptly in the community of Ophir once it is rebuilt, since NFPD station is located just 1.5 miles away. NFPD also responds faster in the northern Penryn FPD island.

Services to Other Agencies

NFPD does not provide any contract services to other agencies.

Contracts for Services

Newcastle FPD was receiving~~es~~ fire chief services from Penryn FPD (PFPD) through a contract. However, this contract has since been dissolved and NFPD now contracts with Placer Hills FPD for these services. ~~According to the contract, the PFPD fire chief is able to appoint a part-time assistant chief and/or duty officer who will also act as an assistant chief and/or duty officer to NFPD. Chief and assistant chief and/or duty officer are expected to divide their time between the two districts as duties and responsibilities of each district would require.~~ It was reported that as a result of this service sharing contract, NFPD was able to eliminate surplus equipment and implement multiple improvements to its operational procedures.

Similar to other fire protection districts serving unincorporated western Placer County, NFPD contracts with the County Sheriff's Office for dispatch services. The structure of these services is discussed in more detail in the *Facilities and Capacity* section of this chapter.

NFPD charges non-residents for responding to auto accident service calls and contracts with the Fire Recovery USA company for cost recovery services.

Overlapping Service Providers

The California Department of Forestry and Fire Protection (CAL FIRE) provides services throughout the State. Generally, CAL FIRE services are focused in wildland areas defined as State Responsibility Areas (SRA). Similarly, the United States Forest Service (USFS) also

provides services in California, primarily within forests and grasslands. Areas where USFS services are focused are defined as Federal Responsibility Areas (FRA). The territory of NFPD in its entirety consists of SRA lands and is considered to be moderate fire hazard severity zone. CAL FIRE also provides technical support throughout the County in the form of specialized services such as fire suppression handcrews, dozers, and helicopter services when necessary.

ACCOUNTABILITY AND GOVERNANCE

Accountability of a governing body is signified by a combination of several indicators. The indicators chosen here are limited to 1) agency efforts to engage and educate constituents through outreach activities, in addition to legally required activities such as agenda posting and public meetings, 2) timely ethics training for board members and an adopted reimbursement policy, 3) a defined complaint process designed to handle all issues to resolution, 4) adopted policies and procedures that provide a framework and direction for governance and administration, 5) adoption of a conflict of interest code as required, 6) proper filing of Form 700 by the governing body members, and 7) transparency of the agency as indicated by cooperation with the MSR process and information disclosure.

The principal act requires that the board of directors of a fire protection district must have an odd number of members, with a minimum of three and a maximum of 11 members. Directors may be appointed or elected.[110] NFPD is governed by a five-member Board of Directors elected at large to staggered four-year terms. The latest contested election took place in 2014. If a position opens up mid-term, the District posts an ad for the opening, after which the Board interviews candidates and appoints the new director. There are currently no vacancies on the Board. A constituent noted concerns of high turnover amongst the board members.

The Board of Directors generally meets on the third Wednesday of the month at 6:00 p.m. at 461 Main Street in Newcastle. The District posts its agendas at its fire station, old school house, Castle City Mobile Home Park, and on NFPD website. Minutes are distributed at Board meetings and online. Information about Board meetings is shown in Figure 10-3.

[110] Health and Safety Code §13842.

Figure 10-3: Newcastle Fire Protection District Governing Body

Newcastle Fire Protection District		
Governing Body		
Manner of Selection	Elections at large.	
Length of Term	4 years	
Meetings	Third Wednesday of each month at 6:00 p.m.	461 Main St., Newcastle, CA 95658
Agenda Distribution	Posted at the station, old school house, website, and Castle City Mobile Home Park	
Minutes Distribution	Distributed at Board meetings and available online.	
Contact		
Contact	Mitch Higgins, Fire Chief	
Mailing Address	PO Box 262, Newcastle, CA 95658	
Phone	916-663-3323	
Fax	916-663-1262	
Email/Website	mhiggins@penrynfire.org newcastlefire.org	

In addition to the legally required agendas and minutes, the District tries to reach its constituents through encouraging them to attend monthly Board meetings, hosting an open house every year, doing a school educational event at least once or twice a year, and sending winter and summer newsletter emails to the mailing list. NFPD has a website that contains information about the District's Board of Directors, meeting agendas and minutes, calendar of events, and contact information. Additionally, the District posts documents and reports, including expense reports, agreements, resolutions, and reports pertaining to the construction of its new fire station.

NFPD board members are compensated at $25 per meeting. Board members are able to receive reimbursements; however, there have been no reimbursement requests in recent years. Government Code §53235 requires that if a district provides compensation or reimbursement of expenses to its board members, the board members must receive two hours of training in ethics at least once every two years and the district must establish a written policy on reimbursements. It was reported that the District's board members last received ethics training in 2014. It was not reported whether the District had an established written policy on expense reimbursements.

If a customer is dissatisfied with the District's services, complaints may be submitted to the chief in written form to include specifics about date, time, issues, and recommendations. The District's website also contains a comment section on the Contact Us page. Fire chief is responsible for handling all the complaints. NFPD received no complaints in 2014.

The District has not provided or reported the existence of an adopted set of policies that guides the District's governance and administration. It is unknown whether NFPD has adopted any policies regarding Brown Act requirements, public requests for information or code of ethics.

The Political Reform Act (Government Code §81000, et seq.) requires state and local government agencies to adopt and promulgate conflict of interest codes. The Fair Political Practices Commission has adopted a regulation (California Code of Regulations §18730), which contains the terms of a standard conflict of interest code, which can be incorporated by reference in an agency's code. The District has adopted a conflict of interest code, which was last updated in 2014.

Government Code §87203 requires persons who hold office to disclose their investments, interests in real property and incomes by filing appropriate forms with the appropriate filing agency (i.e., the County or the Fair Political Practices Commission) each year. All members of the Board of Directors have submitted the required Form 700 for 2013.

During the course of this MSR process, NFPD demonstrated partial accountability in its disclosure of information and cooperation with Placer LAFCO. Although the District responded to questionnaires and cooperated with interview and document requests, not all the requested information has been provided.

PLANNING AND MANAGEMENT PRACTICES

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

The District employs eight staff, including one full-time chief three full-time captains, two full-time engineers, two part-time engineers, and one volunteer firefighter. NFPD contracts with PHFPD for fire chief services.

The Fire Cehief is responsible for the day to day operations of the District and overseeing captains who manage the rest of the staff.

NFPD reported that the District performed annual employee evaluations. The employee evaluation system has recently been set up for NFPD by PFPD chief. Chief evaluates captains and all higher ranks; captains evaluate their subordinates. It was also reported that the District evaluates its own performance by having monthly employee meetings to determine where improvements could be made. However, no formal evaluations such as benchmarking or annual reports are implemented. NFPD uses response time tracking and mutual aid response review as performance measures to determine service adequacy. Staff workload is tracked through time sheets, maintenance logs, and training logs.

The District's financial planning efforts include an annually adopted budget and annually audited financial statement. NFPD reports that it records its capital improvement needs annually in a study done every five years; however, a copy has not been provided for this report. Additionally, some capital improvement needs were included in the NFPD 2014 Fire Facilities Impact Fee Report. NFPD does not have any other formal planning documents, such as strategic or long-range plans. Long-term goals and objectives established by the District are mostly dedicated to capital improvements and ways to finance them. According to the District's mission statement, NFPD strives to provide the

highest standard of service to its community with commitment and dedication to excellence.

According to Government Code §26909 all special districts are required to submit their annual audits to the County within 12 months of the completion of the fiscal year, unless the Board of Supervisors has approved biennial or five-year schedule.

The filing of local agency budgets and related exemptions is governed by Government Code §53901, which states that unless exempted by the county auditor every local agency, with the exception of fire protection districts, must file a copy of its annual budget with county auditor within 60 days after the beginning of the fiscal year. The adoption of a final budget for fire protection districts is governed by Health and Safety Code §53901, which requires their annual budgets to be adopted and forwarded to the county auditor on or before October 1st of each year.

NFPD reported that it had submitted its FY 14-15 budget and its financial statement for the most recently completed fiscal year to the County Auditor's Office.

The District has reportedly not been under review or received citations from the California Division of Operational Safety and Health (CALOSHA) for at least the last three years.

EXISTING DEMAND AND GROWTH PROJECTIONS

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

Land Use

Land uses within the District mainly consist of rural residential and industrial. The District's bounds encompass approximately 25 square miles.

Current Population

According to the Newcastle Fire Facilities Impact Fee Report, there are approximately 4,107 residents within its boundaries.[111] The population density within NFPD is about 164 people per square mile.

Projected Growth and Development

The District reportedly experienced minimal population growth in the last five years; service demand increased by approximately two percent annually. Similarly, future growth over the next 10 years is also expected to be minimal.

The Newcastle Fire Facilities Impact Fee Report predicts that the District's population in 2040 will be 4,734 (an increase of 15 percent since 2014). Future residents are

[111] The estimates of existing residents within the District are based on an analysis of building permit records and an analysis of occupancy density in the region.

estimated based on an increase of 11 dwelling units per year, the historical average from 2008.

The District is not aware of any planned or proposed developments within its boundaries.

According to California Department of Finance (DOF) data, the population of Placer County is expected to grow by 12 percent over the 10 year period from 2010 to 2020. Thus, the average annual population growth in the County is anticipated to be approximately 1.12 percent. Based on these projections, the District's population would increase from 4,107 in 2010 to approximately 4,560 in 2020.

Based on the Sacramento Area Council of Governments (SACOG) projections, the population of Placer County is anticipated to grow by 19 percent from 2008 to 2020. SACOG, therefore, expects the average annual growth in the County to be about 1.45 percent. According to the SACOG projections, the District's population would increase to 4,887 in 2020.

Growth Strategies

The District is not a land use authority, and does not hold primary responsibility for implementing growth strategies. The land use authority for unincorporated areas is the County.

The County General Plan, that was last updated in May 2013, requires new development to develop or fund fire protection facilities, personnel, and operations and maintenance that, at a minimum, maintains the service level standards outlined in the General Plan. In addition, through its General Plan, the County tries to ensure that all proposed developments are reviewed for compliance with fire safety standards by responsible local fire agencies per the Uniform Fire Code and other county and local ordinances. As of July 2015 Penryn FPD reviews, approves, and performs fire suppression inspections in Newcastle FPD.

The General Plan policies also support annexations and consolidations of fire districts and services to improve service delivery to the public. The County works with CAL FIRE and local fire protection agencies and city fire departments to maximize the use of resources to develop functional and/or operational consolidations and standardization of services and to maximize the efficient use of fire protection resources. Additionally, the County periodically evaluates fire protection services in Placer County to determine if fire protection resources are being effectively and efficiently used. Placer County policies also attempt to maintain and strengthen automatic aid agreements to maximize efficient use of available resources.

NFPD territory is included in the Horseshoe Bar/Penryn Community Plan (CP). The Plan was last updated in 1994 and amended in 2005 and was designed to guide the development of the area to at least 2010. When the plan area reaches its build out, the total population is projected to be 13,740 and the number of housing unites approximately 5,165. The plan relies heavily on the 1975 Loomis Basin General Plan and carries forward many of the same ideas. The territory covered in the plan is known for visually pleasing, predominantly rural/residential areas. Land use policies are designed to prevent the

overuse of land and to control the intensity of use, as well as enhance the rural and natural qualities of the community. Four fire protection districts including, South Placer FPD, Penryn FPD, Loomis FPD, and Newcastle FPD serve the planning area. Response times to the northern Horseshoe Bar area are typically the longest because of the absence of nearby fire stations.

A small area of NFPD in the north is also a part of the Auburn/Bowman Community Plan approved in 1994 and updated in 1999. The plan was designed to guide the physical and economic development of the Auburn and Bowman areas to 2010. The goal of the plan was to create a balance by accommodating new growth, while minimizing the loss or degradation of the natural environment.

NFPD presently has a development impact fee (DIF), which was established through a Fire Facilities Impact Fee Report adopted in 2014. The District charges $1,039 per residential dwelling unit or $0.64 per square foot of residential development, $642 per commercial unit or $0.64 per square foot, $611 per office unit or $0.61 per square foot, $334 per industrial unit or $0.33 per square foot, and $285 per agricultural development unit or $0.29 per square foot.

DISADVANTAGED UNINCORPORATED COMMUNITIES

LAFCO is required to evaluate disadvantaged unincorporated communities as part of this service review, including the location and characteristics of any such communities. A disadvantaged unincorporated community is defined as any area with 12 or more registered voters, or as determined by commission policy, where the median household income is less than 80 percent of the statewide annual median.[112]

The California Department of Water Resources (DWR) has developed a mapping tool to assist in determining which communities meet the disadvantaged communities median household income definition.[113] According to DWR, there are two disadvantaged communities in Placer County, next to the northern area of the City of Auburn and in the community of Newcastle. Newcastle Census Designated Place (CDP) disadvantaged unincorporated community with population of 627 is included in NFPD.

FINANCING

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

The District reported that its financing level was marginally adequate to deliver services. NFPD experiences difficulty in staff retention due to the District's inability to offer higher wages.

NFPD has implemented some cost containment strategies in the last several years, particularly through contracting with Penryn FPD and then Placer Hills FPD, which allowed

[112] Government Code §56033.5.

[113] Based on census data, the median household income in the State of California in 2010 was $57,708, 80 percent of which is $46,166.

the District to eliminate old and unneeded equipment for which NFPD had been incurring large repair bills. Vehicles were declared surplus and sold. Additionally, the District will increase its efficiency by constructing and moving to a new fire station, while abandoning the old out of date inefficient facility.

In 2012, the District acquired a new source of revenue, by having a new special tax measure passed by voters.

Revenues and Expenses

The District's revenue in FY 12-13 amounted to $761,807 and included 26 percent from property taxes, 57 percent from special tax, 13 percent from charges for services, two percent from development fees, one percent from investment income, and one percent from miscellaneous sources.

In 2012, the District's voters approved Measure B, which was a special tax on real property for the purpose of providing fire protection and medical emergency services. Special tax is assessed in the amount of $146.46 per taxable parcel. Parcels with structures in excess of 3,000 square feet are assessed additional $0.05 per square foot.

Additionally, in 1997 the District passed Measure F at which time the base rate was $54.44 per parcel, plus $3.30 per acre over 4.7 acres to a maximum of $100 per parcel. For unimproved parcels the tax was $2.94 per acre. The tax increases annually based on changes in the Consumer Price Index for All Urban Consumers. Neither of the District's special taxes have sunset dates.

Charges for services revenue was received from strike team fees. NFPD personnel are compensated according to the District's Personnel Rules and Regulations.

The District receives development fees from new construction in the area. A fee is assessed on the square footage of the development and the revenue is restricted for fixed asset acquisition.

The District also collects fees from non-residents for responding to motor vehicle accident calls.

NFPD reported that it had not received any recent grants.

NFPD expenditures in FY 12-13 were $587,439, of which 58 percent was spent on salaries and benefits, three percent on services and supplies, nine percent on maintenance and operations, nine percent on general and administrative expenses, two percent on utilities, 15 percent on professional fees, and four percent on payment of long-term debt.

NFPD pays PFPD an annual amount of $75,000 payable in four installments for the fire chief and assistant chief/duty officer services. The contract was entered into on November 1st, 2013, and therefore this expenditure was not recorded in FY 12-13 audited financial statement.

The District's paid personnel are generally compensated at a lower rate than other fire protection districts in western Placer County. For instance, NFPD captain receives about $10.81 an hour, while engineers get $10.50 an hour.

In FY 12-13, the District's revenues exceeded expenditures by $174,368.

Capital Improvements

The District's apparatus and facility capital improvement needs are planned for in a Capital Improvement Plan adopted every five years and updated annually. Additionally, a capital improvement program has been included in the 2014 Fire Facilities Impact Fee Report.

NFPD is constructing a new modern fire station to replace the old one. Reportedly, the District expects to spend about $1.9 million to build a station on donated land next to I-80 in Newcastle (corner of Old State Highway and Newcastle Road). The new fire station is being financed by proceeds from Measure B and donations. Construction commenced in 2015 and is expected to be completed by the end of the year.

Outstanding Debt

As of June 30, 2013, NFPD had one loan payable to Westamerica Bank, secured by the Seagrave Engine. Annual payments are due every June in the amount of $25,950, which includes interest at a fixed rate of 3.75 percent per year. The balance at the end of FY 12-13 was $26,766, which was paid off in FY 13-14.

At the end of FY 13-14, NFPD had another loan payable, which was to Oshkosh Capital secured by the Wildland Type III Contender Engine. Annual payments are due in February in the amount of $29,180, which includes interest at fixed rate of 3.89 percent per year. The District owes $237,976 in principal and $53,822 in interest.

Reserves

The District has a management practice to keep two financial reserves, including restricted and unrestricted. At the end of FY 12-13, NFPD had $264,590 in restricted reserve and $216,386 in unrestricted reserve.

Joint Financing Mechanisms and Employee Benefits

NFPD does not participate in any Joint Powers Authorities (JPAs).

The District does not have a retirement plan available for its employees.

PRESENT AND PLANNED CAPACITY

NFPD reportedly has marginal capacity to provide fire services to its current service area. A capacity constraint identified is the District's inability to retain personnel due to limited financing that results in low wages.

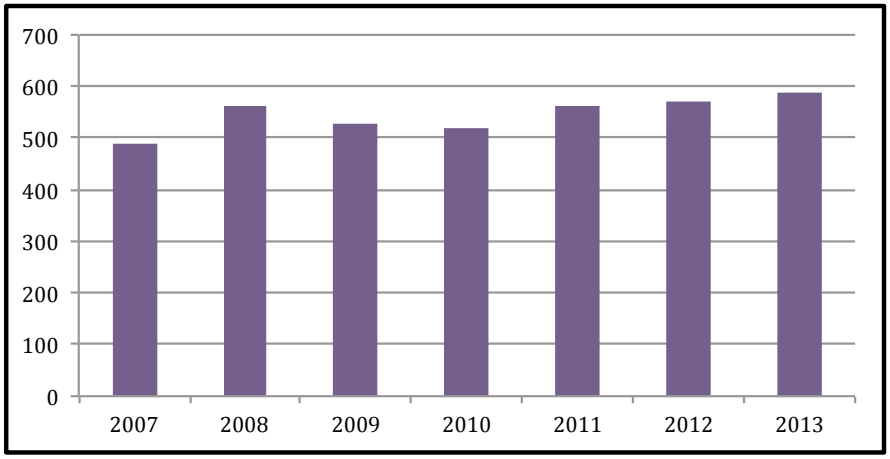
NFPD has some excess capacity to serve other providers' customers through automatic and mutual aid and eliminate the need for duplicate infrastructure by other agencies in certain areas as described in the *Service Area* section.

Existing Demand

The District forecasts its service needs informally through looking at historical data. Most of the District's service calls are reportedly EMS-related.

NFPD does not anticipate any significant change in service demand in the next 10 years. Service demand reportedly stays consistent throughout the year.

Figure 10-4: NFPD Number of Calls by Year, 2007-2013



NFPD observed an overall increase in its service demand in the last few years. As shown in Figure 10-4, the number of calls dropped in 2009 and 2010, but went back up in the next three years. The District failed to report the number of calls received in 2013 by service type. The District averaged 143 service calls per 1,000 residents.

Staffing

NFPD currently has eight firefighting personnel comprised of one full-time chief three captains, two engineers, two part-time engineers, and one volunteer firefighter. All staff, except for volunteer firefighters, are paid personnel. Volunteers are reimbursed for strike team participation. The District reported that PFPD and NFPD were the districts with the lowest firefighter pay for all ranks in western Placer County. Chief is employed on a part-time basis through a contract with PFPD.

NFPD failed to provide information regarding the demographics of its firefighting staff, recruitment efforts, or personnel turnover over the last four years.

Currently, there are three certifications in the California firefighter series; Volunteer Firefighter, Firefighter I, and Firefighter II. While the Volunteer Firefighter focuses on skills and tasks necessary to assure safety on the fire ground, Firefighter I & II prepares the firefighter to perform essential and advanced fire ground tasks, as well as allowing entry into all tracks of the certification system. The level of certification required for each firefighter is determined by the individual fire agency. However, according to the California State Fire Marshal, there are plans to phase out the Volunteer Firefighter certification level and the most basic level of certification will eventually be Firefighter I. Firefighter I certification requires completion of the 259-hour Firefighter I course, which includes training on various fireground tasks, rescue operations, fire prevention and investigation techniques, and inspection and maintenance of equipment. In addition to this course, Firefighter I certification also requires that the applicant have a minimum of six months of volunteer or call experience in a California fire agency as a firefighter performing suppression duties.[114] The number of NFPD personnel certified in each category is shown in Figure 10-5. Each firefighter, including volunteers, is able to hold multiple certifications,

[114] State Fire Marshal, Course Information and Required Materials, 2007, p. 44

including strike team certifications. The additional certification levels shown in this table are described in more detail in Chapter 3 of this report.

Figure 10-5: NFPD Certified Personnel

Certification Level	Number of Firefighting Staff	% of Total Firefighting Staff
Volunteer Firefighter	1	13%
Firefighter I	6	75%
Firefighter II	2	25%
First Responder EMS	0	0%
Emergency Medical Technician 1	7	88%
Paramedic	0	0%
Apparatus Engineer	3	38%
Company Officer	0	0%
Chief Officer	1	13%
Haz Mat FRO	0	0%
CICCS FFT 2	1	13%
CICCS FFT 1	0	0%
CICCS Engine Boss	4	50%
CICCS Strike Team Leader	1	13%

The District conducts in-house training for its personnel, offering at least 20 hours of training per month to paid firefighters and volunteers alike. NFPD requires newly hired paid firefighters to hold State Firefighter I and EMT certifications. Volunteers are required to have an EMT certification and at least 90 hours of completed training. The District reported that it became more difficult to retain volunteer firefighters due to limited financing and more stringent training requirements.

Facilities and Capacity

NFPD owns and operates one fire station, which is staffed 24 hours a day seven days a week. The function and condition of the station are described in more detail in Figure 10-6.

Figure 10-6: NFPD Facilities

	Station #41
Property owner	Newcastle Fire Protection District
Address	9211 Cypress St., Newcastle, CA 95658
Purpose	All risk
Additional uses or other entities using the facility	None
Hours station is staffed	24 hours/7 days a week; 2/0 staffing
Date acquired or built	1868

	Station #41
Condition of facility[115]	Poor
Infrastructure Needs	New station needed
Number and type of vehicles at facility	1 command vehicle, 1 Type I engine, 1 Type III engine
Number and classification of paid staff staffing facility	1 chief officer, 3 captains, 2 engineers, 2 part-time engineers
Number and classification of another agency's paid staff staffing the facility	0
Number of volunteers available at facility	1

The District reported that its water reserves for fire and emergency purposes were not satisfactory. The Placer County Water Agency's water system in the community is limited. NFPD needs a water tender to improve its water supply.

Based on the available data including the condition of the District's fire station and availability of water, it appears that currently the District's facilities have limited capacity to provide adequate services to the existing service area. Response time data could not be benchmarked against industry standards, as NFPD had not provided required information.

The District's capacity is further constrained by the District's financial difficulties that prevent NFPD from recruiting paid staff and volunteers.

Dispatch and Communications

Fire agencies serving the unincorporated territory in western Placer County are dispatched by two separate agencies. Fire districts are dispatched by the Placer County Communications Division of the Placer County Sheriff's Department. Placer County Fire Department, which is providing services through a contract with CAL FIRE, is dispatched by the CAL FIRE Grass Valley Emergency Command Center. The cities of Roseville, Rocklin and Lincoln have their own dispatch centers and frequencies, while the cities of Auburn and Colfax contract with CAL FIRE.

NFPD maintains a contract for dispatch services with Placer County Sheriff's Department. Dispatch services are currently provided free of charge. Placer County, in lieu of sharing Proposition 172 funds, offered fire districts in Placer County free dispatch services.

[115] Facility condition definitions: **Excellent**—relatively new (less than 10 years old) and requires minimal maintenance. **Good**—provides reliable operation in accordance with design parameters and requires only routine maintenance. **Fair**—operating at or near design levels; however, non-routine renovation, upgrading and repairs are needed to ensure continued reliable operation. **Poor**—cannot be operated within design parameters; major renovations are required to restore the facility and ensure reliable operation.

In addition to fire agencies, the Communications Division of the Placer County Sheriff's Department provides dispatching services for the sheriff, paramedics, animal control, and county roads. The division is staffed 24 hours a day, 365 days a year. All communications personnel are trained in emergency medical dispatch protocols wherein the dispatcher can give life-saving emergency medical instructions over the telephone prior to the arrival of the first responders.

The District believes that the current dispatch system is outdated and does not cater well to fire service providers (i.e. tracking where apparatus are and who is on and off shift, sending the address and map of the incident to the chief's phone through an app). The District envisions a consolidated dispatch center for western Placer County fire districts that would use a new dispatch system that satisfies firefighter needs.

Capability at an Incident

Presently the District's capability is to respond with 2/0 staffing with a Type I or Type III engines.

Status of, and Opportunities for, Shared Facilities

The District reported that it did not share its facilities or vehicles with other agencies or organizations. Similarly, NFPD does not see any future opportunities to do so.

The District shares Placer Hills~~Penryn~~ FPD's fire chief ~~and assistant~~ services.

Infrastructure Needs

The District is currently in the process of constructing a replacement fire station to its outdated and inefficient old station, which is currently in use by NFPD. The estimated construction time is about 12 months.

Additionally, the District reported that it had recently replaced the Type I engine. NFPD needs to purchase a water tender, but there is currently not enough personnel to staff it.

Challenges

The main challenge identified by the District is limited financing, which precludes the District from recruiting additional paid staff and retaining volunteers thus causing staffing restraints. It is reported that the District expects a limited financial improvement resulting from Measure B.

SERVICE ADEQUACY

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

Fire services in the communities are classified by the Insurance Service Office (ISO), an advisory organization. This classification indicates the general adequacy of coverage, with classes ranking from 1 to 10. Communities with the best fire agency facilities, systems for

water distribution, fire alarms and communications, and equipment and personnel receive a rating of 1. Placer County encourages local fire protection agencies in the County to maintain minimum ISO ratings of 4 in urban areas, 6 in suburban areas and 8 in rural areas. NFPD, has an ISO of 5 in urban areas and 9 in rural areas. The District was last evaluated in 2014.

The National Fire Protection Association (NFPA) has issued response time performance standards depending on the service structure of the agency. The response time is measured from the completion of the dispatch notification to the arrival time of the first-responder at the scene. Though not a legal mandate, these standards provide a useful benchmark against which to measure fire agency performance. For agencies with paid staff, NFPA 1710 identifies the response time guideline of six minutes at least 90 percent of the time. For volunteer and combination fire departments, NFPA 1720 recommends that the response times for structure fire be nine minutes in urban demand zones at least 90 percent of the time, 10 minutes in suburban zones at least 80 percent of the time and 14 minutes in rural zones at least 80 percent of the time. Response times in remote zones are directly dependent on travel distances.[116] NFPD is a combination fire district and falls under the definition of rural demand zone, and would therefore be subject to the NFPA 1720 guidelines.

The local emergency medical services agency (LEMSA) for Placer County is Sierra-Sacramento Valley Emergency Medical Services Agency (S-SVEMS).[117] Emergency ground ambulance service for the majority of Placer County is provided by American Medical Response under an exclusive operating agreement (EOA) with S-SVEMS. Foresthill FPD, North Tahoe FPD[118] and South Placer FPD also provide emergency ambulance service to their districts under EOAs. Emergency response time standards set by S-SVEMS in Placer County vary for each of the four approved providers and by the level of urbanization of an area (the more urban an area, the faster a response should be).[119]

Although NFPD is not an ambulance service provider, the response standard required for AMR Auburn West to Rocklin zone indicates what may be considered appropriate

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

[117] S-SVEMS is responsible for planning, development and implementation of all EMS components, including regional trauma system planning, qualification, accreditation, authorization of all prehospital care personnel, EMS system design, and compliance with local and state regulations.

[118] North Tahoe FPD does not provide ambulance transport services in western Placer County and is therefore out of scope of this report and will not be discussed further.

[119] Response time standards for American Medical Response (AMR) are eight minutes 90 percent of the time in the cities of Roseville and Rocklin and in the City of Auburn and the County (all of the City of Auburn and County area half a mile west of SR 49 from the City of Auburn to Dry Creek Road, east of SR 49 up to and including I-80 North to include Bell Road, and half a mile east of SR 49 from Bell Road to Dry Creek Road), 15 minutes 90 percent of the time in Auburn east to include Colfax and Auburn west to Rocklin, 10 minutes 90 percent of the time in Lincoln, 20 minutes 90 percent of the time in rural areas of AMR service area in Placer County, and as soon as possible in wilderness areas. South Placer FPD is required to respond with ALS on scene 10 minutes 90 percent of the time and ambulance on scene 15 minutes 90 percent of the time. The requirement for Foresthill FPD is to respond within 15 minutes 90 percent of the time in Foresthill, Todd Valley Estates and Baker Ranch.

response times for medical emergencies for the District, which is 15 minutes 90 percent of the time.

Placer County encourages local fire protection agencies in the County to have an average response times to emergency calls of four minutes in urban areas, six minutes in suburban areas and 10 minutes in rural areas. The District has an adopted response time standard of its own, which is eight minutes 90 percent of the time.

NFPD failed to provide its response time for each incident responded to in 2013, therefore the data was not analyzed and benchmarked against described industry standards.

The service area size for each fire station varies between the fire districts. The median fire station in Placer County serves approximately seven square miles. ~~Placer Hills FPD~~PCF ~~station~~ serves the most expansive area of ~~46.7~~34 square miles per each of its stations. Densely populated areas tend to have smaller service areas. For example, the median service area of the city fire department stations is 4.5 square miles. By comparison, each fire station in NFPD serves approximately 25 square miles.

The number of firefighters serving within a particular jurisdiction is another indicator of level of service; however, it is approximate. The providers that rely on volunteer or call firefighters may have differing staff availability and reliability. An agency with more firefighters could have fewer resources, if availability is limited due to work and personal obligations. Staffing levels in Placer County vary from 0.5 firefighters per 1,000 residents in in the City of Lincoln to 37.7 firefighters in Alta FPD. By comparison, NFPD has on average approximately two firefighters per 1,000 residents.

Operating expenditures per capita is often reflective of the level of service offered by a fire provider as determined by financing constraints. The least amount of money per capita was spent by the Colfax Fire Department ($18.77). South Placer FPD expended the most per capita ($274.90). To compare, NFPD spent $136.72 per capita in FY 12-13.

Figure 10-7: Newcastle FPD Fire Service Profile

Agency Resource Statistics	
Staffing base year	2014
Fire stations in agency boundaries	1
Fire stations serving the agency	1
Square miles served per station	25
Total staff	8
Total firefighting staff	8
Total firefighting staff per station	8
Total firefighting staff per 1,000 residents	2
Operating expenditures per capita	$136.72
Service Demand	
Statistical base year	2013
Total service calls	589
% EMS	NP
% Fire/hazardous materials	NP
% Motor vehicle accidents	NP
% False alarms	NP
% Miscellaneous emergency	NP

% Non-emergency	NP
% Mutual aid calls	NP
Calls per 1,000 residents	143
Service Adequacy	
Median response time	NP
80th percentile response time	NP
90th percentile response time	NP
ISO Rating	5/9

NEWCASTLE FIRE PROTECTION DISTRICT DETERMINATIONS

Growth and Population Projections

- Newcastle Fire Protection District (NFPD) currently has an estimated population of 4,107 based on the analysis of building permit data and population density information.
- NFPD reported that it generally experienced minimal population growth over the last five years. The District similarly expects minimal growth in the next 10 years. The Newcastle Fire Facilities Impact Fee Report predicts that the District's population in 2040 will be 4,734 (a 15 percent increase since 2010). Future residents are estimated based on an increase of 11 dwelling units per year—the historical annual average from 2008.
- There are no known planned or proposed developments within NFPD's boundaries.
- The District currently has an established development impact fee (DIF) to fund facility upgrades and new facilities needed to serve new developments.
- Based on the Department of Finance (DOF) population forecasts, the District's population is projected to increase by 12 percent from 2010 to 2020. According to the Sacramento Area Council of Governments (SACOG) projections, the population of NFPD is anticipated to increase by 19 percent between 2008 and 2020.

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

- According to the Department of Water Resources, there are two communities in Placer County, located south of the City of Auburn and in the community of Newcastle, that meet the disadvantaged community's median household income definition. Thus, a disadvantaged unincorporated community is located within NFPD's bounds; Newcastle Census Designated Place (CDP) has a population of 627 and is considered disadvantaged unincorporated community.

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

- The District anticipates no change in service demand in the next 10 years.
- Capacity is currently constrained by staffing challenges, including difficulties recruiting and retaining.
- The District is currently in the process of constructing its replacement fire station. NFPD is in need of replacing its Type I engine.

- NFPD has some excess capacity to serve other providers' customers through automatic and mutual aid and eliminate the need for duplicate infrastructure by other agencies in certain areas.
- The District's facilities have limited capacity to provide adequate services to its existing service area based on the condition of the NFPD fire station and availability of water. Information regarding NFPD response times to service calls was not provided.
- NFPD believes that the current dispatch system provided by Placer County is outdated and envisions consolidated dispatch that would use a new system and serve all fire districts in western Placer County.
- The District reported that its actual response capability at an incident consisted of 2/0 staffing with a Type I or Type III engines.
- NFPD failed to provide its response time information, therefore the data was not analyzed and benchmarked against industry standards and it is unclear whether services provided are adequate. An opportunity for improvement by NFPD would be consistently tracking response times to incidents, regularly analyzing service call and response patterns, and making appropriate changes to operations based on the information gathered.
- The District's ISO rating is slightly lower than the recommended standard by the County. Based on other indicators of level of service, including service area served per station, staffing ratio per capita, and expenditures per capita, NFPD operates at a comparable level to the average Western Placer fire agency.
- District management methods appear to generally meet accepted best management practices. The District prepares a budget before the beginning of the fiscal year, conducts financial audits for each fiscal year, maintains current transparent financial records, tracks employee and district workload, has an established process to address complaints, and reportedly conducts capital improvement planning.

Financial Ability of Agencies to Provide Services

- The District reported that its financing levels were marginally adequate to deliver services. NFPD experiences difficulty in staff retention due to the District's inability to offer higher wages.
- NFPD implemented some cost containment strategies in the last several years, particularly through contracting with Penryn and then Placer Hills FPD for resource sharing. The District is increasing its efficiency by moving to a new more modern station.
- The District is primarily funded by property taxes, special tax revenues, and charges for services such as strike team fees.
- In 2012, the District acquired a new source of revenue, by having a new special tax measure passed by voters. NFPD currently receives revenue from two special taxes.

- Capital improvements are financed through development impact fees and general revenues. The new fire station is being financed by the new special tax and donations.
- NFPD currently has one loan payable with a balance of $237,976 in principal and $53,822 in interest. The loan was secured for the Wildland Type III Contender Engine.
- The District has a management practice to keep two financial reserves comprised of restricted and unrestricted funds. At the end of FY 12-13, NFPD had $264,590 in the restricted reserve and $216,386 in the unrestricted reserve.
- NFPD does not have a retirement plan available for its employees.

Status of, and Opportunities for, Shared Facilities

- The District reported that it did not share its facilities or vehicles with other agencies or organizations. Similarly, NFPD does not see any future opportunities to do so.
- The District shares fire chief services with Placer Hills~~enryn~~ FPD.
- NFPD participates in the Placer County Closest Resource Agreement and California State Mutual Aid Plan.
- NFPD is a signatory of the Western Placer County Cooperative Fire Services Response Agreement along with 12 other fire protection agencies in western Placer County according to which, the agencies provide automatic aid to each other and make use of the closest resource dispatching.

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

- The District generally demonstrated accountability and transparency with regard to its governance by publishing agendas for public meetings as legally required, maintaining a website, filing Form 700 Statements of Economic Interest, and Board members receiving timely ethics trainings. NFPD publishes its financial and other documents on its website.
- The District demonstrated partial accountability in its cooperation with Placer LAFCO. Not all of the requested information was provided.
- It is unknown whether NFPD has an adopted set of policies that provide a framework and direction for district governance and administration, and whether the District has specific policies adopted regarding code of ethics, Brown Act requirements, public requests for information, expense reimbursement, and conflict of interest code. The District could improve its accountability and transparency by posting district policies and procedures on its website.
- Governance structure options for NFPD include consolidation with Penryn FPD, and possibly with South Placer FPD and Loomis FPD. An additional option is

consolidation with other fire districts to create a single Western Placer fire protection agency or a fire protection district to serve the unincorporated areas.

NEWCASTLE FIRE PROTECTION DISTRICT SPHERE OF INFLUENCE UPDATE

Existing Sphere of Influence Boundary

NFPD's existing sphere of influence (SOI) is out of date after not having been updated concurrently with boundary reorganizations that have occurred overtime

SOI Options

Five options were identified with respect to NFPD's SOI.

Option #1 – A single fire agency SOI containing unincorporated Western Placer County (excluding territory within SMFD and Rocklin FPD), City of Colfax, and Town of Loomis

If the Commission determines that one fire protection agency taking over services provided by fire districts and Placer County Fire Department in Western Placer County is the preferred governance structure, then it would be appropriate to adopt a single fire agency SOI for unincorporated Western Placer (excluding territory within the Sacramento Metropolitan Fire District boundaries), City of Colfax, and Town of Loomis.

Option #2 – Western Placer County SOI

If the Commission determines that one fire protection agency serving the entirety of Western Placer County is the preferred alternative, then it would be appropriate to adopt a single SOI that encompasses Western Placer County, including all fire service providers serving both unincorporated and incorporated areas.

Option #3 – Joint SOI with Penryn FPD

Should the Commission determine that consolidation of Newcastle FPD with Penryn FPD, which already closely collaborate and share resources, would be the most likely and beneficial step in the immediate future, then a joint SOI for the two districts would be appropriate.

Option #4 – Joint SOI with Penryn FPD, South Placer FPD, and Loomis FPD

If the Commission decides that consolidating LFPD, SPFPD, NFPD, and PFPD, which are geographically connected and presently already collaborate and share some resources, would be the most appropriate option, then a joint SOI for the four agencies should be adopted.

Option #5 – Coterminous SOI

If the Commission determines that no changes are needed in the existing service provision arrangement, adoption of a coterminous SOI is appropriate.

Recommended Sphere of Influence Boundary

If the Commission decides to adopt a coterminous SOI for NFPD, it would send the signal that the current service provision structure is desirable and adequate, which currently does not appear to be the case, as the District experiences financing challenges,

personnel constraints, and other difficulties that limit its operational ability and efficiency. Adopting a joint sphere of influence with Penryn FPD (a close collaborator of NFPD, with which it already shares resources) and subsequent consolidation would be a step towards improvement albeit achieving only minimal benefits. A sphere of influence that includes LFPD, SPFPD, NFPD, and PFPD, which already collaborate and share some resources and boundaries would encourage consolidation of the four districts. This kind of reorganization would legally unite these agencies that are already tied together, including geographically. Although this is an attractive option that will bring opportunities for improvement and increase in efficiency and may be fairly easily executed in a short period of time, the study has shown that the time might be ripe for broader consolidation to achieve a greater number of benefits.

As outlined in the *Governance Structure Options and Recommendations* section of Chapter 3, the solution that will achieve the greatest savings, improvements in efficiency, and increase in capacity, and deliver the most benefits to constituents, while also taking into consideration the current political climate in the County, would be a single agency taking over services provided by Placer County Fire Department and the fire districts (excluding Rocklin FPD) in Western Placer County.

Despite the fact that a single agency serving the entirety of unincorporated and incorporated Western Placer County is the ideal option, as it would result in the greatest benefits in terms of unified leadership, increased coordination, fiscal advantages, increased number of career firefighters, logical borders, and more equitable distribution of services to name a few, but there is still a disconnect in Western Placer County between fire districts and cities providing fire services. While in the long run a single Western Placer agency should be the ultimate goal and the City of Auburn could potentially take lead on bridging the gap since some interest in consolidation has been already expressed by the City's Fire Department, currently, there is a lack of compatibility between the cities typically serving more densely populated areas offering a higher level of services and the fire protection districts that generally serve the rural unincorporated areas with a heavier reliance on volunteer firefighters. Additionally, the cities, in particular Roseville, Rocklin, and Lincoln, have not expressed an interest in involvement in a consolidated fire provider serving within their incorporated boundaries. On the other hand, the study has shown that all of the fire districts in Western Placer County already demonstrate extensive collaboration with one another and several agencies have taken significant steps towards consolidation.

It is thus recommended that the Commission adopt a single SOI for unincorporated Western Placer (excluding the portion within SMFD's boundaries and Rocklin FPD), the City of Colfax and Town of Loomis, thus encouraging all of the fire districts and the County to work together to achieve the goal of a single agency serving a majority of the western territory of the County. Consolidation would aid in resolving some of the districts' challenges and constraints, including NFPD's financing and personnel restraints, through enhanced economies of scale, greater leveraging of resources, and unified procedures.

Proposed Sphere of Influence Determinations

Nature, location, extent, functions, and classes of services provided

- Newcastle Fire Protection District (NFPD) provides fire protection and emergency medical services to the community of Newcastle and surrounding areas.

Present and planned land uses, including agricultural and open-space lands

- Land uses within the District consist of rural residential and industrial. The recommended SOI is consistent with land uses approved by the County, which has land use authority within the District boundaries. NFPD has no authority over land use.
- County policies require new developments to comply with the fire code and to develop or fund fire protection facilities, personnel, and operations and maintenance.
- Fire services are needed in all areas, are already being provided, and do not, by themselves, induce or encourage growth on agricultural or open space lands.

Present and probable need for public facilities and services

- As indicated by the service call volume and consistent demand, there is a present and anticipated continued need for fire protection services within NFPD.

Present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide

- Capacity is currently constrained by staffing challenges, including difficulties recruiting and retaining.
- Although there the District faces certain capacity constraints, there are opportunities for NFPD to serve some areas outside of its bounds at a faster pace that the designated fire district through automatic and mutual aid and eliminate the need for duplicate infrastructure by other agencies.
- The District's facilities have limited capacity to provide adequate services to its existing service area based on the condition of the NFPD fire station and availability of water. Information regarding NFPD response times to service calls was not provided.
- NFPD believes that that the current dispatch system provided by Placer County is outdated and envisions consolidated dispatch that would use new system and serve fire districts in western Placer County.
- District management methods appear to generally meet accepted best management practices.

Existence of any social or economic communities of interest

- The population within NFPD's boundaries is a community of interest for the District.

- Areas that receive the District's services through automatic and mutual aid, as well as contracts and agreements are also considered communities of interest.

Present and probable need for public facilities and services of any disadvantaged unincorporated communities within the existing Sphere of Influence

- There is existing and future need for public facilities and services within Newcastle Census Designated Place, which is considered to be a disadvantaged unincorporated community (DUC) based on Census income data as mapped by the Department of Water Resources. Services are currently being provided by NFPD in all areas of the District, including the DUC.

11. PENRYN FIRE PROTECTION DISTRICT

Penryn Fire Protection District (PFPD) provides fire protection and emergency medical services to the community of Penryn and surrounding areas. A municipal service review (MSR) was last completed for PFPD in 2004.

AGENCY OVERVIEW

Background

PFPD started its existence on September 1, 1924 under the statutes of 1881. The volunteer department became a special district as it exists today on February 6, 1958. In 1985, Penryn, Loomis, and Newcastle fire protection districts joined together through a JPA to form Tri District Fire; however, in 1991, Tri District was dissolved when Loomis FPD separated from the group, at which time PFPD established its first paid staff program.

The principal act that governs the District is the Fire Protection District Law of 1987.[120] The principal act empowers fire districts to provide fire protection, rescue, emergency medical, hazardous material response, ambulance, and any other services relating to the protection of lives and property.[121] Districts must apply and obtain LAFCO approval to exercise services authorized by the principal act but not already provided (i.e., latent powers) by the district at the end of 2000.[122]

Boundaries

PFPD is located entirely within Placer County and serves the community of Penryn, surrounding areas and northern tip of the Town of Loomis, encompassing 10.5 square miles.

As shown in Figure 11-1, the District is situated in the southwestern portion of the County and consists of three non-contiguous parts. The small northern area borders Newcastle FPD in the east and is surrounded by Placer County Fire Department from all other sides. The other small island is completely encompassed by Placer County Fire Department. The largest area of the District is adjacent to Newcastle FPD in the northeast, South Placer FPD in the east, Loomis FPD in the south, and Placer County Fire Department in the northwest.

[120] Health and Safety Code §13800-13970.

[121] Health and Safety Code §13862.

[122] Government Code §56824.10.

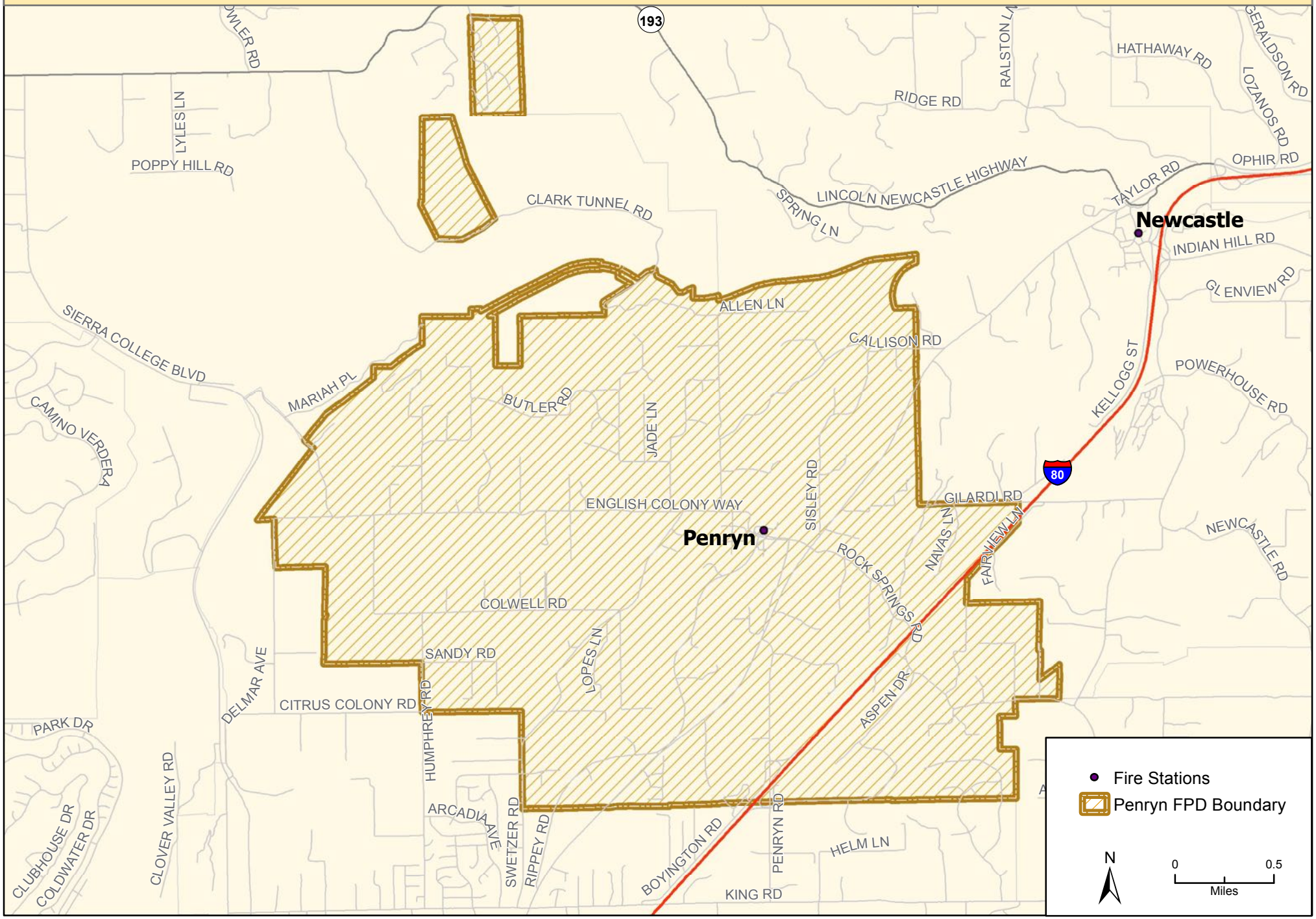
Sphere of Influence

The District's Sphere of Influence (SOI) is currently out of date and will be updated during the current round of SOI updates.

County of Placer

Fire Municipal Services Review

PENRYN FIRE PROTECTION DISTRICT



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Date: 12/1/2015

Type and Extent of Services

Services Provided

Figure 11-2 details the services provided by PFPD. If a service is not provided by PFPD, but is offered by another agency, it is indicated in the figure.

Figure 11-2: PFPD Services

Service	Agency
Fire Suppression Services	
Structural Fire Protection	Yes
Wildland Fire Protection	Yes
Vehicle Fire Protection	Yes
Ladder Truck Capabilities	No
Fire Suppression Handcrew	CalFire
Fire Suppression Dozer	CalFire
Helicopter Services – Fire Suppression	CalFire
Boat With Fire Suppression Capabilities	No
Emergency Medical Services	
Basic Life Support Provider	Yes
Advanced Life Support - Non Transport Provider	AMR
Advanced Life Support Transport Provider	AMR
Continuing Education Provider - Medical	Yes
Air Ambulance Transport Helicopter Services	Cal Star
Helicopter Landing Facilities On Site	No
Vehicle Extrication Tools/Equipment	Yes
Fire Prevention	
Fire Safety Education – Children	Yes
Fire Safety Education – Adults/Seniors	Yes
Juvenile Firesetter Prevention Program	Yes
Fire and Life Safety Business Inspection Program	Yes
Fire Protection Planning	Yes
New Commercial Construction Plan Reviews	Yes
Public Education Provider (CPR, First Aid, etc.)	Yes
Home Fire/Safety Inspections	Yes on request
Fire Origin and Cause Investigations	Yes
Fuel Reduction/Weed Abatement Program	Yes/ County ordinance
Smoke Detector Giveaway/Installation Program	No
Address Sign Installation Program	Yes
Rescue Services	
First Responder Swift Water Rescue Program	Yes
Water Rescue Program	Yes
Ice Rescue Program	No
Dive Rescue Program	No

Low angle Rope Rescue Program	Yes
Helicopter Short/Long Haul Rescue Capabilities	Sheriff/CHP
Response To Boating Accidents	No
Rescue Dog Services	No
Hazardous Materials	
Hazardous Materials Emergency Response - Basic	Yes
Hazardous Materials Response Team	Yes/ 1 member on Placer County OES team
Support Services	
Firefighter Incident Support Unit	No
Mobile Incident Command/Communications Unit	No
Fill Station for Self Contained Breathing Apparatus	Yes
Mobile Breathing Support Unit	No
Community Emergency Response Team	No
Chaplain Services	Yes/PCSO
Training Academy	No
Emergency Operations Center Capabilities	No
Miscellaneous	
Public Service Assists	Yes
Motor Vehicle Accident Response	Yes
Welfare Checks	Yes
Public Safety Answering Point	Yes
Fire/EMS Dispatch	Placer County Communications
Fundraising Activities	FF Association holds 2 per year
Firefighters Association - Non Profit	Yes
Auxiliary Association	No

Collaboration

PFPD is a signatory of the Western Placer County Cooperative Fire Services Response Agreement along with the 12 other fire protection agencies in western Placer County, including Alta Fire Protection District, CAL FIRE/Placer County Fire Department, Placer Hills Fire Protection District, Loomis Fire Protection District, Newcastle Fire Protection District, Foresthill Fire Protection District, South Placer Fire Protection District, City of Auburn Fire Department, City of Colfax Fire Department, City of Lincoln Fire Department, City of Rocklin Fire Department, and City of Roseville Fire Department. According to the agreement, the agencies provide automatic aid to each other and make use of the closest resource dispatching fire, rescue, and medical emergency response without regard to jurisdiction or statutory responsibility.[123]

The District also participates in the countywide automatic aid agreement, according to which the closest resource to an incident responds regardless of boundaries. The District

[123] Western Placer County Cooperative Fire Services Response Agreement Operational Plan, June 2012.

additionally provides services to other communities in California under the California State Mutual Aid Plan.

PFPD is a party to the Memorandum of Understanding Ambulance Automatic Aid Agreement between Penryn FPD, American Medical Response (AMR) and South Placer FPD (SPFPD). According to the agreement, the three agencies render automatic aid to each other for emergency incidents. The intent of the agreement is to allow the closest ambulance to be dispatched to Penryn FPD area when SPFPD Station 20 is in service and is closer than an AMR ambulance.

The District has mutual aid agreements with Cal OES and CAL FIRE, and participates in the California Fire Assistance Agreement (CFAA). Additionally, PFPD is a member of the Western Placer County Fire Chief's Association (WPCFCA).

Service Area

PFPD provides services beyond its boundaries through the Western Placer County Cooperative Fire Services Response Agreement and other automatic and mutual aid agreements discussed above.

Penryn FPD is centrally located and can reportedly respond into the eastern side of Loomis FPD faster. Additionally, PFPD reportedly often responds more rapidly within the southern portion of Newcastle FPD (NFPD).

On the other hand, the northern Penryn island is about 13 to 15 minutes away from the nearest Penryn FPD station, so Placer County Fire Department and Newcastle FPD are able to respond there more rapidly at times.

Services to Other Agencies

The District was providing contract fire chief services to Newcastle FPD, but that contract has been dissolved. ~~PFPD provides fire chief services to Newcastle FPD through a contract. According to the contract, the fire chief is able to appoint a part-time assistant chief and/or duty officer who will also act as an assistant chief and/or duty officer to NFPD. The chief and assistant chief and/or duty officer are expected to divide their time between the two districts as duties and responsibilities of each district require.~~

Contracts for Services

Similar to other fire protection districts serving unincorporated western Placer County, PFPD contracts with the County Sheriff's Office for dispatch services. The structure of these services is discussed in more detail in the *Facilities and Capacity* section of this chapter.

PFPD charges non-residents for responding to auto accident service calls and contracts with the Fire Recovery USA company for cost recovery services.

Overlapping Service Providers

The California Department of Forestry and Fire Protection (CAL FIRE) provides services throughout the State. Generally, CAL FIRE services are focused in wildland areas defined as State Responsibility Areas (SRA). Similarly, the United States Forest Service (USFS) also provides services in California, primarily within forests and grasslands. Areas where USFS services are focused are defined as Federal Responsibility Areas (FRA). The territory of

PFPD is nearly in its entirety consists of SRA lands, with the only exception of the portion of the District located in the Town of Loomis which is designated as a local responsibility area (LRA). The SRA area is considered to be a moderate fire hazard severity zone, while the LRA area is not a very high fire hazard severity zone. CAL FIRE also provides technical support throughout the County in the form of specialized services such as fire suppression handcrews, dozers, and helicopter services when necessary.

ACCOUNTABILITY AND GOVERNANCE

Accountability of a governing body is signified by a combination of several indicators. The indicators chosen here are limited to 1) agency efforts to engage and educate constituents through outreach activities, in addition to legally required activities such as agenda posting and public meetings, 2) timely ethics training for board members and an adopted reimbursement policy, 3) a defined complaint process designed to handle all issues to resolution, 4) adopted bylaws that provide a framework and direction for governance and administration, 5) adoption of a conflict of interest code as required, 6) proper filing of Form 700 by the governing body members, and 7) transparency of the agency as indicated by cooperation with the MSR process and information disclosure.

The principal act requires that the board of directors of a fire protection district must have an odd number of members, with a minimum of three and a maximum of 11 members. Directors may be appointed or elected.[124] PFPD is governed by a five-member Board of Directors elected at large to staggered four-year terms. The latest contested election took place in 2014. If a position opens up mid-term, the District posts an ad for the opening, after which the Board interviews candidates and appoints the new director. There are currently no vacancies on the Board.

The Board of Directors generally meets on the third Monday of the month at 6:00 p.m. at the PFPD fire station. The District posts its agendas at the firehouse, post office, and on the PFPD website. Minutes are distributed at board meetings and online. Information about board meetings is shown in Figure 11-3.

[124] Health and Safety Code §13842.

Figure 11-3: Penryn Fire Protection District Governing Body

Penryn Fire Protection District		
Governing Body		
Manner of Selection	Elections at large.	
Length of Term	4 years	
Meetings	Third Monday of the month at 6:00 p.m.	Fire station at 7206 Church St, Penryn, CA 95663
Agenda Distribution	Firehouse, post office, website.	
Minutes Distribution	Distributed at board meetings and available online.	
Contact		
Contact	Mitch Higgins, Fire Chief	
Mailing Address	PO Box 219, Penryn, CA 95663	
Phone	916-663-3389	
Fax	916-663-1262	
Email/Website	mhiggins@penrynfire.org penrynfire.org	

In addition to the legally required agendas and minutes, the District tries to reach its constituents by encouraging them to attend monthly board meetings, hosting an open house every year, doing a school educational event at least once or twice a year, and sending winter and summer newsletter emails to the mailing list. PFPD has a website that contains information about the District's equipment, prevention strategies, board meetings, and contact information.

PFPD board members are compensated $75 per meeting. Board members are able to receive reimbursements; however, there have been no reimbursement requests for the last seven years. Government Code §53235 requires that if a district provides compensation or reimbursement of expenses to its board members, the board members must receive two hours of training in ethics at least once every two years and the district must establish a written policy on reimbursements. It was reported that the District's board members last received ethics training in 2014. PFPD has not established a written policy on expense reimbursements.

If a customer is dissatisfied with the District's services, complaints may be submitted to the chief in written form to include specifics about date, time, issues, and recommendations. The District's website also contains a comment section on the Contact Information page. The fire chief is responsible for handling all the complaints. PFPD reportedly received no complaints in 2014.

The District's Board of Directors has adopted a policy manual that provides a framework and direction for district governance and administration. Included in the manual are policies on code of ethics, Brown Act requirements as they relate to Board meetings, and public requests for information.

The Political Reform Act (Government Code §81000, et seq.) requires state and local government agencies to adopt and promulgate conflict of interest codes. The Fair Political Practices Commission has adopted a regulation (California Code of Regulations §18730),

which contains the terms of a standard conflict of interest code, which can be incorporated by reference in an agency's code. The District has adopted a conflict of interest code.

Government Code §87203 requires persons who hold office to disclose their investments, interests in real property and incomes by filing appropriate forms with the appropriate filing agency (i.e., the County or the Fair Political Practices Commission) each year. All members of the Board of Directors have submitted the required Form 700 for 2013.

During the course of this MSR process, PFPD demonstrated partial accountability in its disclosure of information and cooperation with Placer LAFCO. Although, the District responded to questionnaires and cooperated with interview and document requests, not all the requested information has been provided.

PLANNING AND MANAGEMENT PRACTICES

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

PFPD currently has 17 firefighting personnel, including one full-time fire chief, one full-time assistant chief, three full-time captains, two full-time engineers, four part-time engineers, and six volunteers. Eleven out of 17 firefighting staff are paid. The District does not employ any administrative staff.

Fire chief is responsible for the day to day operations of the District and overseeing captains. Volunteer firefighters are subordinate to engineers who report to fire captains.

PFPD reported that the District performed annual employee evaluations. The Chief evaluates captains and all higher ranks; captains evaluate their subordinates. It was also reported that the District evaluates its own performance by having monthly employee meetings to determine where improvements could be made. However, no formal evaluations such as benchmarking or annual reports are conducted. PFPD uses response time tracking and mutual aid response review as performance measures to determine service adequacy. Staff workload is tracked through time sheets, maintenance logs, and training logs.

The District's financial planning efforts include an annually adopted budget and annually audited financial statement. PFPD reports that it records its capital improvement needs annually with a study done every five years. PFPD does not have any other formal planning documents, such as strategic or long-range plans. Long-term goals and objectives established by the District are mostly dedicated to capital improvements and ways to finance them.

The District has established a mission statement that states that Penryn Fire Protection District was formed with the goal of providing protection of lives and property to the residents and businesses of the Penryn Fire Protection District. This is accomplished through trained firefighters and first aid personnel able to respond to all types of

emergencies. In addition to enforcement of fire and safety laws, the fire district conducts public education efforts to enhance fire prevention. The District strives to provide these services in a well-planned, cost effective and professional manner utilizing equipment, facilities and training, provided to the District by the citizens of the Penryn Fire Protection District.

According to Government Code §26909 all special districts are required to submit their annual audits to the County within 12 months of the completion of the fiscal year, unless the Board of Supervisors has approved biennial or five-year schedule.

The filing of local agency budgets and related exemptions is governed by Government Code §53901, which states that unless exempted by the county auditor every local agency, with the exception of fire protection districts, must file a copy of its annual budget with county auditor within 60 days after the beginning of the fiscal year. The adoption of a final budget for fire protection districts is governed by Health and Safety Code §53901, which requires their annual budgets to be adopted and forwarded to the county auditor on or before October 1st of each year.

PFPD reported that it had submitted its FY 14-15 budget and its financial statement for the most recently completed fiscal year to the County Auditor's Office.

The District has reportedly not been under review or received citations from the California Division of Operational Safety and Health (CALOSHA) for at least the last three years.

EXISTING DEMAND AND GROWTH PROJECTIONS

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

Land Use

Land uses within the District mainly consist of rural residential, and commercial and residential in the Town of Loomis. The District's bounds encompass approximately 10.5 square miles.

Current Population

According to the Penryn Fire Facilities Impact Fee Study, there are approximately 3,022 residents within its boundaries.[125] The population density within PFPD is about 288 people per square mile.

Projected Growth and Development

The District reportedly experienced minimal population growth in the last five years; service demand increased by approximately one percent annually. Similarly, future growth over the next 10 years is also expected to be minimal. The Penryn Fire Facilities Impact Fee

[125] The estimates of existing residents within the District are based on an analysis of building permit records and an analysis of occupancy density in the region.

Study predicts that the District's population in 2030 will be 4,175. Future residents are estimated based on a 2.04 percent growth rate as indicated by growth since 2010.

To the District's knowledge, there is one planned development within its boundaries. Orchards of Penryn is expected to consist of 54 homes.

According to California Department of Finance (DOF) data, the population of Placer County is expected to grow by 12 percent over the 10 year period from 2010 to 2020. Thus, the average annual population growth in the County is anticipated to be approximately 1.12 percent. Based on these projections, the District's population would increase from 3,022 in 2010 to approximately 3,385 in 2020.

Based on the Sacramento Area Council of Governments (SACOG) projections, the population of Placer County is anticipated to grow by 19 percent from 2008 to 2020. SACOG, therefore, expects the average annual growth in the County to be about 1.45 percent. According to the SACOG projections, the District's population would increase to 3,596 in 2020.

Growth Strategies

The District is not a land use authority, and does not hold primary responsibility for implementing growth strategies. The land use authority for unincorporated areas is the County; the land use authority for the incorporated portion of the District is the Town of Loomis.

The County General Plan, that was last updated in May 2013, requires new development to develop or fund fire protection facilities, personnel, and operations and maintenance that, at a minimum, maintains the service level standards outlined in the General Plan. In addition, through its General Plan, the County tries to ensure that all proposed developments are reviewed for compliance with fire safety standards by responsible local fire agencies per the Uniform Fire Code and other county and local ordinances. Penryn FPD reviews plans for and oversees all proposed development projects in the District. The District also has commented on various County plans.

The General Plan policies also support annexations and consolidations of fire districts and services to improve service delivery to the public. The County works with CAL FIRE and local fire protection agencies and city fire departments to maximize the use of resources to develop functional and/or operational consolidations and standardization of services and to maximize the efficient use of fire protection resources. Additionally, the County periodically evaluates fire protection services in Placer County to determine if fire protection resources are being effectively and efficiently used. Placer County policies also attempt to maintain and strengthen automatic aid agreements to maximize efficient use of available resources.

PFPD territory is included in the Horseshoe Bar/Penryn Community Plan. The Plan was last updated in 1994 and amended in 2005 and was designed to guide the development of the area to at least 2010. When the plan area reaches its build out, the total population is projected to be 13,740, with approximately 5,165 housing units. The plan relies heavily on the 1975 Loomis Basin General Plan and carries forward many of the same ideas. The territory covered in the plan is known for visually pleasing, predominantly

rural/residential areas. Land use policies are designed to prevent the overuse of land and to control the intensity of use, as well as enhance the rural and natural qualities of the community. Four fire protection districts, including, SPFPD, Penryn FPD, Loomis FPD, and Newcastle FPD, serve the planning area. Response times to the northern Horseshoe Bar area are typically the longest because of the lack of nearby fire stations.

The Town of Loomis General Plan was last updated in 2001. The Town is characterized by a village-style core containing a historical, small-scale downtown, surrounded by medium-density housing and some light industry. The land use goals and policies of the General Plan are all oriented toward maintaining this historical arrangement of land uses. The community's vision for the future of Loomis is based primarily on: 1) retaining the small town aspects of its character through the revitalization of the downtown village and the expansion of family oriented community facilities; and 2) maintaining the rural aspects of its character by continuing the pattern of progressively lower residential densities as distance increases from the downtown, thereby preserving low-intensity agricultural uses and natural open spaces. While the projections estimate that Loomis will grow by approximately three percent annually through the year 2020, employment is expected to grow by over eight percent annually. As with any population projections, there is also the possibility that continuing rapid economic growth in the region could cause higher annual growth rates in Loomis. Building heights in Loomis are limited to three stories, not to exceed 45 feet, provided that any height over 35 feet shall require fire department approval. A fire safety plan is required of all new businesses and multi-family occupancies.

PFPD presently has a development impact fee (DIF), which was established through a Fire Facilities Impact Fee Study adopted in 2014. The District charges $2,495 per residential dwelling unit or $0.96 per square foot of residential development, $1,329 per retail unit or $1.33 per square foot, $1,266 per office unit or $1.27 per square foot, $692 per industrial unit or $0.69 per square foot, and $590 per agricultural development unit or $0.59 per square foot.

DISADVANTAGED UNINCORPORATED COMMUNITIES

LAFCO is required to evaluate disadvantaged unincorporated communities as part of this service review, including the location and characteristics of any such communities. A disadvantaged unincorporated community is defined as any area with 12 or more registered voters, or as determined by commission policy, where the median household income is less than 80 percent of the statewide annual median.[126]

The California Department of Water Resources (DWR) has developed a mapping tool to assist in determining which communities meet the disadvantaged communities median household income definition.[127] According to DWR, there are two disadvantaged communities in Placer County, next to the northern area of the City of Auburn and in the community of Newcastle. The disadvantaged unincorporated community within Newcastle FPD's boundaries, but is adjacent to PFPD boundaries in the east. Newcastle Census

[126] Government Code §56033.5.

[127] Based on census data, the median household income in the State of California in 2010 was $57,708, 80 percent of which is $46,166.

Designated Place (CDP) has a population of 627 residents and is considered a disadvantaged unincorporated community.

FINANCING

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

PFPD reported that its financing level was marginally adequate to deliver services. Limited financing has precluded PFPD from purchasing needed vehicles and equipment and implementing necessary infrastructure upgrades in addition to recruiting more paid staff. The District has trouble with personnel retention due to its inability to pay its employees higher wages.

PFPD has implemented some cost containment strategies in the last three years to improve its financial situation. PG&E re-installed all the lighting at the station to make it more energy efficient. The District also installed a heat-on-demand water system instead of a traditional water heater. Additionally, as a new source of revenue PFPD is considering a new special tax; however, it is currently in the early stages of development.

Revenues and Expenses

The District's revenue in FY 12-13 amounted to $595,626 and included 51 percent from property taxes, 17 percent from special taxes, 17 percent from charges for services, six percent from development fees, one percent from investment income, and seven percent from miscellaneous sources.

PFPD receives special tax income of $75 per residential dwelling and $0.05 per square foot with a minimum of $75 and a maximum of $600 from commercial properties. The special tax was passed in 1990 and continues without a sunset date.

NFPD pays PFPD an annual amount of $75,000 payable in four installments for fire chief and assistant chief/duty officer services. The contract was entered into on November 1, 2013; therefore, no income was received by PFPD from this contract in FY 12-13.

The District receives development fees from new construction in the area. A fee is assessed on the square footage of the development and the revenue is restricted for fixed asset acquisition. Strike team fees are collected from other fire agencies, generally CAL FIRE, when firefighters and equipment are requested to fight fires outside of their own district. PFPD charges for both the use of the equipment and the hours that the firefighters work.

The District also collects fees from non-residents for responding to motor vehicle accident calls. Fees are charged depending on the level of service provided and are based on a per vehicle rate, meaning the rate can be charges for each vehicle involved in an accident. PFPD charges $435 for Level 1, $495 for Level 2, $1,800 for Level 3, and $2,100 for Level 4 service.

PFPD reported that in FY 14-15 it had received a Volunteer Fire Assistance (VFA) grant from CAL FIRE 50/50 Grant in the amount of $11,580.

PFPD expenditures in FY 12-13 were $482,154, of which 51 percent was spent on salaries and wages, 12 percent on employee benefits, two percent on uniforms and supplies, seven percent on maintenance and operations, 11 percent on general and administrative expenses, one percent on utilities, two percent on professional fees, one percent on interest expenses, 10 percent on capital outlays, and three percent on payment of long-term debt.

The District's paid personnel are generally compensated at a lower rate than other fire protection districts in western Placer County. The chief's annual salary is about $80,000, while captains receive anywhere between $29,432 and $31,282 a year, which is about $12.25 per hour plus overtime. An apparatus operator's base pay ranges from about $7,106 to $28,200, which is $10.25 per hour plus overtime.

In FY 12-13, the District's revenues exceeded expenditures by $42,324.

Capital Improvements

The District's apparatus and facility capital improvement needs are planned in a capital improvement plan adopted every five years and updated annually. In FY 12-13, the District spent $55,035 on capital improvements that included the replacement of a command vehicle.

PFPD did not implement any capital improvements in FY 13-14 due to the lack of necessary funds. The District is reportedly in need of replacing its Type I engine, but has been unable to finance it.

PFPD has not planned any capital improvements for FY 14-15.

Outstanding Debt

In June 2009 the District entered into a long-term financing agreement for the lease/purchase of a 2008 Pierce Contender Wildland engine. The debt balance of $139,075 is payable in annual installments of $24,245 ending in July 2019.

Reserves

The District has a management practice to keep a financial reserve for contingencies and a legal obligation to put its development fee revenues into a restricted reserve fund for capital expenditures. At the end of FY 12-13, PFPD had a balance of $19,989 in the capital expenditures reserve and $441,764 in the unassigned reserve.

Joint Financing Mechanisms and Employee Benefits

PFPD does not participate in any Joint Powers Authorities (JPAs).

The District does not have a retirement plan available for its employees.

PRESENT AND PLANNED CAPACITY

The District reported that it had sufficient capacity to provide fire services to its current service area as indicated by its adequate response times. Capacity is, however, constrained

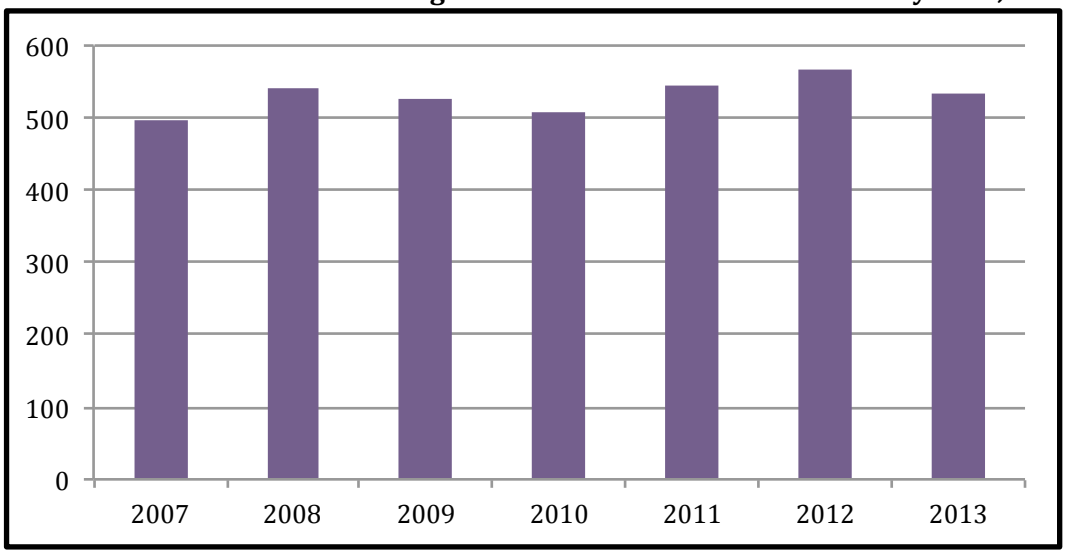
by limited revenue that results in low wages and inability to replace vehicles and equipment.

~~PFPD currently has some excess capacity and is therefore able to provide fire chief and assistant chief services to Newcastle FPD and eliminate the need for duplication.~~

Existing Demand

The District forecasts its service needs informally by looking at historical data. The District reported that its heaviest load of calls was EMS-related. PFPD would therefore like to offer ALS, but does not currently have the required funding to implement this new service. The District considers the provision of ALS to be a long-term goal.

Figure 11-4: PFPD Number of Calls by Year, 2007-2013



PFPD observed a slight increase in service demand in the last few years. As shown in Figure 11-4, the overall number of calls increased from 2007 to 2013 with a dip in demand in 2010. In 2013, PFPD responded to a total of 533 calls (including in-boundary calls and mutual aid), of which 39 percent were for emergency medical services, seven percent for motor vehicle accidents, one percent for false alarms, 15 percent for fires and hazardous materials, 24 percent for miscellaneous emergencies, and 14 percent for miscellaneous non-emergencies. The District averaged 176 service calls per 1,000 residents.

Staffing

PFPD currently has 17 firefighting personnel, including one full-time fire chief, one full-time assistant chief, three full-time captains, two full-time engineers, four part-time engineers, and six volunteers. Eleven out of 17 firefighting staff are paid.

The District reported that ages of its firefighters ranged from 21 to 56. Median age of firefighting staff is unknown, as PFPD had not provided requested raw data for analysis.

Volunteers are generally not compensated; however, they receive reimbursement funds when they participate on strike teams. The District reported that PFPD and NFPD were the districts with the lowest firefighter pay for all ranks in western Placer County.

To recruit additional volunteers, the District uses local colleges and fire academies. PFPD recruits full-time personnel through online resources.

PFPD failed to provide information regarding personnel turnover over the last four years.

Currently, there are three certifications in the California firefighter series; Volunteer Firefighter, Firefighter I, and Firefighter II. While the Volunteer Firefighter focuses on skills and tasks necessary to assure safety on the fire ground, Firefighter I & II prepares the firefighter to perform essential and advanced fire ground tasks, as well as allowing entry into all tracks of the certification system. The level of certification required for each firefighter is determined by the individual fire department. However, according to the California State Fire Marshal, there are plans to phase out the Volunteer Firefighter certification level and the most basic level of certification will eventually be Firefighter I. Firefighter I certification requires completion of the 259-hour Firefighter I course, which includes training on various fireground tasks, rescue operations, fire prevention and investigation techniques, and inspection and maintenance of equipment. In addition to this course, Firefighter I certification also requires that the applicant have a minimum of six months of volunteer or call experience in a California fire department as a firefighter performing suppression duties.[128] The number of PFPD personnel certified in each category is shown in Figure 11-5. Each firefighter, including volunteers, is able to hold multiple certifications, including strike team certifications. The additional certification levels shown in this table are described in more detail in Chapter 3 of this report.

Figure 11-5: PFPD Certified Personnel

Certification Level	Number of Firefighting Staff	% of Total Firefighting Staff
Volunteer Firefighter	7	41%
Firefighter I	14	82%
Firefighter II	8	47%
First Responder EMS	0	0%
Emergency Medical Technician 1	16	94%
Paramedic	0	0%
Apparatus Engineer	9	53%
Company Officer	4	24%
Chief Officer	2	12%
Haz Mat FRO	17	100%
CICCS FFT 2	2	12%
CICCS FFT 1	6	35%
CICCS Engine Boss	6	35%
CICCS Strike Team Leader	1	6%
Fire Line EMT	0	0%
Fire Line Medic	0	0%

The District conducts in-house training for its personnel, offering at least 20 hours of training per month to paid firefighters and volunteers alike. PFPD requires newly hired paid firefighters to hold State Firefighter I and EMT certifications. Volunteers are required

[128] State Fire Marshal, Course Information and Required Materials, 2007, p. 44

to have an EMT certification and at least 90 hours of completed training. The District reported that it has become more difficult to retain volunteer firefighters, due to financing and more stringent training requirements.

Facilities and Capacity

PFPD owns and operates one fire station, which is staffed 24 hours a day seven days a week. The function and condition of the station are described in more detail in Figure 11-6.

Figure 11-6: PFPD Facilities

	Station #38
Property owner	Penryn Fire Protection District
Address	7206 Church Street, Penryn, CA 95663
Purpose	All risk
Additional uses or other entities using the facility	None
Hours station is staffed	24 hours/7 days a week; 2/0 staffing
Date acquired or built	1924
Condition of facility[129]	Fair
Infrastructure Needs	Dorms, 2nd restroom, apparatus bay addition, front parking apron replacement
Number and type of vehicles at facility	2 command vehicles, 1 Type 1 engine, 2 Type 3 engines, 1 water tender
Number and classification of paid staff staffing facility	2 chief officers, 3 captains, 2 engineers, 4 PT engineers
Number and classification of another agency's paid staff staffing the facility	0
Number of volunteers available at facility	7

The District relies exclusively on its 2,800-gallon water tender for its water reserves for fire and emergency purposes. PFPD considers its water reserves, including provided through mutual aid, satisfactory.

Based on the available data including the condition of the District's fire station and PFPD response times to service calls, it appears that currently the District's facilities have marginal capacity to provide adequate services to the existing service area. The fire station is in fair condition and requires repairs, and while PFPD meets the NFPA response time standards to structural fire calls, it does not meet its own adopted guidelines. It is unclear

[129] Facility condition definitions: **Excellent**—relatively new (less than 10 years old) and requires minimal maintenance. **Good**—provides reliable operation in accordance with design parameters and requires only routine maintenance. **Fair**—operating at or near design levels; however, non-routine renovation, upgrading and repairs are needed to ensure continued reliable operation. **Poor**—cannot be operated within design parameters; major renovations are required to restore the facility and ensure reliable operation.

whether the District meets the Sierra-Sacramento Valley EMS (S-SVEMS) Agency standards for response to medical emergencies, as the required information was not entirely provided by the District.

The District's capacity is further constrained by the District's financial difficulties that prevent PFPD from purchasing needed vehicles, implementing required station upgrades and recruiting paid staff.

Dispatch and Communications

Fire agencies serving the unincorporated territory in western Placer County are dispatched by two separate agencies. Fire districts are dispatched by the Placer County Communications Division of the Placer County Sheriff's Department. Placer County Fire Department, which is providing services through a contract with CAL FIRE, is dispatched by the CAL FIRE Grass Valley Emergency Command Center. The cities of Roseville, Rocklin and Lincoln have their own dispatch centers and frequencies, while the cities of Auburn and Colfax contract with CAL FIRE.

PFPD maintains a contract for dispatch services with Placer County Sheriff's Department. Dispatch services are currently provided free of charge. Placer County, in lieu of sharing Proposition 172 funds, offered fire districts in Placer County free dispatch services.

In addition to fire agencies, the Communications Division of the Placer County Sheriff's Department provides dispatching services for the sheriff, paramedics, animal control, and county roads. The division is staffed 24 hours a day, 365 days a year. All communications personnel are trained in emergency medical dispatch protocols wherein the dispatcher can give life-saving emergency medical instructions over the telephone prior to the arrival of the first responders.

The District believes that the current dispatch system is outdated and does not cater well to fire service providers (i.e. tracking where apparatus are and who is on and off shift, sending the address and map of the incident to the chief's phone through an app). The District envisions a consolidated dispatch center for western Placer County fire districts that would use a new dispatch system that satisfies firefighter needs.

Capability at an Incident

At present, the District's actual response capability at an incident is two paid staff responding on a Type I or III engine.

Status of, and Opportunities for, Shared Facilities

The District reported that it did not share its facilities or vehicles with other agencies or organizations. Similarly, PFPD does not see any future opportunities to do so.

~~The District shares fire chief and assistant services with Newcastle FPD.~~

Infrastructure Needs

The District reported that it had outgrown the existing fire station and therefore conducted an engineering study to determine the best solution, including whether to

remodel the current facility, rebuild the station elsewhere, or demolish the existing building and build a new station at the current location. The study recommended demolition and a new station at the current location with a more modern design that allows for increased useful space. PFPD does not currently have sufficient funds to implement this project and is considering various alternatives.

It was also reported that the District needed to replace its Type I engine. It is unknown when it will be replaced due to financing constraints.

Challenges

The primary challenge identified by the District is limited financing, which precludes PFPD from purchasing needed vehicles and equipment and implementing necessary infrastructure upgrades in addition to recruiting additional paid staff.

SERVICE ADEQUACY

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

Fire services in the communities are classified by the Insurance Service Office (ISO), an advisory organization. This classification indicates the general adequacy of coverage, with classes ranking from 1 to 10. Communities with the best fire department facilities, systems for water distribution, fire alarms and communications, and equipment and personnel receive a rating of 1. Placer County encourages local fire protection agencies in the County to maintain minimum ISO ratings of 4 in urban areas, 6 in suburban areas and 8 in rural areas. PFPD has an ISO of 4 in urban areas and 8 in rural areas. The District was last evaluated in 2014.

The National Fire Protection Association (NFPA) has issued response time performance standards depending on the service structure of the agency. The response time is measured from the completion of the dispatch notification to the arrival time of the first-responder at the scene. Though not a legal mandate, these standards provide a useful benchmark against which to measure fire department performance. For agencies with paid staff, NFPA 1710 identifies the response time guideline of six minutes at least 90 percent of the time. For volunteer and combination fire departments, NFPA 1720 recommends that the response times for structure fire be nine minutes in urban demand zones at least 90 percent of the time, 10 minutes in suburban zones at least 80 percent of the time and 14 minutes in rural zones at least 80 percent of the time. Response times in remote zones are directly dependent on travel distances.[130] PFPD is a combination fire district and falls within the definition of rural demand zone, and would therefore be subject to the NFPA 1720 guidelines.

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

The local emergency medical services agency (LEMSA) for Placer County is Sierra-Sacramento Valley Emergency Medical Services Agency (S-SVEMS).[131] Emergency ground ambulance service for the majority of Placer County is provided by American Medical Response under an exclusive operating agreement (EOA) with S-SVEMS. Foresthill FPD, North Tahoe FPD[132] and South Placer FPD also provide emergency ambulance service to their districts under EOAs. Emergency response time standards set by S-SVEMS in Placer County vary for each of the four approved providers and by the level of urbanization of an area (the more urban an area, the faster a response should be).[133]

Although PFPD is not an ambulance service provider, the response standard required for AMR Auburn West to Rocklin zone indicates what may be considered appropriate response times for medical emergencies for the District, which is 15 minutes 90 percent of the time.

Placer County encourages local fire protection agencies in the County to have an average response times to emergency calls of four minutes in urban areas, six minutes in suburban areas and 10 minutes in rural areas. The District has an adopted response time standard of its own, which is eight minutes 90 percent of the time.

PFPD reported that it responded to incidents within 10 minutes 85 percent of the time. Median, average, 80th percentile and 90th percentile response times could not be estimated, as the District failed to provided raw data for analysis. However, based on the reported 85th percentile it appears that PFPD meets the NFPA guidelines, but does not meet its own adopted response time standard.

The service area size for each fire station varies between the fire districts. The median fire station in Placer County serves approximately seven square miles. ~~Placer Hills FPD~~PCF ~~station~~ serves the most expansive area of 34~~46.7~~ square miles per each of its stations. Densely populated areas tend to have smaller service areas. For example, the median service area of the city fire department stations is 4.5 square miles. By comparison, each fire station in PFPD serves approximately 10.5 square miles.

The number of firefighters serving within a particular jurisdiction is another indicator of level of service; however, it is approximate. The providers that rely on volunteer or call firefighters may have differing staff availability and reliability. An agency with more firefighters could have fewer resources, if availability is limited due to work and personal

[131] S-SVEMS is responsible for planning, development and implementation of all EMS components, including regional trauma system planning, qualification, accreditation, authorization of all prehospital care personnel, EMS system design, and compliance with local and state regulations.

[132] North Tahoe FPD does not provide ambulance transport services in western Placer County and is therefore out of scope of this report and will not be discussed further.

[133] Response time standards for American Medical Response (AMR) are eight minutes 90 percent of the time in the cities of Roseville and Rocklin and in the City of Auburn and the County (all of the City of Auburn and County area half a mile west of SR 49 from the City of Auburn to Dry Creek Road, east of SR 49 up to and including I-80 North to include Bell Road, and half a mile east of SR 49 from Bell Road to Dry Creek Road), 15 minutes 90 percent of the time in Auburn east to include Colfax and Auburn west to Rocklin, 10 minutes 90 percent of the time in Lincoln, 20 minutes 90 percent of the time in rural areas of AMR service area in Placer County, and as soon as possible in wilderness areas. South Placer FPD is required to respond with ALS on scene 10 minutes 90 percent of the time and ambulance on scene 15 minutes 90 percent of the time. The requirement for Foresthill FPD is to respond within 15 minutes 90 percent of the time in Foresthill, Todd Valley Estates and Baker Ranch.

obligations. Staffing levels in Placer County vary from 0.5 firefighters per 1,000 residents in in the City of Lincoln to 37.7 firefighters in Alta FPD. By comparison, PFPD has on average approximately 5.6 firefighters per 1,000 residents.

Operating expenditures per capita is often reflective of the level of service offered by a fire provider as determined by financing constraints. The least amount of money per capita was spent by the Colfax Fire Department ($18.77). South Placer FPD expended the most per capita ($274.90). To compare, PFPD spent $160 per capita in FY 12-13.

Figure 11-7: Penryn FPD Fire Service Profile

Agency Resource Statistics	
Staffing base year	2014
Fire stations in agency boundaries	1
Fire stations serving the agency	1
Square miles served per station	10.5
Total staff	17
Total firefighting staff	17
Total firefighting staff per station	17
Total firefighting staff per 1,000 residents	6
Operating expenditures per capita	$160
Service Demand	
Statistical base year	2013
Total service calls	533
% EMS	39%
% Fire/hazardous materials	7%
% Motor vehicle accidents	1%
% False alarms	15%
% Miscellaneous emergency	24%
% Non-emergency	14%
% Mutual aid calls	263
Calls per 1,000 residents	
Service Adequacy	
Median response time	NP
80th percentile response time	NP
90th percentile response time	NP
ISO Rating	4/8

PENRYN FIRE PROTECTION DISTRICT DETERMINATIONS

Growth and Population Projections

- Penryn Fire Protection District (PFPD) currently has an estimated population of 3,022 based on the analysis of building permit data and population density information.
- PFPD reported that it had generally experienced minimal population growth over the last five years. The District similarly expects minimal growth in the next 10 years. The Penryn Fire Facilities Impact Fee Study predicts that the District's population in 2030 will be 4,175. Future residents are estimated based on a 2.04 percent growth rate as indicated by growth since 2010.
- To the District's knowledge, there is one planned development within its boundaries. Orchards of Penryn is expected to consist of 54 homes.
- The District currently has an established development impact fee (DIF) to fund facility upgrades and new facilities needed to serve new developments.
- Based on the Department of Finance (DOF) population forecasts, the District's population is projected to increase by 12 percent from 2010 to 2020. According to the Sacramento Area Council of Governments (SACOG) projections, the population of PFPD is anticipated to increase by 19 percent between 2008 and 2020.

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

- According to Census data from the Department of Water Resources, there are two communities in Placer County, located south of the City of Auburn and in the community of Newcastle, that meet the disadvantaged community's median household income definition. The disadvantaged unincorporated community within Newcastle FPD's boundaries, but is adjacent to PFPD boundaries in the east. Newcastle Census Designated Place (CDP) has a population of 627 residents and is considered a disadvantaged unincorporated community.

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

- The District reported that it had sufficient capacity to provide fire services to its current service area as indicated by its adequate response times. Capacity is, however, constrained by limited revenue that results in low wages and the inability to replace vehicles and equipment.
- ~~PFPD currently has some excess capacity and is therefore able to provide fire chief and assistant chief services to Newcastle FPD and eliminate the need for duplication.~~

- PFPD would like to offer ALS, but does not currently have the required funding to implement this new service. The District considers the provision of ALS to be a long-term goal.
- The District has infrastructure needs that consist of rebuilding its existing station and purchasing a Type I engine. PFPD lacks the required funding for the facility upgrade.
- Based on the available data, including the condition of the District's fire station and PFPD response times to service calls, it appears that currently the District's facilities have marginal capacity to provide adequate services to the existing service area. The fire station is in fair condition and requires repairs, and while PFPD meets the NFPA response time standards to structural fire calls, it does not meet its own adopted guidelines. It is unclear whether the District meets the Sierra-Sacramento Valley EMS (S-SVEMS) Agency standards for response to medical emergencies, as the required information was not entirely provided by the District.
- PFPD believes that the current dispatch system provided by Placer County is outdated and envisions a consolidated dispatch that would use new system and serve all fire districts in western Placer County.
- At present, the District's actual response capability at an incident is two paid staff responding on a Type I or III engine.
- PFPD services appear to be adequate based on an ISO rating similar to other fire departments in the area and response times that meet generally accepted standards. Based on other indicators of level of service, including service area served per station, staffing ratio per capita, and expenditures per capita, PFPD operates at a comparable level to the average Western Placer fire agency.
- District management methods appear to generally meet accepted best management practices. The District prepares a budget before the beginning of the fiscal year, conducts financial audits for each fiscal year, maintains current transparent financial records, tracks employee and district workload, has an established process to address complaints, and conducts capital improvement planning.

Financial Ability of Agencies to Provide Services

- PFPD reported that its financing level was marginally adequate to deliver services. Limited financing has precluded PFPD from purchasing needed vehicles and equipment and implementing necessary infrastructure upgrades in addition to recruiting more paid staff. The District has trouble with personnel retention due to its inability to pay its employees higher wages.
- PFPD has implemented some cost containment strategies and has been trying to find new sources of revenue.
- The District is primarily funded by property taxes, special tax revenues, and charges for services including non-resident fees ~~and payments from Newcastle FPD~~.
- Capital improvements are financed through development impact fees and general revenues.

- In June 2009, the District entered into a long-term financing agreement for the lease/purchase of an engine. The debt balance of $139,075 is payable in annual installments of $24,245 ending in July 2019.
- The District has a management practice to keep a financial reserve for contingencies and a legal obligation to put its development fee revenues into a restricted reserve fund for capital expenditures. At the end of FY 12-13, PFPD had a balance of $19,989 in the capital expenditures reserve and $441,764 in the unassigned reserve.
- PFPD does not have a retirement plan available for its employees.

Status of, and Opportunities for, Shared Facilities

- The District reported that it did not share its facilities or vehicles with other agencies or organizations. Similarly, PFPD does not see any future opportunities to do so.
- ~~The District shares fire chief services with Newcastle FPD.~~
- PFPD is a party to the Memorandum of Understanding Ambulance Automatic Aid Agreement between Penryn FPD, American Medical Response (AMR) and South Placer FPD (SPFPD). According to the agreement, the three agencies render automatic aid to each other for emergency incidents.
- PFPD participates in the California State Mutual Aid Plan and is a signatory of the Western Placer County Cooperative Fire Services Response Agreement along with 12 other fire protection agencies in western Placer County according to which, the agencies provide automatic aid to each other and make use of the closest resource.

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

- The District generally demonstrated accountability and transparency with regard to its governance by publishing agendas for public meetings as legally required, maintaining a website, filing Form 700 Statements of Economic Interest, and Board members receiving timely ethics trainings.
- The District demonstrated partial accountability in its cooperation with Placer LAFCO. Not all requested information was provided.
- PFPD has a set of adopted bylaws that provide a framework and direction for district governance and administration, including policies on code of ethics, Brown Act requirements, public requests for information, and conflict of interest code. A policy on expense reimbursement has not been adopted.
- The District could improve its accountability and transparency by posting district policies and procedures on its website.
- Governance structure options for PFPD include consolidation with Newcastle FPD, and possibly with South Placer FPD and Loomis FPD. An additional option is consolidation with other fire districts to create a single Western Placer fire protection agency or a fire protection district to serve the unincorporated areas.

PENRYN FIRE PROTECTION DISTRICT SPHERE OF INFLUENCE UPDATE

Existing Sphere of Influence Boundary

PFPD's existing sphere of influence (SOI) is out of date after not having been updated concurrently with boundary reorganizations that have occurred overtime

SOI Options

Five options were identified with respect to PFPD's SOI.

Option #1 – A single fire agency SOI containing unincorporated Western Placer County (excluding territory within SMFD and Rocklin FPD), City of Colfax, and Town of Loomis

If the Commission determines that one fire protection agency taking over services provided by fire districts and Placer County Fire Department in Western Placer County is the preferred governance structure, then it would be appropriate to adopt a single fire agency SOI for unincorporated Western Placer (excluding territory within the Sacramento Metropolitan Fire District boundaries), City of Colfax, and Town of Loomis.

Option #2 – Western Placer County SOI

If the Commission determines that one fire protection agency serving the entirety of Western Placer County is the preferred alternative, then it would be appropriate to adopt a single SOI that encompasses Western Placer County, including all fire service providers serving both unincorporated and incorporated areas.

Option #3 – Joint SOI with Newcastle FPD

Should the Commission determine that consolidation of Penryn FPD with Newcastle FPD, which already closely collaborate and share resources, would be the most likely and beneficial step in the immediate future, then a joint SOI for the two districts would be appropriate.

Option #4 – Joint SOI with Newcastle FPD, South Placer FPD, and Loomis FPD

If the Commission decides that consolidating LFPD, SPFPD, NFPD, and PFPD, which are geographically connected and presently already collaborate and share some resources, would be the most appropriate current option, then a joint SOI for the four agencies should be adopted.

Option #5 – Coterminous SOI

If the Commission determines that no changes are needed in the existing service provision arrangement, adoption of a coterminous SOI is appropriate.

Recommended Sphere of Influence Boundary

By adopting a coterminous SOI for the District, the Commission would indicate that the present service provision structure is adequate, which currently does not appear to be the case since PFPD is experiencing financing challenges, as well as difficulties retaining

personnel and completing necessary capital improvement projects, which limit the District's operational efficiency. Although a joint sphere of influence with Newcastle FPD (with which PFPD closely collaborates and shares various resources) and subsequent consolidation would be a step in the right direction, it will achieve only limited benefits. Adopting an SOI that includes LFPD, SPFPD, NFPD, and PFPD, which already collaborate and share some resources and geographical boundaries, would encourage consolidation of the four agencies. Legally uniting these agencies would be a bigger step forward and bring multiple opportunities for service improvements and enhancements to efficiency. Although this option may be an attractive solution and fairly easily executed in a short period of time, the study has shown that the time might be ripe for broader consolidation to achieve a greater number of benefits.

As described in the *Governance Structure Options and Recommendations* section of Chapter 3, the solution that will achieve the greatest savings, improvements in efficiency, and increase in capacity, and deliver the most benefits to constituents, while also taking into consideration the current political climate in the County, would be a single agency taking over services provided by Placer County Fire Department and the fire districts (excluding Rocklin FPD) in Western Placer County.

While a single agency serving the entirety of unincorporated and incorporated Western Placer County is the ideal option, as it would result in the greatest benefits in terms of unified leadership, increased coordination, fiscal advantages, increased number of career firefighters, logical borders, and more equitable distribution of services to name a few, but there is a disconnect in Western Placer County between the fire districts and the cities providing fire services. While in the long run a single Western Placer agency should be the ultimate goal and the City of Auburn could potentially take lead on bridging the gap since some interest in consolidation has been already expressed by the City's Fire Department, currently, there is a lack of compatibility between the cities typically serving more densely populated areas offering a higher level of services and the fire protection districts that generally serve the rural unincorporated areas with a heavier reliance on volunteer firefighters. Additionally, the cities, in particular Roseville, Rocklin, and Lincoln, have not expressed an interest in involvement in a consolidated fire provider serving within their incorporated boundaries. On the other hand, the study has shown that all of the fire districts in Western Placer County already demonstrate extensive collaboration with one another and several agencies have taken significant steps towards consolidation.

It is thus recommended that the Commission adopt a single fire agency SOI for unincorporated Western Placer (excluding the portion within SMFD's boundaries and Rocklin FPD), the City of Colfax and Town of Loomis, thus encouraging all of the fire districts and the County to work together to achieve the goal of a single agency serving a majority of the western territory of the County. Consolidation would aid in resolving some of the districts' challenges and constraints, including PFPD's financing and personnel issues, as well as difficulties performing required infrastructure projects, through enhanced economies of scale, greater leveraging of resources, and unified procedures.

Proposed Sphere of Influence Determinations

Nature, location, extent, functions, and classes of services provided

- Penryn Fire Protection District (PFPD) provides fire protection and emergency medical services to the community of Penryn and surrounding areas.

Present and planned land uses, including agricultural and open-space lands

- Land uses within the District consist mainly of rural residential in its unincorporated portions, and residential and commercial in the Town of Loomis. The recommended SOI is consistent with land uses approved by the County and Town of Loomis, which have land use authority within the District's boundaries. PFPD has no authority over land use.
- County and Town of Loomis policies require new developments to comply with the fire code.
- Fire services are needed in all areas, are already being provided, and do not, by themselves, induce or encourage growth on agricultural or open space lands.

Present and probable need for public facilities and services

- As indicated by the service call volume there is a present and anticipated continued need for fire protection services within PFPD.

Present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide

- The District reported that it had sufficient capacity to provide fire services to its current service area as indicated by its adequate response times. Capacity is, however, constrained by limited revenue that results in low wages and inability to replace vehicles and equipment.
- PFPD currently has some excess administrative capacity and is therefore able to provide fire chief and assistant chief services to Newcastle FPD and eliminate the need for duplication.
- PFPD would like to offer ALS, but does not currently have the required funding to implement this new service. The District considers the provision of ALS to be a long-term goal.
- Based on the available data including the condition of the District's fire station and PFPD response times to service calls, it appears that currently the District's facilities have marginal capacity to provide adequate services to the existing service area.
- PFPD believes that the current dispatch system provided by Placer County is outdated and envisions consolidated dispatch that would use new system and serve fire districts in western Placer County.
- PFPD services appear to be adequate based on an ISO rating similar to other fire departments in the area and response times that meet generally accepted standards.

- District management methods appear to generally meet accepted best management practices.

Existence of any social or economic communities of interest

- The population within PFPD's boundaries is a community of interest for the District.
- A community of interest constitutes Newcastle FPD to which PFPD contracts out its select personnel.
- Areas that receive the District's services through automatic and mutual aid, as well as contracts and agreements are also considered communities of interest.

Present and probable need for public facilities and services of any disadvantaged unincorporated communities within the existing Sphere of Influence

- A disadvantaged unincorporated community was identified in Newcastle. This community is adjacent to Penryn; however, is with Newcastle FPD's boundaries and is not relevant to PFPD at present.

12. PLACER HILLS FIRE PROTECTION DISTRICT

Placer Hills Fire Protection District (PHFPD) provides fire suppression, emergency medical services and fire prevention activities to communities in the central part of Placer County. A municipal service review (MSR) was last completed for PHFPD in 2004.

AGENCY OVERVIEW

Background

PHFPD has its roots in the Meadow Vista Fire Department, formed in 1949.[134] In 1988, Meadow Vista FPD, Company No. 31 and Ponderosa Fire Brigade joined together and formed Placer Hills Fire Protection District.[135]

The principal act that governs the District is the Fire Protection District Law of 1987.[136] The principal act empowers fire districts to provide fire protection, rescue, emergency medical, hazardous material response, ambulance, and any other services relating to the protection of lives and property.[137] Districts must apply and obtain LAFCO approval to exercise services authorized by the principal act but not already provided (i.e., latent powers) by the district at the end of 2000.[138]

Boundaries

PHFPD is entirely within Placer County. The present bounds encompass approximately 35 square miles.

As shown in Figure 12-2, the District is located in the central part of Placer County and borders Nevada County in the northwest. On all other sides, the District is surrounded by the Placer County Fire Department. The PHFPD boundary area encompasses the communities of Meadow Vista, Applegate, Clipper Gap, Eden Valley, Heather Glen, Sleepy Hollow, and Weimar.

Sphere of Influence

PHFPD's Sphere of Influence (SOI) is currently coterminous with the District's boundaries.

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[134] "Brief History", http://placerhillsfire.org/Brief%20History.html

[135] Financial Statements and Independent Auditor's Report for the year ended June 30, 2013

[136] Health and Safety Code §13800-13970.

[137] Health and Safety Code §13862.

[138] Government Code §56824.10.

Type and Extent of Services

Services Provided

Figure 12-1 details the services provided by PHFPD. If a service is not provided by PHFPD, but is offered by another agency, it is indicated in the figure.

Figure 12-1: PHFPD Services

Service	Agency
Fire Suppression Services	
Structural Fire Protection	Yes
Wildland Fire Protection	Yes
Vehicle Fire Protection	Yes
Ladder Truck Capabilities	No
Fire Suppression Handcrew	CalFire
Fire Suppression Dozer	CalFire
Helicopter Services – Fire Suppression	CalStar, CAL FIRE
Boat With Fire Suppression Capabilities	No
Emergency Medical Services	
Basic Life Support Provider	Yes
Advanced Life Support - Non Transport Provider	Yes
Advanced Life Support Transport Provider	AMR
Continuing Education Provider - Medical	Yes
Air Ambulance Transport Helicopter Services	CalStar
Helicopter Landing Facilities On Site	No
Vehicle Extrication Tools/Equipment	Yes
Fire Prevention	
Fire Safety Education – Children	Yes
Fire Safety Education – Adults/Seniors	Yes
Juvenile Firesetter Prevention Program	Yes
Fire and Life Safety Business Inspection Program	Yes
Fire Protection Planning	Yes
New Commercial Construction Plan Reviews	Yes
Public Education Provider (CPR, First Aid, etc.)	Yes
Home Fire/Safety Inspections	Yes
Fire Origin and Cause Investigations	Yes
Fuel Reduction/Weed Abatement Program	Yes
Smoke Detector Giveaway/Installation Program	No
Address Sign Installation Program	Yes
Rescue Services	
First Responder Swift Water Rescue Program	Yes
Water Rescue Program	Yes
Ice Rescue Program	No
Dive Rescue Program	No

Low angle Rope Rescue Program	Yes
Helicopter Short/Long Haul Rescue Capabilities	Sheriff/HP
Response To Boating Accidents	Yes
Rescue Dog Services	No
Hazardous Materials	
Hazardous Materials Emergency Response - Basic	Yes
Hazardous Materials Response Team	Placer County OES
Support Services	
Firefighter Incident Support Unit	Yes
Mobile Incident Command/Communications Unit	Yes
Fill Station for Self Contained Breathing Apparatus	Yes
Mobile Breathing Support Unit	Yes
Community Emergency Response Team	No
Chaplain Services	PCSO
Training Academy	Yes
Emergency Operations Center Capabilities	Yes
Miscellaneous	
Public Service Assists	Yes
Motor Vehicle Accident Response	Yes
Welfare Checks	No
Public Safety Answering Point	Sheriff
Fire/EMS Dispatch	Placer County Communications
Fundraising Activities	Yes
Firefighters Association - Non Profit	Yes
Auxiliary Association	Yes

Collaboration

PHFPD is a signatory of the Western Placer County Cooperative Fire Services Response Agreement along with the 12 other fire protection agencies in western Placer County, including Alta Fire Protection District, CAL FIRE/Placer County Fire Department, Foresthill Fire Protection District, Loomis Fire Protection District, Newcastle Fire Protection District, Penryn Fire Protection District, South Placer Fire Protection District, City of Auburn Fire Department, City of Colfax Fire Department, City of Lincoln Fire Department, City of Rocklin Fire Department, and City of Roseville Fire Department. According to the agreement, the agencies provide automatic aid to each other and make use of the closest resource concept by dispatching fire, rescue, and medical emergency response without regard to jurisdiction or statutory responsibility.[139]

In addition, PHFPD has a formal automatic aid agreement with Peardale Chicago Park Fire Protection District in Nevada County.

[139] Western Placer County Cooperative Fire Services Response Agreement Operational Plan, June 2012

The District is a member of the Placer County Fire Chief's Association and the Sacramento-Sierra Arson Investigators. PHFPD participates in the Northern California Special Districts Insurance Authority, a Joint Powers Authority (JPA) for workers compensation insurance.

Service Area

PHFPD provides services beyond its boundaries through the Western Placer County Cooperative Fire Services Response Agreement and automatic aid agreement discussed above. The District also provides automatic aid to the territory protected by Placer County Fire Department surrounding PHFPD. Reportedly, the District is generally second on scene in all automatic aid areas outside of the District. The District also serves outside of its boundaries by providing fire apparatus as part of a strike team that responds to wild fires all over the State and gets reimbursed for its services.[140]

The District reported that there were no unserved areas within its bounds.

Services to Other Agencies

PHFPD provides contract services to Foresthill FPD (FFPD). According to the contract, FFPD contracts with Placer Hills FPD for chief and administrative services. The term of the contract commenced on July 3, 2014 and will continue through June 30, 2015. The parties agreed that the PHFPD chief and district manager would reasonably divide their time between Placer Hills and Foresthill as the duties and responsibilities of each district require. Both districts expressed interest in further consolidation efforts.

Contracts for Services

Similar to other fire protection districts serving unincorporated western Placer County, PHFPD contracts with the Placer County Sheriff's Office for dispatch services. The structure of these services is discussed in more detail in the *Facilities and Capacity* section of this chapter. PHFPD contracts with Robert W. Johnson for audit services and Best, Best and Krieger for legal services.

Overlapping Service Providers

The California Department of Forestry and Fire Protection (CAL FIRE) provides services throughout the State. Generally, CAL FIRE services are focused in wildland areas defined as State Responsibility Areas (SRA). Similarly, the United States Forest Service (USFS) also provides services in California, primarily within forests and grasslands. Areas where USFS services are focused are defined as Federal Responsibility Areas (FRA). The entirety of PHFPD is designated as SRA lands, with the northern and eastern areas classified as very high fire hazard severity zones, the central area is considered a high fire hazard severity zone, and the southwestern territory is moderate severity.[141] CAL FIRE also provides technical support throughout the County in the form of specialized services such as fire suppression handcrews, dozers, and helicopter services when necessary.

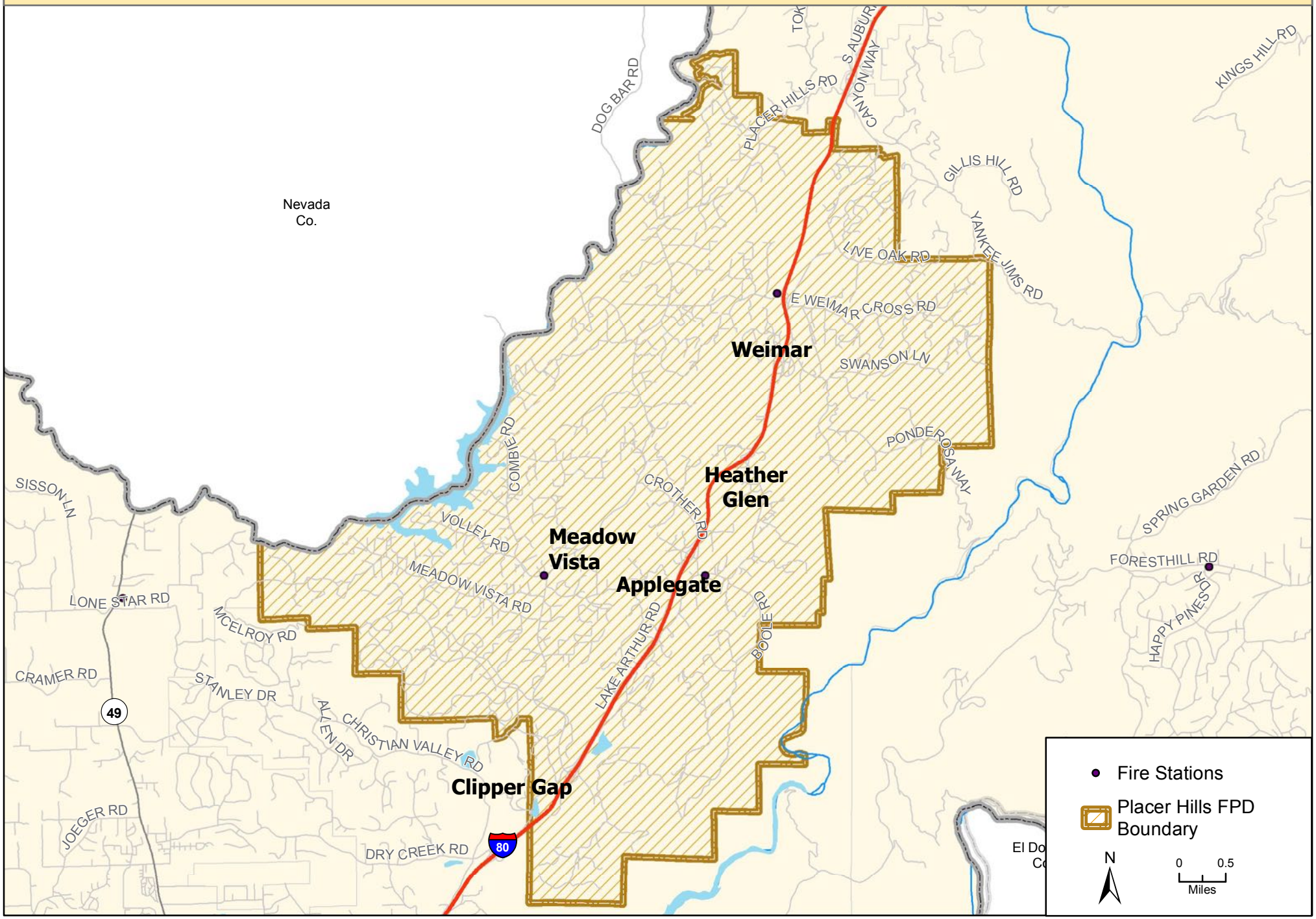
[140] The District responds with its fire apparatus as a part of the California Fire Assistance Agreement.

[141] More information regarding fire hazard severity zones can be found on the CAL FIRE website.

County of Placer

Fire Municipal Services Review

Placer Hills FPD Boundary



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Date: 12/1/2015

ACCOUNTABILITY AND GOVERNANCE

Accountability of a governing body is signified by a combination of several indicators. The indicators chosen here are limited to 1) agency efforts to engage and educate constituents through outreach activities, in addition to legally required activities such as agenda posting and public meetings, 2) timely ethics training for board members and an adopted reimbursement policy, 3) a defined complaint process designed to handle all issues to resolution, 4) adopted policies and procedures that provide a framework and direction for governance and administration, 5) adoption of a conflict of interest code as required, 6) proper filing of Form 700 by the governing body members, and 7) transparency of the agency as indicated by cooperation with the MSR process and information disclosure.

The principal act requires that the board of directors of a fire protection district must have an odd number of members, with a minimum of three and a maximum of 11 members. Directors may be appointed or elected.[142] PHFPD is governed by a five-member Board of Directors elected at large to staggered four-year terms. The latest contested election took place in 2008. If a position opens up mid-term, the District posts an ad for the opening; all applicants are interviewed in an open session and the Board chooses the new director.

The Board of Directors generally meets on the first Wednesday of each month at 7:00 pm at PHFPD's Station 84 in Meadow Vista. Agendas and minutes are posted on the District's website. Additionally, the District makes its meeting agendas available at the post office, district fire stations, the local market, and through an email list. Minutes may be mailed upon request. Information about board meetings is shown in Figure 12-3.

[142] Health and Safety Code §13842.

Figure 12-3: Placer Hills Fire Protection District Governing Body

Placer Hills Fire Protection District		
Governing Body		
Manner of Selection	Elections at large.	
Length of Term	4 years	
Meetings	First Wednesday of the month at 7:00 pm	Placer Hills Fire Protection District Station 84 16999 Placer Hills Road, Meadow Vista CA 95722
Agenda Distribution	Posted online.	
Minutes Distribution	Posted online.	
Contact		
Contact	District Manager, Gillian Lofrano	
Mailing Address	PO Box 350, Meadow Vista CA 95722	
Phone	530–878–0405	
Fax	530-878-0959	
Email/Website	glofrano@placerhillsfire.org http://placerhillsfire.org/	

In addition to the legally required agendas and minutes, the District tries to reach its constituents through school presentations. The District maintains a website where information is made available to the public on a variety of subjects such as family tips for fire safety, volunteer opportunities, and photos of community events such as Pioneer Day and training events. PHFPD has in the past held open house events; however, due to staffing limitations these events no longer take place.

PHFPD board members do not receive compensation. Directors are allowed necessary travelling and incidental expenses incurred in the performance of official business of the District as approved by the Board. Government Code §53235 requires that if a district provides compensation or reimbursement of expenses to its board members, the board members must receive two hours of training in ethics at least once every two years and the district must establish a written policy on reimbursements. It was reported that the District's board members last received ethics training in 2014. The District has established a written policy on expense reimbursement.

If a customer is dissatisfied with the District's services, complaints may be submitted to the duty chief or captain with the objective of resolving the matter informally. If this is not successful, the customer may file their complaint with the fire chief. Conferences and testimony may be taken to resolve the complaint. The customer may request a written decision from the fire chief. If this is also not successful, a written complaint must be filed with the Board within ten days of the fire chief's decision. However, customers are allowed to appeal to the Board directly and give testimony or statement regarding actions of the Board. The District's chief is responsible for handling complaints and maintaining them in a file. It was reported that the District received no complaints in 2014.

The District's Board of Directors has adopted bylaws that provide a framework and direction for district governance and administration. Included in the bylaws are policies on

code of ethics and Brown Act requirements as they relate to Board meetings. A policy on public requests for information is included in the PHFPD standard operating guidelines.

The Political Reform Act (Government Code §81000, et seq.) requires state and local government agencies to adopt and promulgate conflict of interest codes. The Fair Political Practices Commission has adopted a regulation (California Code of Regulations §18730), which contains the terms of a standard conflict of interest code, which can be incorporated by reference in an agency's code. The District's bylaws include a conflict of interest code.

Government Code §87203 requires persons who hold office to disclose their investments, interests in real property and incomes by filing appropriate forms with the appropriate filing agency (i.e., the County or the Fair Political Practices Commission) each year. All members of the Board of Directors and the chief have submitted the required Form 700 for 2013 and provided them to the County Clerk online.

During the course of this MSR process, PHFPD demonstrated full accountability in its disclosure of information and cooperation with Placer LAFCO. The District responded to questionnaires and cooperated with interview and document requests.

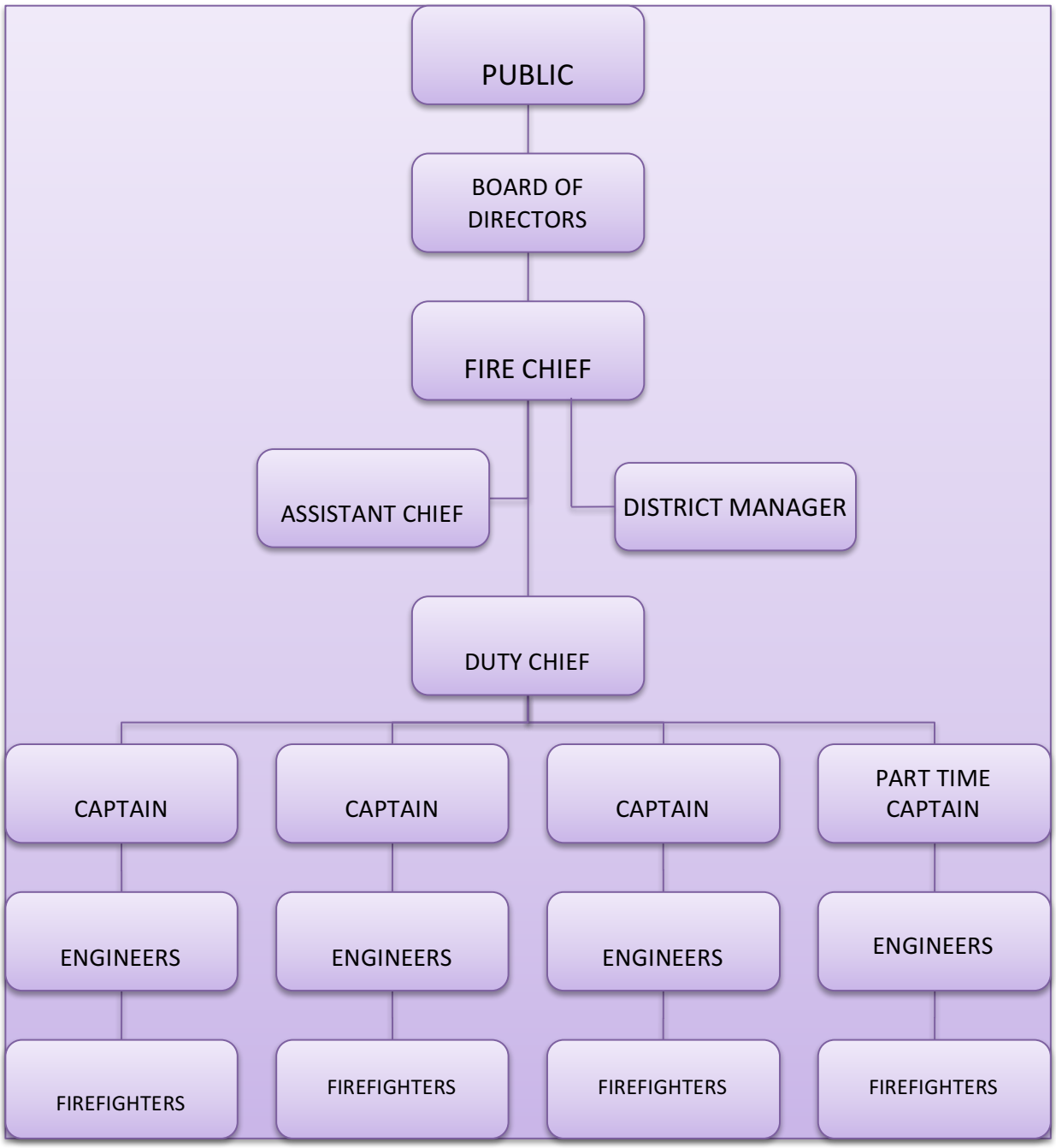
PLANNING AND MANAGEMENT PRACTICES

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

A graphic description of PHFPD staff can be seen in Figure 12-4. PHFPD employs 49 personnel, one of whom is administrative staff, while the rest are firefighting personnel. Firefighting staff consists of one fire chief, four captains, one engineer, and 42 firefighters. Administrative staff is represented by a district manager who is employed full-time. The District reported that firefighting personnel included 11 full-time, 25 part-time and 12 volunteer staff.

As shown in Figure 12-4, the Board of Directors oversees the PHFPD fire chief, who oversees the district manager and duty chief. The duty chief manages the four captains. Engineers and firefighters report to the captains. The district manager is responsible for the day-to-day operations of the District, as well as overall administration of the District. Operations of the District are further supported by the firefighter association and firefighter's auxiliary.

Figure 12-4: Placer Hills FPD Organizational Chart



All regular employees are formally evaluated once a year prior to the end of the fiscal year or on the anniversary of their hire date. Probationary employees are evaluated four times a year every three months until the termination of the probationary period. The fire chief has the authority to prepare or delegate the preparation of performance evaluations to subordinate supervisors who are most familiar with the work of the employee to be evaluated. The chief is required to approve all evaluations before they are discussed with employees. Employees may submit comments about their work performance within 10

days after receiving the employee's copy of the evaluation. Evaluation copies of the chief officers are given to the Board of Directors. The Board of Directors also evaluates the chief.

PHFPD does not conduct any evaluations of the District's overall performance through either benchmarking or annual reports. The District reported, however, that it uses certain performance measures to determine its own service adequacy. PHFDP tracks and reviews its response times every month and conducts Continuous Quality Improvement (CQI).

The District tracks staff workload through station logs, service calls and calendar of inspections. To improve its operational efficiency, PHFPD has undertaken several measures in the last three years. The chief rewrote the training plans for both, Placer Hills FPD and Foresthill FPD to be consistent with legal guidelines. To increase the number of available staff, the District started an intern program. Additionally, PHFPD started a regional training program for rural firefighting to ensure consistency. The District attempts to conduct joint training academies, promote volunteer training and work countywide in Standard Operating Guidelines (SOGs), including training and recruitment.

The District's financial planning efforts include an annually adopted budget and annually audited financial statement. The mission statement of PHFPD states that "the Placer Hills Fire Protection District will strive to protect life and property in our community by providing the highest quality fire, medical and rescue service possible, within our resources, with professionalism and compassion."

PHFPD does not have any other formal planning documents. To plan for its capital improvement needs, the District adopts an apparatus replacement schedule, which was last updated in April 2014. The schedule has a 10-year planning horizon and is updated annually. Facility improvement needs are included in the long-range plan. There is a long-range/planning committee that updates these needs periodically. Long-range plan was adopted in 2008 and last updated in 2011.

The District establishes its long-term goals and objectives through the long-range plan and budget discussions.

According to Government Code §26909 all special districts are required to submit their annual audits to the County within 12 months of the completion of the fiscal year, unless the Board of Supervisors has approved biennial or five-year schedule.

The filing of local agency budgets and related exemptions is governed by Government Code §53901, which states that unless exempted by the county auditor every local agency, with the exception of fire protection districts, must file a copy of its annual budget with county auditor within 60 days after the beginning of the fiscal year. The adoption of a final budget for fire protection districts is governed by Health and Safety Code §53901, which requires their annual budgets to be adopted and forwarded to the county auditor on or before October 1st of each year.

PHFPD reported that it had submitted its FY 14-15 budget and its financial statement for the most recently completed fiscal year to the County Auditor's Office.

The District has reportedly never been under review or received citations from the California Division of Operational Safety and Health (CALOSHA).

EXISTING DEMAND AND GROWTH PROJECTIONS

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

Land Use

Land uses within the District consist of residential agriculture, farming, residential, and some commercial and light industrial.[143] The District's boundaries encompass approximately 34 square miles.

Current Population

According to the District's estimates, there are approximately 12,000 residents within its boundaries. The population density within PHFPD is about 353 people per square mile.

Projected Growth and Development

The District reportedly experienced very little population growth, and similarly, change in service demand in the last five years. PHFPD expects a moderate increase in population within the District in the next few years. However, no formal population projections have been made by PHFPD. The District is aware of one planned development within its boundary area located in Meadow Vista. The Winchester development, which consists of 409 units, is currently 50 percent completed and is expected to be served by PHFPD.

The District also anticipates an increase in service demand due to factors other than population growth, including the rise in tourist activity and upsurge in vehicle and transportation accidents and fires. PHFPD does not formally forecast its service needs; however, the District does observe its call volume and plan accordingly.

According to California Department of Finance (DOF) data, the population of Placer County is expected to grow by 12 percent over the 10 year period from 2010 to 2020. Thus, the average annual population growth in the County is anticipated to be approximately 1.12 percent. Based on these projections, the District's population would increase from 12,000 in 2010 to approximately 13,440 in 2020.

Based on the Sacramento Area Council of Governments (SACOG) projections, the population of Placer County is anticipated to grow by 19 percent from 2008 to 2020. SACOG, therefore, expects the average annual growth in the County to be about 1.45 percent. According to the SACOG projections, the District's population would increase to 13,853 in 2020.

[143] Maps G5, G6, and H6 from "Zoning Maps" http://www.placer.ca.gov/departments/communitydevelopment/gis/zoning

Growth Strategies

The District is not a land use authority, and does not hold primary responsibility for implementing growth strategies. The land use authority for unincorporated areas is the County.

The County General Plan, that was last updated in May 2013, requires new development to develop or fund fire protection facilities, personnel, and operations and maintenance that, at a minimum, maintains the service level standards outlined in the General Plan. In addition, through its General Plan, the County tries to ensure that all proposed developments are reviewed for compliance with fire safety standards by responsible local fire agencies per the Uniform Fire Code and other county and local ordinances. PHFPD reported that it reviewed plans for proposed developments within its boundary area.

The General Plan policies also support annexations and consolidations of fire districts and services to improve service delivery to the public. The County works with CAL FIRE and local fire protection agencies and city fire departments to maximize the use of resources to develop functional and/or operational consolidations and standardization of services and to maximize the efficient use of fire protection resources. Additionally, the County periodically evaluates fire protection services in Placer County to determine if fire protection resources are being effectively and efficiently used. Placer County policies also attempt to maintain and strengthen automatic aid agreements to maximize efficient use of available resources.

PHFPD territory is included in two community plans developed by the County–Meadow Vista Community Plan adopted in 1996 and Weimar/Applegate/Clipper Gap Community Plan adopted in 1980. According to the Weimar/Applegate/Clipper Gap Plan, in 1980, the community was projected to grow at a 4.5 percent annual rate for the next 20 years, as the area was becoming an attractive place to live due to rural character, central location to employment and recreational facilities, and mild climate. The Meadow Vista planning area is within close proximity to I-80 and therefore provides an attractive, convenient residential community for commuters. The area is also situated within easy reach of major recreational resources. Within the Meadow Vista planning area the build-out capacity was predicted be approximately 2,988 housing units or no more than 7,471 people. By 2010, the area was projected to have 6,193 people. Neither of these two community plans have recently been updated by the County.

PHFPD presently has a development impact fee (DIF) specific to fire services for the area within the District, which was last updated in 2008. The fee was established to fund facility upgrades and new facilities that would be needed to serve new development. The DIF was calculated based on an existing inventory standard approach, which incorporates all existing development and all existing facilities designed to serve that development. The existing inventory facilities standard represents the average per capita cost of all facilities to serve the current service population. Using this per capita standard as a basis for the impact fee ensures that impact fee revenues in the future will be sufficient to allow the District to construct and acquire facilities needed to maintain its current facility standards, regardless of the magnitude of future development. The District's facilities impact fees are $0.84 per square foot of residential development, $1.21 per square foot of commercial

development, $1.58 per square foot of office space, and $0.59 per square foot of industrial development. Fees are updated annually or periodically to account for inflation.

The District is currently in the process of updating its development impact fee.

DISADVANTAGED UNINCORPORATED COMMUNITIES

LAFCO is required to evaluate disadvantaged unincorporated communities as part of this service review, including the location and characteristics of any such communities. A disadvantaged unincorporated community is defined as any area with 12 or more registered voters, or as determined by commission policy, where the median household income is less than 80 percent of the statewide annual median.[144]

The California Department of Water Resources (DWR) has developed a mapping tool to assist in determining which communities meet the disadvantaged communities median household income definition.[145] According to DWR, there are two disadvantaged communities in Placer County, next to the northern area of the City of Auburn and in the community of Newcastle. There are no disadvantaged unincorporated communities within or adjacent to the PHFPD bounds and sphere of influence.

FINANCING

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

The District reported that its financing levels were not adequate to deliver services. PHFPD is having difficulty retaining staff due to relatively low salaries compared to higher city payrolls. PHFPD is unable to fill permanent positions for the same reason. Additionally, lack of funding prevents the District from performing station modernization and replacing critical equipment. Reportedly, the District has lost 12 to 15 percent of its budget over the last five years. The District is likely to run out of financial reserves within the next three years.

In an attempt to solve its financial challenges, the District tried to pass an $83 per home increase to its benefit assessment in 2012, but the proposition failed. The District reported that another option to solve the financing difficulties is for fire agencies to consolidate and renegotiate a share of the Proposition 172 funding with the County, which currently in its entirety goes to the Sheriff's Department. Acquiring adequate funding and enhancing efficiency by combining resources could potentially result in single well-functioning countywide fire agency.

[144] Government Code §56033.5.

[145] Based on census data, the median household income in the State of California in 2010 was $57,708, 80 percent of which is $46,166.

Revenues and Expenses

The District's revenue in FY 12-13 amounted to $1,665,810 and primarily consisted of general tax revenue (56 percent), benefit assessment income (30 percent) and strike team revenue (11 percent). Other revenue sources consisted of interest income, fire facility fees, Winchester development fees, and other, each constituting about one percent of total revenue.

The District receives the majority of its revenues from property taxes. A benefit assessment was first approved in 1991. In 2004, another benefit assessment in the amount of $49 was approved by the District's voters. This enabled the District to staff engines at both the Meadow Vista and Weimar fire stations on full-time basis.

The District does not charge any fees for the provision of non-transport ALS services. PHFPD has been successful in applying for some grant programs in the last two years. The District received Wildland Gear and Equipment grants of $13,000 and $10,000 with 50 percent district share. PHFPD also applied for the SAFER grant and Assistance to Firefighters grant but with no success.

Foresthill pays Placer Hills for the services of the PHFPD chief and district manager in the amount of $60,000 payable in 12 equal payments. FFPD reimburses either Placer Hills FPD or the chief for the actual cost of any direct expenses incurred by the chief in performing his duties.

PHFPD expenditures in FY 12-13 were $1,387,838, of which 60 percent was spent on salaries, 19 percent on employee benefits and 21 percent on services and supplies.

The District's staff compensation is approximately $99,000 for the fire chief, $61,000 for the district manager, $46,000 to $52,000 for engineers, $50,000 to $55,000 for engineers/paramedics, $54,000 to $61,000 for captains, and $58,000 to $64,000 for captains/paramedics. Apprentices receive about $10 to $12 an hour. Part-time staff are compensated at $9 to $31 per hour. The strike team per diem allowance is $130 for chief officers and volunteers and $50 for apprentices and part-timers.

In FY 12-13, the District's revenues exceeded expenditures by $277,972.

Capital Improvements

Although revenue from the benefit assessment can be used for both facilities and operational costs, it has been dedicated to increasing the number of full-time personnel. As a result, development impact fees have been a crucial source of funding for facilities.

The District's equipment and vehicle needs are planned for in the apparatus replacement schedule, according to which every year from FY 12-13 through FY 22-23, PHFPD is anticipating allocating about $130,000.

Capital improvements are planned for in the long-range plan, which the committee is currently updating.

The District anticipated spending $165,000 on capital expenditures in FY 13-14, out of which $115,000 was set aside for future vehicle replacement and $50,000 for future small equipment replacement.

Outstanding Debt

In March 2004, the District received an interest-free loan from Winchester Properties in the amount of $238,231 for the purchase of a new engine and equipment. The balance of the loan at the end of FY 12-13 was $60,079. However, the firm has declared bankruptcy, and the legal opinion is that there is no successor to the loan. An independent audit of the District recommends writing off the loan and removing the liability from the books.[146]

Reserves

The District has an adopted policy that if PHFPD were to set aside 25 percent of its operating revenues for reserve it would require explanation of the purpose of the savings; saving 10 percent of operating revenues requires board action.

The District maintains three reserve funds designated as restricted, committed, and unassigned funds. As of FY 2013, the restricted reserve fund (for Winchester development and fire facility fees) had a balance of $281,429, the committed reserve fund had a balance of $317,193, and the unassigned reserve fund had a balance of $379,612.

The committed reserve is comprised of the benefit assessment reserve, the fixed asset acquisition reserve, the contingencies reserve, and the future equipment purchases reserve. At the end of FY 12-13, each of these reserve funds had the following balances: benefit assessment reserve - $35,551, fixed asset acquisition reserve - $217,875, contingencies reserve - $20,800, and future equipment purchases reserve - $42,967

Joint Financing Mechanisms and Employee Benefits

PHFPD participates in the Northern California Special Districts Association Joint Powers Authority (JPA) for workers compensation insurance.

PHFPD uses the defined benefit retirement plan and contributes to the California Public Employees Retirement System (CalPERS). Full-time firefighters and the district manger are eligible to participate in the system.

PRESENT AND PLANNED CAPACITY

PHFPD reported that it currently had marginal capacity to provide fire services to its current service area. The District experiences financial difficulties that also cause staffing constraints.

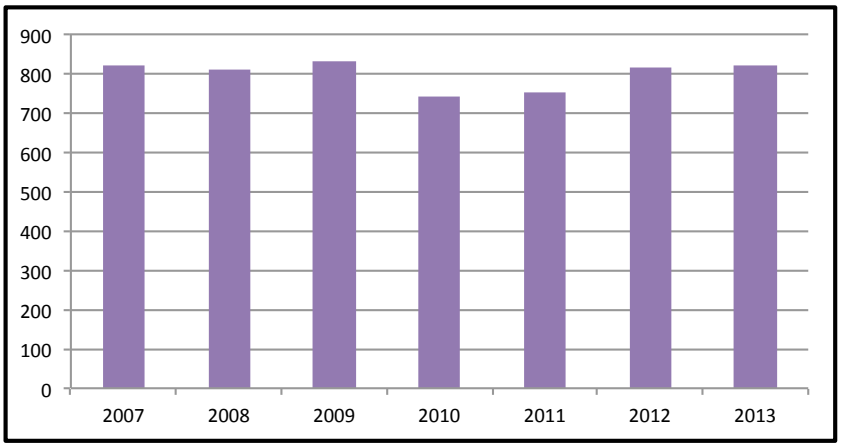
It was reported that excess capacity was not available to serve other service providers' customers and eliminate the need for duplicate infrastructure construction by other agencies, as there is generally little duplication countywide.

[146] Placer Hills Fire Protection District Financial Statements and Independent Auditor's Report for the year ended June 30, 2013

Existing Demand

The District reported that its peak demand times occurred in the daytime, from nine in the morning to five in the afternoon.

Figure 12-5: PHFPD Number of Calls by Year, 2007-2013



PHFPD reportedly observed an increase in service demand in the last few years. As shown in Figure 12-5, the number of calls peaked in 2009 and dropped to a low in 2010. The number increased again in 2012 and continued to increase into 2013.

In 2013, PHFPD received a total of 819 calls, of which 781 were within the District's boundaries. The majority of the calls within PHFPD's boundaries were for emergency medical services (48 percent) and the remainder constituted motor vehicle accidents (five percent), false alarms (14 percent), fires and hazardous materials (16 percent), miscellaneous emergencies (less than one percent), and miscellaneous non-emergency calls (16 percent). Of the total calls reported, five percent were mutual aid calls. The District averaged 65 service calls per 1,000 residents within its boundaries.

Staffing

PHFPD has 48 firefighting personnel—one fire chief, four captains, one engineer, and 42 firefighters. Firefighting personnel consist of 10 full-time staff, 25 part-time staff and 12 volunteers. Volunteers receive compensation for gas and wear and tear on their vehicles. The District reported that in comparison to surrounding fire agencies, the pay rate for chief and captains is similar, while firefighter compensation is well below other agencies. The median age of the firefighters is 32, with a range from 21 to 62.

The District reported having difficulty with staff retention due to its salaries not being competitive compared to compensation provided by surrounding city fire departments. PHFPD is frequently unable to fill permanent positions. As shown in Figure 12-6, PHFPD has been experiencing high personnel turnover between 2011 and 2014. However, there has been overall growth in the total number of staff overtime.

Figure 12-6: Staffing Changes Overtime

Year	2011	2012	2013	2014
Total Staff	41	38	44	48
New Staff	17	28	10	1
Departed Staff	9	25	16	5

Currently, there are three certifications in the California firefighter series; Volunteer Firefighter, Firefighter I, and Firefighter II. While the Volunteer Firefighter focuses on skills and tasks necessary to assure safety on the fire ground, Firefighter I & II prepares the firefighter to perform essential and advanced fire ground tasks, as well as allowing entry into all tracks of the certification system. The level of certification required for each firefighter is determined by the individual fire agency. However, according to the California State Fire Marshal, there are plans to phase out the Volunteer Firefighter certification level and the most basic level of certification will eventually be Firefighter I. Firefighter I certification requires completion of the 259-hour Firefighter I course, which includes training on various fireground tasks, rescue operations, fire prevention and investigation techniques, and inspection and maintenance of equipment. In addition to this course, Firefighter I certification also requires that the applicant have a minimum of six months of volunteer or call experience in a California fire agency as a firefighter performing suppression duties.[147] The number of PHFPD personnel certified in each category is shown in Figure 12-7. Each firefighter, including volunteers, is able to hold multiple certifications, including strike team certifications. The additional certification levels shown in this table are described in more detail in Chapter 3 of this report.

Figure 12-7: PHFPD Certified Personnel

Certification Level	Number of Firefighting Staff	% of Total Firefighting Staff
Volunteer Firefighter	2	4%
Firefighter I	35	73%
Firefighter II	15	31%
First Responder EMS	2	4%
Emergency Medical Technician 1	10	21%
Paramedic	19	40%
Apparatus Engineer	14	29%
Company Officer	16	33%
Chief Officer	6	13%
Haz Mat FRO	32	67%
CICCS FFT 2	2	4%
CICCS FFT 1	45	94%
CICCS Engine Boss	6	13%
CICCS Strike Team Leader	2	4%

[147] State Fire Marshal, Course Information and Required Materials, 2007, p. 44

The District handles all training for its personnel, offering a minimum of 25 hours of training a month to paid firefighters and 10 hours per month to volunteer firefighters. For newly hired paid firefighters, the required level of training includes State FF1, EMT, and State Driver/Operator 1A and 1B. Volunteers need not have any level of training before becoming volunteer firefighters; the District provides all required training. The District reported that one of its main difficulties in meeting federal, state, and local levels of training was scheduling difficulties and the time burden on volunteers. In order to recruit more volunteer firefighters, PHFPD has placed signs at its station, posted flyers in public areas, and uploaded the volunteer firefighter application on its website. In addition, PHFPD also offers an annual volunteer academy.

Facilities and Capacity

PHFPD operates three fire stations, two of which are owned by the District and one by Union Pacific Railroad. Station 84, which was built in 1954, is owned by PHFPD and was reported to be in poor condition. It is staffed at all times with one chief, one captain/company officer and one engineer/paramedic, as well as two volunteer firefighters. It also acts as the district office. Station 85, owned by PHFPD, was built in 1983 and similarly was reported to be in poor condition. The station is unstaffed and also serves as a maintenance facility. Station 86, owned by Union Pacific Railroad, was acquired in 1990 and was reported to be in good condition. It is staffed 24/7 with one captain/company officer, one engineer/paramedic and two volunteers. The function and condition of each fire facility is described in more detail in Figure 12-8.

Figure 12-8: PHFPD Facilities

	Station #84	Station #85	Station #86
Property owner	Placer Hills Fire Protection District	Placer Hills Fire Protection District	Union Pacific Railroad
Address	16999 Placer Hills Rd, Meadow Vista CA 95722	18016 Applegate Rd, Applegate CA 95703	100 West Weimar Cross Roads, Weimar CA 95736
Purpose	Fire Protection	Fire Protection	Fire Protection
Additional uses or other entities using the facility	District office	Maintenance	None
Hours station is staffed	24 hours/7 days a week	Volunteer	24 hours/7 days a week
Date acquired or built	1954	1983	1990
Condition of facility[148]	Poor	Poor	Good

[148] Facility condition definitions: **Excellent**—relatively new (less than 10 years old) and requires minimal maintenance. **Good**—provides reliable operation in accordance with design parameters and requires only routine maintenance. **Fair**—operating at or near design levels; however, non-routine renovation, upgrading and repairs are needed to ensure continued reliable operation. **Poor**—cannot be operated within design parameters; major renovations are required to restore the facility and ensure reliable operation.

	Station #84	Station #85	Station #86
Infrastructure Needs	Complete demolition and rebuild	Extensive renovation	None for now
Number and type of vehicles at facility	2 Type 1 engines and 1 utility vehicle	1 Type 1 engine, 1 Grass/Quick attack vehicle, 1 Reserve command vehicle	1 Type 1 engine, 1 Type 3 engine 1 Water tender 1 Service/Air unit
Number and classification of paid staff staffing facility	1 Chief, 1 Captain/Company Officer, 1 Engineer/Paramedic	0	1 Captain/Company Officer, 1 Engineer/Paramedic
Number and classification of another agency's paid staff staffing the facility	0	0	0
Number of volunteers available at facility	2	0	2

In addition to its water tender and those that belong to neighboring fire districts that are accessible through mutual aid, the District relies on hydrants located throughout 40 percent of the District. The District's water tender capacity is 3,200 gallons. PHFPD believes that its water supply is satisfactory.

It appears that currently the District's facilities have moderately sufficient capacity to provide adequate services to the existing service area based on the condition of the District's facilities and PHFPD's response times to service calls. Both of the stations owned by PHFPD are in poor condition, which constitutes a capacity constraint. The District has capital facility funds, but not enough to implement necessary improvements. PHFPD is also looking for new engines and means to finance them. PHFPD meets the National Fire Protection Association (NFPA) standards for response to structural fire calls. The District also meets the Sierra-Sacramento Valley EMS (S-SVEMS) Agency standards for response to medical emergencies in the Auburn East American Medical Response service area. Although, PHFPD is not an ambulance provider and provides advanced life support (ALS) non-transport services, the standard approximates what may be considered appropriate response times to medical emergencies within the District.

The District's capacity is further constrained by the difficulties PHFPD is having retaining paid firefighters and volunteers.

Dispatch and Communications

Fire agencies serving the unincorporated territory in western Placer County are dispatched by two separate agencies. Fire districts are dispatched by the Placer County Communications Division of the Placer County Sheriff's Department. Placer County Fire Department, which is providing services through a contract with CAL FIRE, is dispatched

by the CAL FIRE Grass Valley Emergency Command Center. The cities of Roseville, Rocklin and Lincoln have their own dispatch centers and frequencies, while the cities of Auburn and Colfax contract with CAL FIRE.

PHFPD maintains a contract for dispatch services with Placer County Sheriff's Department. Dispatch services are currently provided free of charge. Placer County, in lieu of sharing Proposition 172 funds, offered fire districts in Placer County free dispatch services. However, even though fire protection districts do not pay for dispatch operations, they are responsible for financing certain other expenses associated with dispatch, including software licenses for fire reporting, data management and the annual maintenance.

In addition to fire agencies, the Communications Division of the Placer County Sheriff's Department provides dispatching services for the sheriff, paramedics, animal control, and county roads. The division is staffed 24 hours a day, 365 days a year. All communications personnel are trained in emergency medical dispatch protocols wherein the dispatcher can give life-saving emergency medical instructions over the telephone prior to the arrival of the first responders.

PHFPD recognizes that multiple communication and response problems are caused by multiple dispatch centers in the area and believes that a joint dispatch center would ensure that closest resources respond to an emergency. The District reported that one dispatch center in the County, in addition to the dispatch center operated by CAL FIRE, would be an ideal solution.

Capability at an Incident

The District reported that its actual response capability at an incident consisted of two engine companies with four personnel. It can further be augmented by call staff and volunteers in addition to robust automatic aid assistance. PHFPD has off-duty firefighters who carry pagers and are able to respond when necessary.

Status of, and Opportunities for, Shared Facilities

One of the fire stations currently used by PHFPD is owned by the Union Pacific Railroad. The District has a 99-year lease to use the station, which it currently pays $670 a year that increases according to cost of living increase.

The District has indicated that there might be a possibility in the future to share one of its stations with the ambulance company (American Medic Response) to improve its response times. PHFPD does not share its vehicles or equipment with other agencies and does not see any potential opportunities to do so in the future.

Infrastructure Needs

The District has identified multiple infrastructure needs pertaining to its stations, vehicles, and equipment. Both of the fire stations owned by PHFPD are in poor condition and require upgrades. The District would like to completely demolish and rebuild Station 84 and renovate Station 85.

The District indicated a need for type 1 and type 3 engines. A new type 1 engine will be purchased in FY 14-15 using funding derived from both the general reserves as well as fire facility fees. The purchase of a type 3 engine has been postponed. In addition, a brush fire unit needs to be replaced, which has been put on hold until 2019 due to funding constraints.

In addition to the firefighting equipment listed above, the District has indicated that it requires upgrades for its computers, software, cell phones, and pagers. PHFPD would also like to purchase mobile data terminals (MDTs) and increase storage at its stations. MDTs are scheduled to be purchased in the next two years. Other purchases may be on hold until the economy improves.

Challenges

The primary challenge for PHFPD is lack of funding, which prevents the District from upgrading its aging infrastructure and purchasing necessary equipment. Financing challenges further cause paid firefighter retention issues. Additionally, the District struggles with retention of volunteers.

The District considered passing an increase to its benefit assessment; however, the CalFire SRA fee reportedly hinders the District's ability to ask voters for additional funding.

SERVICE ADEQUACY

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

Fire services in the communities are classified by the Insurance Service Office (ISO), an advisory organization. This classification indicates the general adequacy of coverage, with classes ranking from 1 to 10. Communities with the best fire agency facilities, systems for water distribution, fire alarms and communications, and equipment and personnel receive a rating of 1. Placer County encourages local fire protection agencies in the County to maintain minimum ISO ratings of 4 in urban areas, 6 in suburban areas and 8 in rural areas. PHFPD has an ISO of 5 in urban areas and 8B in rural area. The District was last evaluated in May 2014.

The National Fire Protection Association (NFPA) has issued response time performance standards depending on the service structure of the agency. The response time is measured from the completion of the dispatch notification to the arrival time of the first-responder at the scene. Though not a legal mandate, these standards provide a useful benchmark against which to measure fire agency performance. For agencies with paid staff, NFPA 1710 identifies the response time guideline of six minutes at least 90 percent of the time. For volunteer and combination fire departments, NFPA 1720 recommends that the response times for structure fire be nine minutes in urban demand zones at least 90 percent of the time, 10 minutes in suburban zones at least 80 percent of the time and 14 minutes in rural zones at least 80 percent of the time. Response times in remote zones are directly

dependent on travel distances.[149] PHFPD is a combination fire district and falls within the definition of rural demand zone, and would therefore be subject to the NFPA 1720 guidelines.

The local emergency medical services agency (LEMSA) for Placer County is Sierra-Sacramento Valley Emergency Medical Services Agency (S-SVEMS).[150] Emergency ground ambulance service for the majority of Placer County is provided by American Medical Response under an exclusive operating agreement (EOA) with S-SVEMS. Foresthill FPD, North Tahoe FPD[151] and South Placer FPD also provide emergency ambulance service to their districts under EOAs. Emergency response time standards set by S-SVEMS in Placer County vary for each of the four approved providers and by the level of urbanization of an area (the more urban an area, the faster a response should be).[152]

PHFPD, which is a non-transport ALS service provider, does not have a response time standard imposed by S-SVEMS. The District has to complete an annual application to receive a permit from S-SVEMS to provide non-transport ALS services.

Although PHFPD is not an ambulance service provider, the response standard required for AMR in the Auburn east area indicates what may be considered appropriate response times for medical emergencies for the District, which is 15 minutes 90 percent of the time.

Placer County encourages local fire protection agencies in the County to have an average response times to emergency calls of four minutes in urban areas, six minutes in suburban areas and 10 minutes in rural areas. The District has not adopted a standard of its own.

PHFPD's 80th percentile response time is 10.5 minutes, the 90th percentile response time is 12.7 minutes, the median response time is 7.7 minutes, and average response time is 8.3 minutes. The District's average response time to medical emergencies is 7.9 minutes. The District meets the NFPA 1720 response time standard for rural demand zone, the S-SVEMS response time standard to medical emergencies and Placer County recommended response time in rural areas.[153]

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

[150] S-SVEMS is responsible for planning, development and implementation of all EMS components, including regional trauma system planning, qualification, accreditation, authorization of all prehospital care personnel, EMS system design, and compliance with local and state regulations.

[151] North Tahoe FPD does not provide ambulance transport services in western Placer County and is therefore out of scope of this report and will not be discussed further.

[152] Response time standards for American Medical Response (AMR) are eight minutes 90 percent of the time in the cities of Roseville and Rocklin and in the City of Auburn and the County (all of the City of Auburn and County area half a mile west of SR 49 from the City of Auburn to Dry Creek Road, east of SR 49 up to and including I-80 North to include Bell Road, and half a mile east of SR 49 from Bell Road to Dry Creek Road), 15 minutes 90 percent of the time in Auburn east to include Colfax and Auburn west to Rocklin, 10 minutes 90 percent of the time in Lincoln, 20 minutes 90 percent of the time in rural areas of AMR service area in Placer County, and as soon as possible in wilderness areas. South Placer FPD is required to respond with ALS on scene 10 minutes 90 percent of the time and ambulance on scene 15 minutes 90 percent of the time. The requirement for Foresthill FPD is to respond within 15 minutes 90 percent of the time in Foresthill, Todd Valley Estates and Baker Ranch.

[153] Based on 2013 response time data.

The service area size for each fire station varies between the fire districts. The median fire station in Placer County serves approximately seven square miles. ~~Placer Hills FPD~~PCF ~~station~~ serves the most expansive area of 34~~46.7~~ square miles per each of its stations. Densely populated areas tend to have smaller service areas. For example, the median service area of the city fire department stations is 4.5 square miles. By comparison, PHFPD's stations serve 11.6 square miles.

The number of firefighters serving within a particular jurisdiction is another indicator of level of service; however, it is approximate. The providers that rely on volunteer or call firefighters may have differing staff availability and reliability. An agency with more firefighters could have fewer resources, if availability is limited due to work and personal obligations. Staffing levels in Placer County vary from 0.5 firefighters per 1,000 residents in in the City of Lincoln to 37.7 firefighters in Alta FPD. By comparison, PHFPD has on average approximately four firefighters per 1,000 residents.

Operating expenditures per capita is often reflective of the level of service offered by a fire provider as determined by financing constraints. The least amount of money per capita was spent by the Colfax Fire Department ($18.77). South Placer FPD expended the most per capita ($274.90). To compare, PHFPD spent $116 per capita in FY 12-13.

Figure 12-9: Placer Hills FPD Fire Service Profile

Agency Resource Statistics	
Staffing base year	2014
Fire stations in agency boundaries	3
Fire stations serving the agency	3
Square miles served per station	47
Total staff	49
Total firefighting staff	48
Total firefighting staff per station	16
Total firefighting staff per 1,000 residents	4
Operating expenditures per capita	$116
Service Demand	
Statistical base year	2013
Total service calls	819
% EMS	46%
% Fire/hazardous materials	16%
% Motor vehicle accidents	5%
% False alarms	13%
% Miscellaneous emergency	0%
% Non-emergency	16%
% Mutual Aid calls	5%
Calls per 1,000 residents	2,320
Service Adequacy	
Median response time	7.7
80th percentile response time	10.5
90th percentile response time	12.7
ISO Rating	5/8B

PLACER HILLS FIRE PROTECTION DISTRICT DETERMINATIONS

Growth and Population Projections

- Placer Hills Fire Protection District (PHFPD) currently has a district-estimated population of 12,000.
- PHFPD reportedly experienced minimal population growth and change in service demand in the last five years. The District anticipates a moderate increase in population in the next several years. PHFPD is aware of one planned development within its boundaries, which consists of 409 units and is currently 50 percent complete.
- PHFPD reviews plans for proposed developments within its boundary area to ensure that these developments are in compliance with fire safety standards.
- The District currently has an established development impact fee (DIF) to fund facility upgrades and new facilities needed to serve new developments.
- Based on the Department of Finance (DOF) population forecasts, the District's population is projected to increase by 12 percent from 2010 to 2020. According to the Sacramento Area Council of Governments (SACOG) projections, the population of PHFPD is anticipated to increase by 19 percent between 2008 and 2020.

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

- According to the Department of Water Resources, there are two communities in Placer County, located south of the City of Auburn and in the community of Newcastle, that meet the disadvantaged community's median household income definition, There are no disadvantaged unincorporated communities within or adjacent to the PHFPD bounds and sphere of influence.

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

- Although only moderate population growth is expected, PHFPD anticipates an increase in service demand due to a rise in tourist activity and upsurge in vehicle and transportation accidents and fires.
- PHFPD reported that it currently had marginal capacity to provide fire services to its existing service area. The District is experiencing financial constraints that cause staffing limitations.
- The District's facilities have moderately sufficient capacity to provide adequate services to the existing service area based on the condition of the District's facilities

and PHFPD's response times to service calls. Both of the stations owned by PHFPD are in poor condition, which constitutes a capacity constraint. The District meets the Sierra-Sacramento Valley EMS (S-SVEMS) Agency standards for response to medical emergencies in the Auburn East American Medical Response service area. PHFPD also meets the National Fire Protection Association (NFPA) standards for response to structural fire calls.

- The District maintains capital facility funds, but existing funds are not sufficient to implement necessary improvements. PHFPD is also looking for new engines and a means to finance them.
- PHFPD recognizes that multiple communication and response problems are caused by multiple dispatch centers in the area and believes that a joint dispatch center would ensure that closest resources respond to an emergency.
- The District reported that its actual response capability at an incident consisted of two engine companies with four personnel. It can further be augmented by call staff and volunteers in addition to robust automatic aid assistance.
- PHFPD services appear to be adequate. The District has an ISO rating which is comparable to other providers in the County. Based on other indicators of level of service, including staffing ratio per capita and expenditures per capita, PHFPD operates at a comparable level to the average Western Placer fire agency. PHFPD stations serve the most expansive area compared to other fire services providers in Western Placer.
- An area that PHFPD could improve upon is being able to calculate its median and 80th and 90th percentile response times to be able to assess its capacity and service adequacy.
- District management methods appear to generally meet accepted best management practices. The District prepares a budget before the beginning of the fiscal year, conducts financial audits for each fiscal year, maintains current transparent financial records, tracks employee and district workload, and has an established process to address complaints. PHFPD could improve its management practices by conducting facility capital improvement planning, as well as service demand projections.

Financial Ability of Agencies to Provide Services

- The District reported that its financing levels were not adequate to deliver services. Due to financing constraints, PHFPD has difficulty retaining staff and is unable to fill permanent positions. Additionally, the District cannot perform necessary capital improvements.
- It was reported that the District lost approximately 12 to 15 percent of its revenue over the last five years. PHFPD is likely to run out of financial reserves within the next three years.
- The District attempted to increase its revenues by passing an increase to its benefit assessment, but the proposition failed. PHFPD sees possible improvement to its financial situation in consolidation with other agencies.

- Although revenue from the District benefit assessment can be used for both facilities and operational costs, it has been dedicated to increasing the number of full-time personnel. As a result, development impact fees have been a crucial source of funding for facilities.
- The District maintains three financial reserves, including restricted, committed and unassigned.
- PHFPD uses a defined benefit retirement plan and contributes to the California Public Employees Retirement System (CalPERS).

Status of, and Opportunities for, Shared Facilities

- One of the fire stations currently used by PHFPD is owned by the Union Pacific Railroad. The District has indicated that there might be a possibility in the future to share one if its stations with American Medical Response.
- PHFPD is a signatory of the Western Placer County Cooperative Fire Services Response Agreement along with 12 other fire protection agencies in western Placer County according to which, the agencies provide automatic aid to each other and make use of the closest resource dispatching.
- PHFPD has a formal automatic aid agreement with Peardale Chicago Park Fire Protection District in Nevada County.
- The District is a member of the Placer County Fire Chiefs Association and the Sacramento-Sierra Arson Investigators. PHFPD participates in the Northern California Special Districts Association Joint Powers Authority (JPA) for worker's compensation insurance.

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

- The District generally demonstrated accountability and transparency with regard to its governance by cooperating with the MSR process, publishing agendas for public meetings as legally required, maintaining a website, filing Form 700 Statements of Economic Interest, and Board members receiving timely ethics trainings.
- PHFPD has a set of adopted bylaws that provide a framework and direction for district governance and administration, including policies on code of ethics, Brown Act requirements, public requests for information, expense reimbursement, and conflict of interest code.
- The District could improve its accountability and transparency by posting district policies and procedures and financial information, such as budgets and financial statements on its website.
- Governance structure options for PHFPD include consolidation with Foresthill FPD. An additional option is consolidation with other fire districts to create a single Western Placer fire protection agency or a fire protection district to serve the unincorporated areas.

PLACER HILLS FIRE PROTECTION DISTRICT SPHERE OF INFLUENCE UPDATE

Existing Sphere of Influence Boundary

PHFPD's Sphere of Influence (SOI) is currently coterminous with the District's boundaries.

SOI Options

Four options were identified with respect to PHFPD's SOI.

Option #1 – A single fire agency SOI containing unincorporated Western Placer County (excluding territory within SMFD and Rocklin FPD), City of Colfax, and Town of Loomis

If the Commission determines that one fire protection agency taking over services provided by fire districts and Placer County Fire Department in Western Placer County is the preferred governance structure, then it would be appropriate to adopt a single fire agency SOI for unincorporated Western Placer (excluding territory within the Sacramento Metropolitan Fire District boundaries), City of Colfax, and Town of Loomis.

Option #2 – Western Placer County SOI

If the Commission determines that one fire protection agency serving the entirety of Western Placer County is the preferred alternative, then it would be appropriate to adopt a single SOI that encompasses Western Placer County, including all fire service providers serving both unincorporated and incorporated areas.

Option #3 – Joint SOI with Foresthill FPD

Should the Commission determine that consolidation of FFPD with PHFPD, which already closely collaborate and share resources, would be the most likely and beneficial step in the immediate future, then a joint SOI for the two agencies would be appropriate.

Option #4 – Retain coterminous SOI

In the event that the Commission determines that no changes are necessary in the existing service provision structure and boundary arrangement, reaffirming a coterminous SOI would be appropriate.

Recommended Sphere of Influence Boundary

Adopting a coterminous SOI for the District would send a signal that the current service provision structure is adequate, which is not presently the case, since PHFPD is experiencing challenges including aging infrastructure, and firefighter retention issues that limit its operational capacity. Although, a joint sphere of influence with Foresthill FPD (with which PHFPD closely collaborates) and subsequent consolidation would be a step in the right direction, it will achieve only minimal benefits. Additionally, it would create an illogical boundary having formed a district with two non-contiguous areas.

As outlined in the *Governance Structure Options and Recommendations* section of Chapter 3, the solution that will achieve the greatest savings, improvements in efficiency, and increase in capacity, and deliver the most benefits to constituents, while also taking into consideration the current political climate in the County, would be a single agency taking over services provided by Placer County Fire Department and the fire districts (excluding Rocklin FPD) in Western Placer County.

Although, a single agency serving the entirety of unincorporated and incorporated Western Placer County is the ideal option, as it would result in the greatest benefits in terms of unified leadership, increased coordination, fiscal advantages, increased number of career firefighters, logical borders, and more equitable distribution of services to name a few, there is still a disconnect in Western Placer County between fire districts and cities providing fire services. While in the long run a single Western Placer agency should be the ultimate goal and the City of Auburn could potentially take lead on bridging the gap since some interest in consolidation has been already expressed by the City's Fire Department, currently, there is a lack of compatibility between the cities typically serving more densely populated areas offering a higher level of services and the fire protection districts that generally serve the rural unincorporated areas with a heavier reliance on volunteer firefighters. Additionally, the cities, in particular Roseville, Rocklin, and Lincoln, have not expressed an interest in involvement in a consolidated fire provider serving within their incorporated boundaries. On the other hand, the study has shown that all of the fire districts in Western Placer County already demonstrate extensive collaboration with one another and several agencies have taken significant steps towards consolidation.

It is recommended that the Commission adopt a single SOI for unincorporated Western Placer (excluding the portion within SMFD's boundaries and Rocklin FPD), the City of Colfax and Town of Loomis, thus encouraging all of the fire districts and the County to work together to achieve the goal of a single agency serving a majority of the western territory of the County. Consolidation would aid in resolving some of the districts' challenges and constraints, including PHFPD's multiple financial, operational, and efficiency challenges, through enhanced economies of scale, greater leveraging of resources, and unified procedures.

Proposed Sphere of Influence Determinations

Nature, location, extent, functions, and classes of services provided

- Placer Hills Fire Protection District (PHFPD) provides fire suppression, emergency medical services and fire prevention activities to communities in the central part of Placer County.

Present and planned land uses, including agricultural and open-space lands

- Land uses within the District consist of residential agriculture, farming, residential, and some commercial and light industrial. The recommended SOI is consistent with land uses approved by the County, which has land use authority within the District boundaries. PHFPD has no authority over land use.
- County policies require new developments to comply with fire code and to develop or fund fire protection facilities, personnel, and operations and maintenance.
- Fire services are needed in all areas, are already being provided, and do not, by themselves, induce or encourage growth on agricultural or open space lands.

Present and probable need for public facilities and services

- As indicated by the service call volume and projected increase in population and service demand, there is a present and anticipated continued need for fire protection services within PHFPD. The District anticipates an increase in service demand also due to factors other than population growth, including the rise in tourist activity and upsurge in vehicle and transportation accidents and fires.

Present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide

- PHFPD reported that it currently has marginal capacity to provide fire services to its existing service area. The District is experiencing financial constraints that cause staffing limitations.
- The District's facilities have moderately sufficient capacity to provide adequate services to the existing service area based on the condition of the District's facilities and PHFPD's response times to service calls. Both of the stations owned by PHFPD are in poor condition, which constitutes a capacity constraint. The District meets the Sierra-Sacramento Valley EMS (S-SVEMS) Agency standards for response to medical emergencies in the Auburn East American Medical Response service area. PHFPD also meets the National Fire Protection Association (NFPA) standards for response to structural fire calls.
- The District maintains capital facility funds, but existing funds are not sufficient to implement necessary improvements. PHFPD is also looking for new engines and means to finance them.
- PHFPD recognizes that multiple communication and response problems are caused by multiple dispatch centers in the area and believes that a joint dispatch center would ensure that closest resources respond to an emergency.

- PHFPD services appear to be adequate. The District has an ISO rating which is comparable to other providers in the County. Based on other indicators of level of service, including staffing ratio per capita and expenditures per capita, PHFPD operates at a comparable level to the average Western Placer fire agency. PHFPD stations serve the most expansive area compared to other fire services providers in Western Placer.
- District management methods appear to generally meet accepted best management practices.

Existence of any social or economic communities of interest

- The population within PHFPD's boundaries is a community of interest for the District.
- Areas that receive the District's services through automatic and mutual aid, as well as contracts and agreements, such as FFPD, are also considered communities of interest.

Present and probable need for public facilities and services of any disadvantaged unincorporated communities within the existing Sphere of Influence

- Based on Census data as mapped by the Department of Water Resources there are no disadvantaged unincorporated communities within or adjacent to the PHFPD bounds and sphere of influence, and as such no present or probable need for public facilities and services of any disadvantaged unincorporated communities relevant to PHFPD were identified.

13. CITY OF ROCKLIN FIRE DEPARTMENT

Rocklin Fire Department (RocFD) provides fire prevention, suppression, emergency medical, and technical rescue services. A municipal service review (MSR) for RocFD was last completed in 2004.

AGENCY OVERVIEW

Background

The City of Rocklin was incorporated on February 24, 1893 as a general law city.[154] The City operates under a City Council/Manager form of government and provides police, fire, highways and streets, culture and recreation, public improvements, planning and zoning, and general administrative services.

The City of Rocklin Fire Department has its roots in the Volunteer Fire Department, which was established in January 1893. RocFD is one of the departments of the City of Rocklin.

Boundaries

As shown in Figure 13-1, the City of Rocklin is located in the southwestern part of Placer County and borders the City of Lincoln in the north, Placer County Fire Department in the west, the City of Roseville in the southwest, South Placer FPD in the southeast, and Loomis FPD in the east. Until recently the City of Rocklin contained an unincorporated island in its southeastern portion that was served by Rocklin Fire Protection District (RFPD) through a contract with the City. The island has been annexed into the Rocklin boundaries, but the City is yet to submit an application for the district dissolution to LAFCO. The City currently continues to serve RFPD through a contract.

The City encompasses approximately 19.6 square miles.

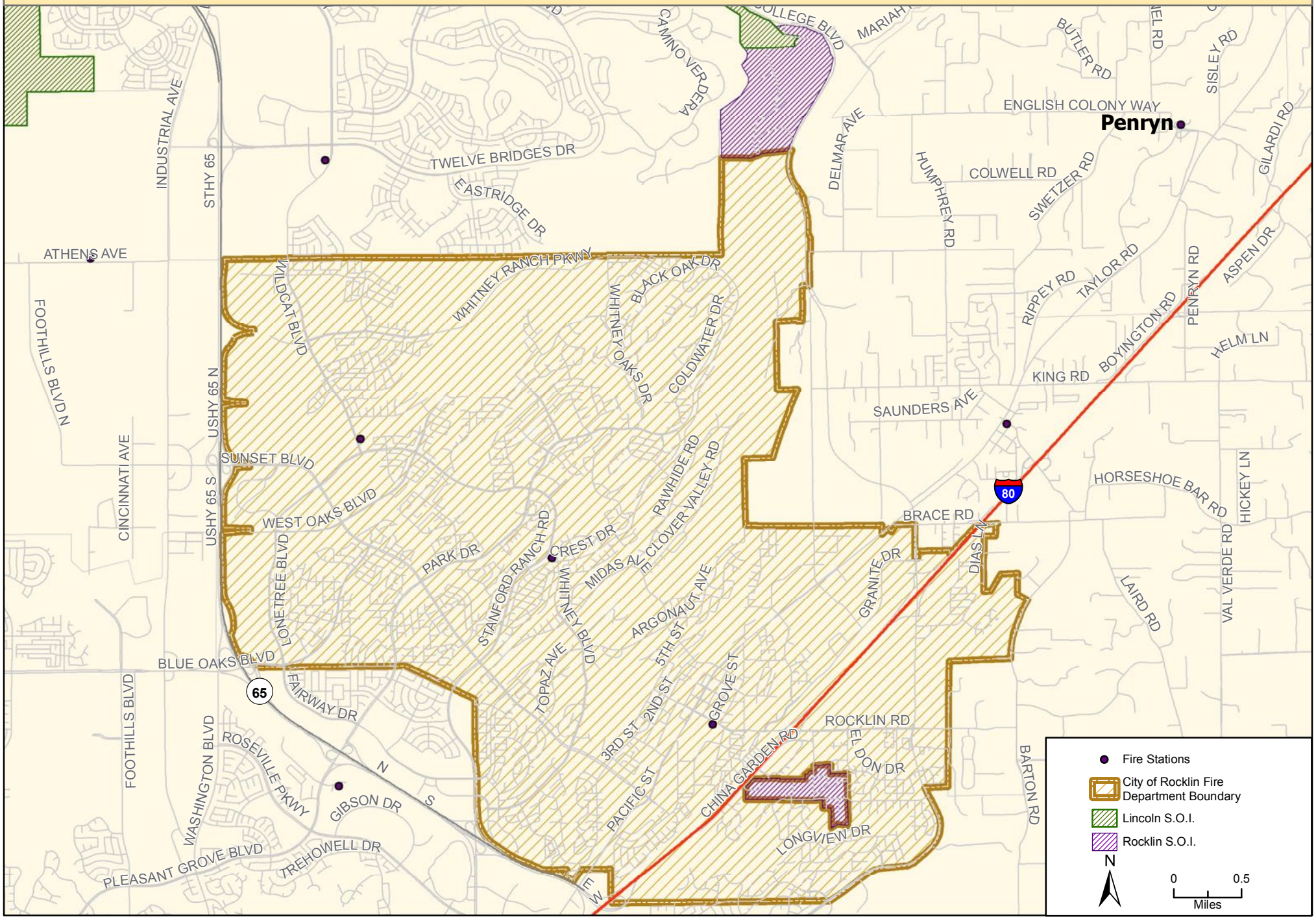
Sphere of Influence

The sphere of influence (SOI) for the City is larger than its boundary area and includes about 21 square miles. The City's SOI area outside of its boundaries consists of an area north of the City boundaries and three small triangular areas in the west.

[154] "California Cities by Incorporation Date" http://www.calafco.org/docs/Cities_by_incorp_date.doc

County of Placer

Fire Municipal Services Review
City of Rocklin Fire Department



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Date: 12/1/2015

Type and Extent of Services

Services Provided

RocFD provides fire suppression, emergency medical services, fire prevention, and technical rescue services. In addition to emergency response and rescue, the Department must maintain the fire stations, fire apparatus and water systems essential for fighting fires in the community. RocFD also conducts weed abatement and fuel modification programs. The Department provides a variety of public safety and educational programs and is a regular visitor to the City's schools, educating youth on various aspects of fire safety.

Figure 13-2 details the services provided by RocFD. If a service is not provided by RocFD, but is offered by another agency, it is indicated in the figure.

Figure 13-2: RocFD Services

Service	Agency
Fire Suppression Services	
Structural Fire Protection	Yes
Wildland Fire Protection	Yes
Vehicle Fire Protection	Yes
Ladder Truck Capabilities	Yes
Fire Suppression Handcrew	CAL FIRE
Fire Suppression Dozer	CAL FIRE
Helicopter Services – Fire Suppression	CAL FIRE/ Sac Metro
Boat With Fire Suppression Capabilities	No
Emergency Medical Services	
Basic Life Support Provider	Yes
Advanced Life Support - Non Transport Provider	Yes
Advanced Life Support Transport Provider	AMR
Continuing Education Provider - Medical	Yes
Air Ambulance Transport Helicopter Services	Cal Star
Helicopter Landing Facilities On Site	No
Vehicle Extrication Tools/Equipment	Yes
Fire Prevention	
Fire Safety Education – Children	Yes
Fire Safety Education – Adults/Seniors	Yes
Juvenile Firesetter Prevention Program	Yes
Fire and Life Safety Business Inspection Program	Yes
Fire Protection Planning	Yes
New Commercial Construction Plan Reviews	Yes
Public Education Provider (CPR, First Aid, etc.)	Yes
Home Fire/Safety Inspections	Yes
Fire Origin and Cause Investigations	Yes
Fuel Reduction/Weed Abatement Program	Yes
Smoke Detector Giveaway/Installation Program	No

Address Sign Installation Program	No
Rescue Services	
First Responder Swift Water Rescue Program	No
Water Rescue Program	No
Ice Rescue Program	No
Dive Rescue Program	No
Low angle Rope Rescue Program	Yes
Helicopter Short/Long Haul Rescue Capabilities	Sheriff/HP
Response To Boating Accidents	No
Rescue Dog Services	No
Hazardous Materials	
Hazardous Materials Emergency Response - Basic	Yes
Hazardous Materials Response Team	Placer County OES
Support Services	
Firefighter Incident Support Unit	Yes
Mobile Incident Command/Communications Unit	Yes
Fill Station for Self Contained Breathing Apparatus	Yes
Mobile Breathing Support Unit	Yes
Community Emergency Response Team	No
Chaplain Services	Placer County Law Enforcement Chaplaincy (PCLEC)
Training Academy	Yes
Emergency Operations Center Capabilities	Yes
Miscellaneous	
Public Service Assists	Yes
Motor Vehicle Accident Response	Yes
Welfare Checks	No
Public Safety Answering Point	Sheriff
Fire/EMS Dispatch	Yes
Fundraising Activities	Yes
Firefighters Association - Non Profit	Yes
Auxiliary Association	No

Collaboration

RocFD is a signatory of the Western Placer County Cooperative Fire Services Response Agreement along with 12 other fire protection agencies in western Placer County, including Alta Fire Protection District, CAL FIRE/Placer County Fire Department, Foresthill Fire Protection District, Loomis Fire Protection District, Newcastle Fire Protection District, Penryn Fire Protection District, Placer Hills Fire Protection District, South Placer Fire Protection District, City of Colfax Fire Department, City of Lincoln Fire Department, City of Auburn Fire Department, and City of Roseville Fire Department. According to the agreement, the agencies provide automatic aid to each other and make use of the closest resource dispatching fire, rescue, and medical emergency response without regard to

jurisdiction or statutory responsibility.[155] RocFD also has mutual aid agreements with the rest of the Placer County fire agencies.

In addition, RocFD has automatic aid agreements with the City of Roseville Fire Department, City of Lincoln Fire Department, Loomis Fire Protection District, and South Placer Fire Protection District. RocFD participates in the statewide Mutual Aid Agreement.

RocFD has an agreement with CAL FIRE for wildland fire protection within an area located in the northeast of the City of Rocklin, known as the Clover Valley Lakes Project. According to the agreement, each agency maintains a pre-planned response for fires within the specified area. In 2014, the cost of protecting 622 acres of land was $13,957.

RocFD is a member of Western Placer County Fire Chiefs Association, International Association of Fire Chiefs, California Fire Chiefs Association, and California State Firefighters Association.

Service Area

RocFD provides services beyond its boundaries through the Western Placer County Cooperative Fire Services Response Agreement, statewide Mutual Aid System and agreements with other agencies discussed above. In 2006, fire protection agencies in Placer County signed a "boundary drop" agreement according to which the closest resource to an incident responds regardless of boundaries.

The Department also provides contract services to Rocklin FPD, although the territory itself has been recently annexed.

As reported by RocFD, the Department regularly serves into the City of Lincoln in the Twelve Bridges area because the southern Lincoln station (#35) is sometimes closed. RocFD also reportedly responds into the Town of Loomis on a regular basis.

The Department reported that the City of Roseville Fire Department occasionally responds to incidents in southern Rocklin, because Roseville FD is able to respond in that area more rapidly.

Services to Other Agencies

RocFD provides services to Rocklin FPD serving recently annexed Greenbrae Island under contract. According to the contract, RFPD pays the City an annual amount of $12,000 for provision of fire and rescue emergency response services on behalf of the District by responding to such service calls at locations within the boundaries of the District. RocFD does not provide fire code inspection and enforcement services, fire hydrant repairs, or citizen complaint handling to the District.

Recently, the City of Rocklin entered into a shared services agreement with the City of Lincoln for Fire Chief services. The Fire Chief, although an employee of the City of Rocklin, works within a Cooperative Fire Management Shared Services Agreement between the cities of Rocklin and Lincoln. Within this agreement, all fire department management staff positions between the two cities are shared, with the Fire Chief serving as the Chief of both

[155] Western Placer County Cooperative Fire Services Response Agreement Operational Plan, June 2012

municipalities. The Fire Chief receives administrative direction from both the Rocklin and Lincoln City Managers and is responsible for planning, directing, managing and overseeing the activities and operations of both the Rocklin and Lincoln Fire Departments. The cost of each position to the partner agencies is based on an agreed upon apportionment ratio.

Contracts for Services

RocFD contracts with Bureau Veritas for building plan review, fire code plan review, and inspection services.

Overlapping Service Providers

The California Department of Forestry and Fire Protection (CAL FIRE) provides services throughout the State. Generally, CAL FIRE services are focused in wildland areas defined as State Responsibility Areas (SRA). Similarly, the United States Forest Service (USFS) also provides services in California, primarily within forests and grasslands. Areas where USFS services are focused are defined as Federal Responsibility Areas (FRA). The entire City of Rocklin is designated as Local Responsibility Area (LRA) and is not considered by CAL FIRE to be a very high fire hazard severity zone. CAL FIRE provides technical support throughout the County in the form of specialized services such as fire suppression handcrews, dozers, and helicopter services when necessary.

Additionally, as previously mentioned, CAL FIRE provides wildland fire protection services within an area located in northeast Rocklin through an agreement with the City.

ACCOUNTABILITY AND GOVERNANCE

Accountability of a governing body is signified by a combination of several indicators. The indicators chosen here are limited to 1) agency efforts to engage and educate constituents through outreach activities, in addition to legally required activities such as agenda posting and public meetings, 2) timely ethics training for board members and an adopted reimbursement policy, 3) a defined complaint process designed to handle all issues to resolution, 4) adopted bylaws that provide a framework and direction for governance and administration, 5) adoption of a conflict of interest code as required, 6) proper filing of Form 700 by the governing body members, and 7) transparency of the agency as indicated by cooperation with the MSR process and information disclosure.

The City of Rocklin is governed by a five-member City Council who are elected at large alternately at the general election in November of even-numbered years to serve four-year terms. Councilmembers do not have term limits. The Mayor and Vice Mayor are elected by the City Council each November, usually for a one-year term. The City Council appoints a five-member planning commission, a five-member parks, recreation and arts commission and a five-member board of appeals.

The City Council meets on the second and fourth Tuesday of each month at 6:00 p.m. in the City Council Chambers at the City Hall at 3970 Rocklin Road in Rocklin. Agendas and minutes are posted on the City Council page of the city website. Information about City Council meetings is shown in Figure 13-3.

Figure 13-3: City of Rocklin Governing Body

City of Rocklin		
Governing Body		
Manner of Selection	Elections at large.	
Length of Term	4 years	
Meetings	Second and fourth Tuesday of the month at 6:00 p.m.	City Hall 3970 Rocklin Road, Rocklin CA 95677
Agenda Distribution	Posted online.	
Minutes Distribution	Posted online.	
Contact (Fire Department)		
Contact	Fire Chief James Summers	
Mailing Address	4080 Rocklin Road, Rocklin, CA 95677	
Phone	(916) 625-5300	
Fax	916-625-5303	
Email/Website	James.summers@rocklin.ca.us http://www.rocklin.ca.us/depts/publicsafety/fire/default.asp	

The City makes information about its fire department available on a subsection of the main city website. Constituents may learn about tips for fire safety and fire prevention, fire department staff, fire statistics, and the location of city fire facilities. On the main city website, there is information about the City Council and its meetings.

Additionally, the City of Rocklin currently contracts with Clear Channel for the use of unused ad space on electronic billboards around the City. The ad space is generally used by

Rocklin to announce special events, community programs, and recruitment opportunities, as well as to post informational items, such as reducing water usage and managing grazing of vacant grass lands and open space.

The Council encourages expression of views and opinions by citizens on any matter of community interest that is within the Council's authority. Comments during public hearings and written and oral communications are the suggested methods of expressing views.

Each City Councilmember receives a salary of $650 a month. For travel approved by the City Council, Councilmembers are entitled to reimbursement for travel expenses, including meals for Councilmembers and mileage, when attending functions or training classes on behalf of the City, which involve significant travel. Government Code §53235 requires that if a local agency provides compensation or reimbursement of expenses to its members of the governing body, the members must receive two hours of training in ethics at least once every two years and the agency must establish a written policy on reimbursements. It was reported that the City Councilmembers last received ethics training in 2014. The City has established a written policy on expense reimbursement.

According to the city website, citizens may report problems, issues, or concerns through the Access Rocklin portal. Constituents can create an account, choose a topic and subtopic and submit their complaint or inquiry. Through this system, the complainant may track the status and any responses to their complaint online 24 hours a day, seven days a week.

The City Council has adopted a councilmember handbook that provides a framework and direction for city governance and administration. Included in the handbook are policies on code of ethics, Brown Act requirements and public requests for information.

The Political Reform Act (Government Code §81000, et seq.) requires state and local government agencies to adopt and promulgate conflict of interest codes. The Fair Political Practices Commission has adopted a regulation (California Code of Regulations §18730), which contains the terms of a standard conflict of interest code, which can be incorporated by reference in an agency's code. The City has adopted a conflict of interest code as part of its councilmember handbook.

Government Code §87203 requires persons who hold office to disclose their investments, interests in real property and incomes by filing appropriate forms with the appropriate filing agency (i.e., the County or the Fair Political Practices Commission) each year. Rocklin councilmembers file their Form 700 with Rocklin City Clerk and Fair Political Practices Commission. The City's newly elected officials are required to file a Statement of Economic Interests within 30 days of being sworn into office. Thereafter, elected officials are required to file an annual Form 700. The Council's most current Statement of Economic Interests (Form 700) and Campaign Disclosure Statements (Form 460 or 470) are posted to the City's website. All City Councilmembers filed their Statements of Economic Interest for 2014.

During the course of this MSR process, RocFD demonstrated full accountability in its disclosure of information and cooperation with Placer LAFCO. The Department responded to questionnaires and cooperated with interview and document requests.

PLANNING AND MANAGEMENT PRACTICES

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

RocFD employs 37 full-time personnel, one of whom is an administrative staff member (Department Administrative Specialist), while the remaining staff are firefighting personnel. Firefighting staff consist of one fire chief, one deputy fire chief, three battalion chiefs, nine captains, nine engineers, five firefighters, and eight firefighter/paramedics. Additionally, the Department has three volunteers.

The Fire Chief, with the assistance of the Department Administrative Specialist, are responsible for day-to-day operations of the Department; the Chief reports to the City Manager who is accountable to the City Council. The Chief oversees the Department Administrative Specialist and the Battalion Chiefs. Captains, Engineers and Firefighters and Firefighter Paramedics are subordinate to the Battalion Chiefs.

All regular employees are formally evaluated once a year prior to the end of the fiscal year or anniversary date. Probationary employees are evaluated four times a year every three months until the termination of the probationary period. All performance evaluations are prepared on a form provided by the Human Resource Manager to the employee's supervisor, providing the supervisor has management responsibilities. The forms then are forwarded to the city manager for approval.

RocFD reported that the Department did not conduct any evaluations of its own performance, such as benchmarking or annual reports. The Department assesses its service adequacy through Emergency Medical Dispatch Quality Assurance and Improvement Program and EMS continuance quality improvement program (CQI) for pre-hospital care providers. In 2013, RocFD has established an ALS program that places firefighter paramedics on engine companies to increase operational efficiencies for responses to medical emergencies.

The Department tracks employee workload through time sheets, logs, and service calls.

The City's financial planning efforts include an annually adopted budget and a Comprehensive Annual Financial Report (CAFR), both of which include financial planning for the Fire Department. The City plans for its capital improvement needs, including its Fire Department needs, in the Five-Year Capital Investment Plan 2013-2017. The Rocklin Strategic Plan is a multi-year document that provides a higher level of strategic direction for the City. Departmental action plans are designed to take the Strategic Plan and break it down into shorter, more actionable units. Action plans are developed and revised annually to reflect the more day-to-day operations of a department and how it aims in that fiscal year to move the City closer to the outcomes outlined in the Strategic Plan. It was reported that RocFD did not have an action plan. The Department's short- and long-term goals are included in the City of Rocklin's Strategic Plan.

The Rocklin's Fire Department's mission is to respond quickly, solve problems and be nice.

The filing of local agency budgets and related exemptions is governed by Government Code §53901, which states that unless exempted by the county auditor every local agency, with the exception of fire protection districts, must file a copy of its annual budget with county auditor within 60 days after the beginning of the fiscal year. The adoption of a final budget for fire protection districts is governed by Health and Safety Code §53901, which requires their annual budgets to be adopted and forwarded to the county auditor on or before October 1st of each year.

The City reported that it had been exempted by the County Auditor from submitting its annual budget.

It was reported that the City has not been under review by or received citations from California Occupational Safety and Health Administration (CALOSHA) in at least the last three years.

EXISTING DEMAND AND GROWTH PROJECTIONS

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

Land Use

Land uses within the City consist of residential, commercial, industrial, public, and recreation/conservation. The City's bounds encompass approximately 19.8 square miles.

Current Population

According to the 2010 Census, there are 56,974 people in the City of Rocklin. The population density within the City is 2,877 people per square mile.

Projected Growth and Development

The City reported that it experienced moderate growth in population in the last five years. Growth has been occurring citywide with new residential and commercial developments throughout. Residential growth, however, is slightly more concentrated at the northern boundaries, and commercial is primarily located along the SR 65 and I 80 corridors. The Department's demand for services reportedly stayed the same over the last several years. Similar to the last few years, the City is expecting moderate population growth over the next 10 years.

The City expects that Rocklin will be built out in about 10 years. There is anticipated to be high commercial growth, especially on Rocklin Road. There are currently 29 planned or proposed projects within the City of Rocklin. For more details on the planned and proposed developments, refer to Figure 13-4.

The City of Rocklin conducts its population projections in the City's General Plan. The total eventual population of the City at build out is estimated to be 76,136. The estimate for residential build out is approximately 29,283 housing units. The City projects that build out

of non-residential development, particularly retail and office uses is anticipated to occur well beyond the current General Plan planning horizon year of 2030. In contrast, build out of residential development within the City would likely occur by 2028.

Figure 13-4: Planned and Proposed Developments in the City of Rocklin

Development	Location	Description
Garnet Creek (Cressleigh)	Granite Drive across from Target	Up to 300+/- units
Sunset Hills Townhomes	Sunset Blvd and South Whitney	148 Townhomes
Parklands Subdivision	Del Rio Court Area	142 single family (SF) residential lots
Granite Terrace Subdivision	Off of Granite Drive behind the Rocklin Library	38 SF residential lots
Brighton Subdivision	NE Corner of Granite Drive and Dominguez	75 SF residential lots
Granite Drive and Dominguez Subdivision	Granite Drive and Dominguez	71 SF lots
Stanford Terraces	Stanford Ranch Road near Sunset Blvd.	125 units
Rocklin Meadows Subdivision	Greenbrae Road and Aguilar	26 SF residential lots
Los Ceros Subdivision	Ridge above Hillside Drive	115 SF residential lots
Spring Valley Subdivision	Westerly Terminus of Bridlewood Drive in Northwest Rocklin and Future University Avenue	370 SF residential lots
Wildcat Subdivision	West side of Wildcat south of Whitney Ranch Parkway	126 SF residential lots
Stanford Ranch Parcel 69	Wildcat Blvd and Bridlewood	92 SF residential lots
West Oaks Subdivision (aka Twin Oaks)	West Oaks Blvd and West Stanford Ranch Road	281 SF residential Lots
Whitney Ranch Unit 45A	Whitney Ranch	37 SF residential lots
Whitney Ranch Unit 46AB	Whitney Ranch	99 SF residential lots
Whitney Ranch Unit 46CDE	Whitney Ranch	100 SF residential lots
Whitney Ranch Unit 47AB	Whitney Ranch	93 SF residential lots

Crowne Pointe (aka Croftwood) Phase I	Growne Pointe	51 SF residential lots
Highlands Units 3 and 4 Subdivision	SE Rocklin	73 Custom Home lots
Avalon Subdivision	Rocklin Road and South Grove Street	76 SF residential lots
Whitney Ranch Assisted Living	Wildcat Blvd and West Ranch View	93,000 sq. feet/ 111 units
Bella Vida Senior Independent Living Facility	Pacific Street at the Rocklin/Loomis border	4 story, 140 unit senior apartments with congregate facilities and amenities
Whitney Ranch Unit 22	Wildcat Blvd and Whitney Ranch Parkway	48 SF residential lots
Sierra College Apartments	SE corner of Rocklin Road and Sierra College Blvd.	Could develop up to 200 units
Rocklin Park Senior Living	China Garden Road	Conversion of existing hotel to 67 units/134 beds in assisted and independent living facility
Sunset West Lot 2A Apartments	SW corner of Lonetree Blvd and West Oaks Blvd	186 units
Rocklin 60	Terminus of Schrilber Way behind new Super WalMart	178 SF residential lots
Granite Lakes Estates Phase 1	West end of Greenbrae Road	Phase 1 is 48 lots. Total number of lots in all phases combined is 103+/-

According to California Department of Finance (DOF) data, the population of Placer County is expected to grow by 12 percent over the 10-year period from 2010 to 2020. Thus, the average annual population growth in the County is anticipated to be approximately 1.12 percent. Based on these projections, the City's population would increase from 56,974 in 2010 to approximately 63,810 in 2020.

Based on the Sacramento Area Council of Governments (SACOG) projections, the population of the City of Rocklin is anticipated to grow to 65,499 by 2020 and to 72,103 by 2035.

Growth Strategies

The City's General Plan was last updated in October 2012. Although the City has undeveloped areas, almost all of these areas have been master-planned through a series of Planned Unit Developments referred to as General Development Plans. It is expected that with the City's physical growth reaching the limits of its planning area, there will be less of a focus on large scale planned developments and more on the quality of the living environment within the city limits. The City's goal is to concentrate on infill development and mixed use development using smart growth principles.

The City's entire SOI is included in its planning area. The unincorporated area in the City's northern SOI is a part of the Mission Hills-Clover Valley neighborhood planning area, while small unincorporated areas in the west belong to the SR 65 Corridor planning area. Greenbrae Island, which was recently annexed into the City, is its own separate neighborhood planning area. The City's policy is to consider annexations of unincorporated developed areas within Rocklin's SOI when such action will achieve a desirable public benefit and when such activities will not place an undue financial burden on the City.

As was just mentioned, the City has recently annexed a 103-acre unincorporated island known as Greenbrae Island. Originally, the City's annexation proposal included the dissolution of the Rocklin FPD for its territory to be included directly into the service area of the Rocklin Fire Department, but the clause was then removed due to continuing property tax transfer negotiations with the County. However, LAFCO has placed a condition on the annexation for the City to submit a separate dissolution proposal. LAFCO is currently facing legal challenges to this annexation although at this date the Certificate of Completion has been recorded and the island territory is within the City of Rocklin's boundaries.

The City's General Plan requires new developments and projects proposing land use changes to annex into existing or new community facilities districts[156] for fire prevention/suppression and medical response or to create other financing mechanisms as necessary. It is also required that substantially vacant newly annexed areas containing wildland fire potential bear additional costs associated with contracting to CAL FIRE for fire suppression or provide other means of mitigation approved by the City fire department until such time as urban services become available. Annexations and major project developments are required to analyze the cost of fire protection, police services and emergency medical response and propose a funding mechanism to offset any shortfall.

A policy of the City is to maintain inter-jurisdictional cooperation and coordination including automatic aid agreements with fire protection/suppression agencies in Placer County.

The City last updated its community development fee schedule on January 1, 2015. The City of Rocklin charges impact mitigation fees (construction tax) for the acquisition and development of parks, open space, bike trails, public buildings, and fire equipment needed

[156] Mello-Roos Community Facilities Districts are established by local government agencies as means of obtaining community funding to pay for public works and some public services. City of Rocklin currently has one Community Facilities District that provides fire protection and suppression services and ambulance and paramedic services within the District.

as a result of increased development within the City. The tax rate for multi-family/industrial developments is 0.01397 per valuation and for single family/commercial developments is 0.01050 per valuation.

DISADVANTAGED UNINCORPORATED COMMUNITIES

LAFCO is required to evaluate disadvantaged unincorporated communities as part of this service review, including the location and characteristics of any such communities. A disadvantaged unincorporated community is defined as any area with 12 or more registered voters, or as determined by commission policy, where the median household income is less than 80 percent of the statewide annual median.[157]

The California Department of Water Resources (DWR) has developed a mapping tool to assist in determining which communities meet the disadvantaged communities median household income definition.[158] According to DWR, there are two disadvantaged communities in Placer County, next to the northern area of the City of Auburn and in the community of Newcastle. There are no disadvantaged unincorporated communities within or adjacent to the City of Rocklin's bounds and sphere of influence.

FINANCING

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

RocFD reported that its financial levels were adequate to deliver fire services. While pension liabilities have been a challenge for most public agencies, the City of Rocklin reportedly has been pro-active in addressing this challenge. The City paid off the side funds for police and fire in 2010. In addition, the City has adopted a process to make additional payments to pay down the City's unfunded pension liabilities. In the event there is an increase in the General Fund unassigned (unreserved) fund balance, 50 percent of this increase is remitted to CalPERS during the budget process following each year in which an increase occurs. RocFD reported that there had been no specific financing constraints caused by pension liabilities that had affected the services provided by the fire department.

Due to the recent economic recession the City has lost several administrative positions and made a few contractual concession. RocFD has significantly reduced its administrative division in order to establish a more sustainable model as the City approaches buildout. Since then, the City has partnered with the City of Lincoln through a shared services agreement, where the two agencies share in the cost management personnel positions for the two fire departments.

The Department identified a potential new stream of revenue, which would require updating its prevention fee schedule. Cost recovery methods in the area of fire prevention are expected to recapture additional revenue.

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[157] Government Code §56033.5.

[158] Based on census data, the median household income in the State of California in 2010 was $57,708, 80 percent of which is $46,166.

Revenues and Expenses

The City tracks its financial activities through three categories of funds, including governmental funds, proprietary funds and fiduciary funds. Fire service finances are tracked through the City's general fund. In FY 12-13, the Department received $6.6 million, out of which 99 percent came from the City's General Fund and one percent from Community Facilities District (CFD) 1. General Fund sources include taxes, licenses and permits, intergovernmental revenue, fines, forfeitures and penalties, charges for services, use of money and property, and miscellaneous.

Community Facilities District 1, which was formed in 1986 and has no expiration date, includes the territories of Stanford Ranch, Whitney Oaks, Sunset-West and various other developments within the City of Rocklin. While the District's boundaries are fixed, newly developed areas of the City are annexed into the District on occasion. The special tax levied on an individual parcel depends on the type of construction. Each parcel within the District's boundaries becomes eligible for special tax levy upon the issuance of a building permit. In FY 12-13, the CFD collected $1.3 million in revenues.

During FY 12-13, RocFD spent $6.6 million, including 96 percent on compensation, three percent on operating expenses and one percent on capital expenses. Fire Department expenditures constituted about 11 percent of the City's total expenditures.

The fire chief's salary ranges from $156,222 to $199,766, and the chief's Department Administrative Specialist between $48,832 and $62,324. The range for a firefighter is between $67,764 and $86,493, for a fire engineer between $75,269 and $96,077, for a fire captain between $86,043 and $109,825 and for a battalion chief between $101,763 and $129,876.

Capital Improvements

The City of Rocklin plans for its capital improvement needs in a Five-Year Capital Investment Plan (CIP), which is reviewed annually and updated as needed. The City's current CIP does not include any planned projects related to the operations of the Fire Department.

In FY 12-13, RocFD spent $16,800 on capital improvements, entirely financed by the General Fund. In FY 13-14, there were no capital improvement expenditures.

The FY 15-16 City Budget planned for $30,000 in capital expenditures for the Fire Department for the purchase of two LUCUS devices, which will be financed by the capital construction impact fees.

The FY 15-16 budget also includes $550,000 for the land purchase and planning and design for the construction of Fire Station 23. Construction is anticipated to start in FY 16-17. The cost of construction is estimated at $2,250,000 and is currently unfunded.

Outstanding Debt

The City had no long-term debt outstanding at the end of FY 13-14 related to fire services.

Reserves

The City maintains several reserves for specified purposes, including for general fund operating expenditures, disaster contingency, self-insured losses, and retiree health. At the end of FY 12-13, the General Fund operating expenditures reserve contained $8,325,450, the disaster contingency and self-insured losses reserves had $1 million each, and the retiree health reserve had a balance of $11,457,352.

At the end of FY 13-14, the General Fund operating expenditures reserve contained $8,181,400, the disaster contingency and self-insured losses reserves had $1 million each, and the retiree health reserve had a balance of $11,056,756.

Joint Financing Mechanisms and Employee Benefits

The City of Rocklin formed the Rocklin Public Finance Authority as a joint powers authority (JPA) between the City and the former Rocklin Redevelopment Agency to serve as a financing mechanism of various capital projects.

The City contributes to the California Public Employees' Retirement System (CalPERS), a cost- sharing multiple-employer defined benefit pension plan. The City is required to contribute at an actuarially determined rate; the current range, depending on the employees bargaining unit and date of hire is between 11.5 percent and 26.149 percent of annual covered payroll.

PRESENT AND PLANNED CAPACITY

It was reported that the Department currently had sufficient capacity to provide fire services to its current service area. However, capacity constraints include difficulty recruiting new firefighters and the need to relocate Station 23. The City's plan is to relocate the station to Pacific Street, just west of Rocklin Road.

RocFD currently has some excess capacity and is therefore able to provide services to Rocklin FPD and eliminate the need for duplicate infrastructure.

The City is also engaged in ongoing discussions with Sierra College to build a Public Safety Facility on Sierra College Boulevard, which may include another fire station.

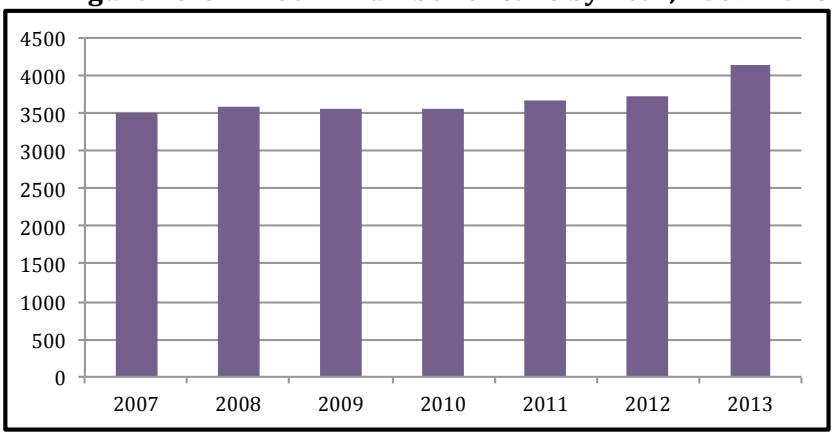
The projected future increase in demand would require additional personnel and a new fire station. RocFD currently has three fire stations and three companies; its long-term goal is to operate four stations and four companies.

Existing Demand

The Department reported that its peak demand times occurred in the daytime, between 10:00 a.m. and 2:00 p.m.

The Department's demand is affected by the City's population growth and commercial growth. Additionally, the Department is expecting an increase in service demand due to aging population.

Figure 13-5: RocFD Number of Calls by Year, 2007-2013



According to RocFD, the Department's demand has stayed relatively stable over the last few years. As shown in Figure 13-5, the number of service calls has been gradually increasing over the years; however, by a fairly small margin.

In 2013, RocFD received 4,134 service calls, consisting of 65 percent emergency medical services, two percent vehicle accidents, four percent false alarms, six percent fires and hazardous materials, eight percent miscellaneous emergencies, and 15 percent miscellaneous non-emergencies. Of the total calls reported, 6.3 percent were mutual aid calls. The Department averaged 69 service calls per 1,000 residents.

Staffing

RocFD has 36 firefighting staff, including one fire chief, one deputy fire chief, three battalion chiefs, nine captains, nine engineers, five firefighters, and eight firefighter/paramedics. All firefighting staff are paid full-time personnel. RocFD reported that its firefighter compensation was competitive with other surrounding fire protection service agencies. The median age of the Department's firefighters is 42, with a range from 25 to 52.

Additionally, the Department has three volunteer non-suppression personnel who perform support functions and do not get compensated.

As shown in Figure 13-6, RocFD has been experiencing relatively low personnel turnover between 2011 and 2014. However, there has been an overall decrease in the total number of staff over time. The Department reported that it had not been able to fill staffing positions for several years. In 2014, RocFD hired two new firefighters for two new positions. The Department is looking to hire additional firefighting staff to reduce overtime costs.

Figure 13-6: Staffing Changes Overtime

Year	2011	2012	2013	2014
Total Staff	38	37	36	37
New Staff	0	0	0	2
Departed Staff	0	6	1	1

Currently, there are three certifications in the California firefighter series; Volunteer Firefighter, Firefighter I, and Firefighter II. While the Volunteer Firefighter focuses on skills and tasks necessary to assure safety on the fire ground, Firefighter I & II prepares the

firefighter to perform essential and advanced fire ground tasks, as well as allowing entry into all tracks of the certification system. The level of certification required for each firefighter is determined by the individual fire department. However, according to the California State Fire Marshal, there are plans to phase out the Volunteer Firefighter certification level and the most basic level of certification will eventually be Firefighter I. Firefighter I certification requires completion of the 259-hour Firefighter I course, which includes training on various fireground tasks, rescue operations, fire prevention and investigation techniques, and inspection and maintenance of equipment. In addition to this course, Firefighter I certification also requires that the applicant have a minimum of six months of volunteer or call experience in a California fire department as a firefighter performing suppression duties.[159] The number of RocFD personnel certified in each category is shown in Figure 13-7. Each firefighter is able to hold multiple certifications, including strike team certifications. The additional certification levels shown in this table are described in more detail in Chapter 3 of this report.

Figure 13-7: RocFD Certified Personnel

Certification Level	Number of Firefighting Staff	% of Total Firefighting Staff
Volunteer Firefighter	0	0%
Firefighter I	33	92%
Firefighter II	26	72%
First Responder EMS	33	92%
Emergency Medical Technician 1	27	75%
Paramedic	8	22%
Apparatus Engineer	9	25%
Company Officer	9	25%
Chief Officer	5	14%
Haz Mat FRO	33	92%
CICCS FFT 2	33	92%
CICCS FFT 1	33	92%
CICCS Engine Boss	15	42%
CICCS Strike Team Leader	3	8%

Newly hired paid firefighters are required to hold Firefighter I Academy and Emergency Medical Technician Paramedic National Registry certifications. New volunteers are required to have gone through the 16-week long Volunteer Academy offered by Rocklin Public Safety Volunteers. RocFD handles all the training for its firefighting staff, offering 20 hours of training per month. Volunteers are offered three hours per quarter or as needed, since the Department's volunteers are all non-suppression volunteers who assist with support functions only. RocFD reported that mandated training was too great to maintain suppression volunteers. In order to recruit volunteers, the City offers one 16-week police/fire volunteer academy per year. The Department is in need of additional firefighting personnel and is applying for a Staffing for Adequate Fire and Emergency Response (SAFER) grant from FEMA for 2015.

[159] State Fire Marshal, Course Information and Required Materials, 2007, p. 44

Facilities and Capacity

RocFD operates out of three fire stations owned by the City of Rocklin. Additionally, the Department uses the public safety building also owned by the City for fire administration. All three stations are staffed 24 hours a day, seven days a week. The function and condition of each fire facility is described in more detail in Figure 13-8.

Figure 13-8: RocFD Facilities

	Station #23	Station #24
Property owner	City of Rocklin	City of Rocklin
Address	4060 Rocklin Road	3401 Crest Drive
Purpose	Fire Station for personnel/equipment	Fire Station for personnel/equipment
Additional uses or other entities using the facility	None	Training/EOC
Hours station is staffed	24 hours/7 days a week	24 hours/7 days a week
Date acquired or built	1980	1988
Condition of facility[160]	Fair	Good
Infrastructure Needs	Station needs to be relocated	None
Number and type of vehicles at facility	Type I, Type III, Air Unit, Foam Tender, Special Ops Trailer, Reserve Type I	Type I Truck, Type III, Reserve Type I, 2 Command Vehicles
Number and classification of paid staff staffing facility	3 captains, 3 engineers and 3 firefighter paramedics	3 Captains, 3 Engineers, 3 Firefighters, 1 Firefighter/Paramedic, and 3 Battalion Chiefs
Number and classification of another agency's paid staff staffing the facility	0	0
Number of volunteers available at facility	3	0

	Station #25	Fire Administration
Property owner	City of Rocklin	City of Rocklin

[160] Facility condition definitions: **Excellent**—relatively new (less than 10 years old) and requires minimal maintenance. **Good**—provides reliable operation in accordance with design parameters and requires only routine maintenance. **Fair**—operating at or near design levels; however, non-routine renovation, upgrading and repairs are needed to ensure continued reliable operation. **Poor**—cannot be operated within design parameters; major renovations are required to restore the facility and ensure reliable operation.

	Station #25	Fire Administration
Address	2001 Wildcat Way	4080 Rocklin Road
Purpose	Fire Station for personnel/equipment	Fire/Police Public Safety Building
Additional uses or other entities using the facility	None	Police/EOC
Hours station is staffed	24 hours/7 days a week	9 A.M.-5 P.M.
Date acquired or built	2005	2005
Condition of facility[161]	Excellent	Excellent
Infrastructure Needs	None	None
Number and type of vehicles at facility	Type I, Type III	1 Command Vehicle
Number and classification of paid staff staffing facility	3 Captains, 3 engineers and 3 firefighter-paramedics	Fire chief, deputy fire chief, administrative secretary
Number and classification of another agency's paid staff staffing the facility	0	81
Number of volunteers available at facility	0	120

The Department relies on Placer County Water Agency for water for fire and emergencies. Fire hydrants are generally located within 250 feet of residential buildings and 150 feet of commercial buildings. Where required, buildings, including residential, are provided with fire sprinkler systems to reduce potential loss from fire. According to RocFD, water reserves are satisfactory.

It appears that currently the Department's facilities have marginal capacity to provide adequate services to the existing service area based on the condition of the Department's facilities and RocFD's response times to service calls. The Department's stations are in adequate condition; however, one of the stations is in need of repairs and relocation, which constitutes a capacity constraint. RocFD does not meet the National Fire Protection Association (NFPA) 1710 standards for response to structural fire calls. The Department's response times are slightly longer than the Sierra-Sacramento Valley EMS (S-SVEMS) Agency standards for response to medical emergencies in the City of Rocklin Medical

[161] Facility condition definitions: **Excellent**—relatively new (less than 10 years old) and requires minimal maintenance. **Good**—provides reliable operation in accordance with design parameters and requires only routine maintenance. **Fair**—operating at or near design levels; however, non-routine renovation, upgrading and repairs are needed to ensure continued reliable operation. **Poor**—cannot be operated within design parameters; major renovations are required to restore the facility and ensure reliable operation.

Response service area. Although, RocFD is not an ambulance provider, the standard approximates what may be considered appropriate response times to medical emergencies within the City.

The Department's capacity is further constrained by the difficulties RocFD is facing in recruiting additional firefighting staff.

Dispatch and Communications

Fire agencies serving the unincorporated territory in western Placer County are dispatched by two separate agencies. Fire districts are dispatched by the Placer County Communications Division of the Placer County Sheriff's Department. Placer County Fire Department, which is providing services through a contract with CAL FIRE, is dispatched by the CAL FIRE Grass Valley Emergency Command Center. The cities of Roseville, Rocklin and Lincoln have their own dispatch centers and frequencies, while the cities of Auburn and Colfax contract with CAL FIRE.

All Rocklin dispatchers are trained in Emergency Medical Dispatch protocols. Dispatchers can give life-saving emergency medical instructions over the telephone prior to the arrival of the first responders.

The Communications Center services include dispatch for Rocklin police and fire departments, telecommunications for the deaf, computer aided dispatch, alternate answering point for Roseville Police Department, primary public service answering point with "enhanced 9-1-1" capabilities, AT&T language line with 123+ languages available for translation, "Emergency Medical Dispatch" with pre-arrival instructions, and radio communications with city departments and outside law enforcement agencies.

Until recently, California Highway Patrol answered all 9-1-1 calls for help from a cellular telephone. Locations of these calls were identified manually and forwarded to the appropriate law enforcement or fire dispatch center. Rocklin Police Department has teamed with wireless telephone carriers to route calls directly to the Rocklin center. Rocklin Communications Center is live with Cellular 9-1-1 calls from Cingular, Verizon, T-Mobile and Metro PCS wireless customers within the city limits of Rocklin.

Rocklin dispatch center is the first agency in the Placer/Sacramento region with the available technology to answer enhanced 9-1-1 cellular telephone calls. These changes in technology and routing were made with the goal of improving response time by direct communication in emergencies.

RocFD recognizes that multiple communication and response problems are caused by multiple dispatch centers in the area and reported that fire chiefs in western Placer County have had several meetings on consolidated fire dispatch; law enforcement agencies, however, expressed no interest. RocFD is supportive of a countywide dispatch center for fire service, leaving police departments out of the consolidation. As reported by the Department, in the short term, consolidation of the dispatch centers of the three cities, including Lincoln, Roseville and Rocklin, is the most likely possibility. More recently, the City has been looking to integrate its dispatch system with that of Lincoln Fire Department.

Capability at an Incident

At present the RocFD's capability at an incident is one engine and three personnel for medical emergencies, two engines, one truck, one BC, and 11 personnel for low structural fire, and four engines, two trucks, two BCs, and 22 personnel for high structural fire. Typically, engine companies have three personnel and truck companies have four personnel.

Status of, and Opportunities for, Shared Facilities

RocFD houses its administration in the public safety building shared with the Rocklin Police Department. The Department is continuously working with Placer County Water Agency (PCWA) to insure that there is an adequate water supply for firefighting needs.

In 2016, the City of Rocklin partnered with the City of Lincoln in a shared services agreement, which allows the two agencies to share in the cost of fire department management personnel. The two agencies are considering integration of their dispatch systems.

The Department sees future opportunity for facility sharing in merging all of the western Placer County dispatch centers.

RocFD is considering the possibility of developing a partnership with the local community college to create a training facility. Current fire technology and law enforcement programs are fragmented and could benefit from being housed in a regional public safety training facility. The Department has had discussions with college staff and its president regarding some of its land that could potentially be used for the aforementioned facility.

RocFD makes use of a trailer and foam tender that belong to the Regional Special Operations Unit. Maintenance of the two vehicles is the responsibility of the City of Rocklin.

Infrastructure Needs

RocFD reported that it needed to relocate Station 23 to a new location that would decrease response times. Additionally, as the City grows and the demand for services increases, RocFD will require a new station. The Department projects the new station to be built on Rocklin Road, which is one of the busiest places in the County. As commercial growth in that area increases, the current station will not be able to handle the volume of service calls.

The Department reported a need for a new Type I vehicle.

Challenges

RocFD reported that it was increasingly more difficult to comply with new unfunded government mandates and tightened regulations that require additional repair and replacement of aging infrastructure.

It has been challenging for the Department to recruit firefighters and fill additional positions.

SERVICE ADEQUACY

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

Fire services in the communities are classified by the Insurance Service Office (ISO), an advisory organization. This classification indicates the general adequacy of coverage, with classes ranking from 1 to 10. Communities with the best fire department facilities, systems for water distribution, fire alarms and communications, and equipment and personnel receive a rating of 1. Placer County encourages local fire protection agencies in the County to maintain minimum ISO ratings of 4 in urban areas, 6 in suburban areas and 8 in rural areas. RocFD has an ISO of 2. The Department was last evaluated in 2013.

The National Fire Protection Association (NFPA) has issued response time performance standards depending on the service structure of the agency. The response time is measured from the completion of the dispatch notification to the arrival time of the first-responder at the scene. Though not a legal mandate, these standards provide a useful benchmark against which to measure fire department performance. For agencies with paid staff, NFPA 1710 identifies the response time guideline of six minutes at least 90 percent of the time. For volunteer and combination fire departments, NFPA 1720 recommends that the response times for structure fire be nine minutes in urban demand zones at least 90 percent of the time, 10 minutes in suburban zones at least 80 percent of the time and 14 minutes in rural zones at least 80 percent of the time. Response times in remote zones are directly dependent on travel distances.[162] RocFD is an agency with paid staff and would therefore be subject to the NFPA 1710 guidelines.

The local emergency medical services agency (LEMSA) for Placer County is Sierra-Sacramento Valley Emergency Medical Services Agency (S-SVEMS).[163] Emergency ground ambulance service for the majority of Placer County is provided by American Medical Response under an exclusive operating agreement (EOA) with S-SVEMS. Foresthill FPD, North Tahoe FPD[164] and South Placer FPD also provide emergency ambulance service to their districts under EOAs. Emergency response time standards set by S-SVEMS in Placer

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

[163] S-SVEMS is responsible for planning, development and implementation of all EMS components, including regional trauma system planning, qualification, accreditation, authorization of all prehospital care personnel, EMS system design, and compliance with local and state regulations.

[164] North Tahoe FPD does not provide ambulance transport services in western Placer County and is therefore out of scope of this report and will not be discussed further.

County vary for each of the four approved providers and by the level of urbanization of an area (the more urban an area, the faster a response should be).[165]

Although RocFD is not an ambulance service provider, the response standard required for AMR in the City of Rocklin indicates what may be considered appropriate response times for medical emergencies for the City Fire Department, which is eight minutes 90 percent of the time.

Placer County encourages local fire protection agencies in the County to have an average response times to emergency calls of four minutes in urban areas, six minutes in suburban areas and 10 minutes in rural areas. RocFD has adopted a response time standard set by the American Heart Association of eight minutes 90 percent of the time.[166]

RocFD's 80th percentile response time is 7.23 minutes, the 90th percentile response time is 8.55 minutes, the median response time is 5.35 minutes, and average response time is 5.67 minutes. The Department does not meet the NFPA 1710 guidelines or Placer County suggested standards. The City's 90th percentile response time is slightly longer than S-SVEMS standard and the standard set by the American Heart Association.

The service area size for each fire station varies between the fire districts. The median fire station in Placer County serves approximately seven square miles. ~~Placer Hills FPD station~~PCF serves the most expansive area of 34~~46.7~~ square miles per each of its stations. Densely populated areas tend to have smaller service areas. For example, the median service area of the city fire department stations is 4.5 square miles. By comparison, each fire station in the City of Rocklin service area (which includes Rocklin Fire Protection District) serves approximately 6.6 square miles.

The number of firefighters serving within a particular jurisdiction is another indicator of level of service; however, it is approximate. The providers that rely on volunteer or call firefighters may have differing staff availability and reliability. An agency with more firefighters could have fewer resources, if availability is limited due to work and personal obligations. Staffing levels in Placer County vary from 0.5 firefighters per 1,000 residents in in the City of Lincoln to 37.7 firefighters in Alta FPD. By comparison, RocFD has on average approximately 0.63 firefighters per 1,000 residents, including residents served within RFPD.

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[165] Response time standards for American Medical Response (AMR) are eight minutes 90 percent of the time in the cities of Roseville and Rocklin and in the City of Auburn and the County (all of the City of Auburn and County area half a mile west of SR 49 from the City of Auburn to Dry Creek Road, east of SR 49 up to and including I-80 North to include Bell Road, and half a mile east of SR 49 from Bell Road to Dry Creek Road), 15 minutes 90 percent of the time in Auburn east to include Colfax and Auburn west to Rocklin, 10 minutes 90 percent of the time in Lincoln, 20 minutes 90 percent of the time in rural areas of AMR service area in Placer County, and as soon as possible in wilderness areas. South Placer FPD is required to respond with ALS on scene 10 minutes 90 percent of the time and ambulance on scene 15 minutes 90 percent of the time. The requirement for Foresthill FPD is to respond within 15 minutes 90 percent of the time in Foresthill, Todd Valley Estates and Baker Ranch.

[166] The American Heart Association's scientific position is that brain death and permanent death start to occur in four to six minutes after someone experiences cardiac arrest. Cardiac arrest can be reversible if treated within a few minutes with an electric shock and ALS intervention to restore a normal heartbeat. Verifying this standard are studies showing that a victim's chances of survival are reduced by seven percent to 10 percent with every minute that passes without defibrillation and advanced life support intervention. Few attempts at resuscitation succeed after 10 minutes.

Operating expenditures per capita is often reflective of the level of service offered by a fire provider as determined by financing constraints. The least amount of money per capita was spent by the Colfax Fire Department ($18.77). South Placer FPD expended the most per capita ($274.90). To compare, RocFD spent $115 per capita in FY 12-13.

Figure 13-9: RocFD Fire Service Profile

Agency Resource Statistics	
Staffing base year	2014
Fire stations in agency boundaries	3
Fire stations serving the agency	3
Square miles served per station	6.6
Total staff	37
Total firefighting staff	36
Total firefighting staff per station	12
Total firefighting staff per 1,000 residents	0.63[167]
Operating expenditures per capita	$115
Service Demand	
Statistical base year	2013
Total service calls	4,134
% EMS	65%
% Fire/hazardous materials	6%
% Motor vehicle accidents	2%
% False alarms	4%
% Miscellaneous emergency	8%
% Non-emergency	15%
% Mutual aid calls	6.3%
Calls per 1,000 residents	69
Service Adequacy	
Median response time	5.35
80th percentile response time	7.23
90th percentile response time	8.55
ISO Rating	2

[167] Combined population of the City of Rocklin and Rocklin FPD

CITY OF ROCKLIN FIRE DEPARTMENT DETERMINATIONS

Growth and Population Projections

- City of Rocklin currently has a population of 56,974 based on the 2010 Census.
- The City has recently annexed Greenbrae Island with population of about 455 residents.
- The City reported that it experienced moderate growth in population in the last five years. Growth has been occurring citywide with new residential and commercial developments throughout.
- The City of Rocklin conducts its population projections in the City's General Plan. Buildout of residential development within the City would likely occur by 2028. There are currently 29 planned or proposed projects within the City of Rocklin.
- Rocklin anticipates high commercial growth in the next few years.
- The City's General Plan contains several policies that address the issue of new or annexed developments needing fire services and requirements regarding their financing.
- The City of Rocklin charges impact mitigation fees (construction tax) for the acquisition and development of parks, open space, bike trails, public buildings, and fire equipment needed as a result of increased development within the City.

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

- According to Census data from the Department of Water Resources, there are two communities in Placer County, located south of the City of Auburn and in the community of Newcastle, that meet the disadvantaged community's median household income definition. There are no disadvantaged unincorporated communities within or adjacent to the City of Rocklin's bounds and sphere of influence.

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

- The Department's demand is affected by the City's population growth and commercial growth. Additionally, the Department is expecting an increase in service demand due to an aging population.
- It was reported that City of Rocklin Fire Department (RocFD) currently had sufficient capacity to provide fire services to its existing service area.
- RocFD currently has some excess capacity and is therefore able to provide services to Rocklin FPD and eliminate the need for duplicate infrastructure.

- Constraints that affect RocFD's capacity to provide services consist of difficulty recruiting new firefighters and the need to relocate Station 23.
- The projected future increase in demand would require additional personnel and a new fire station.
- The Department reported that it had not been able to fill staffing positions for several years. The Department is looking to hire additional firefighting staff to reduce overtime costs.
- It appears that currently the Department's facilities have marginal capacity to provide adequate services to the existing service area based on the condition of the District's facilities and RocFD's response times to service calls. Most of the City's fire facilities are in satisfactory condition; however, the Department does not meet NFPA 1710 response time standards or S-SVEMS standards for response to medical emergencies.
- RocFD recognizes that multiple communication and response problems are caused by multiple dispatch centers and believes one consolidated dispatch center for fire services is the best solution.
- At present RocFD's capability at an incident is one engine and three personnel for medical emergencies, two engines, one truck, one battalion chief truck, and 11 personnel for low structural fire, and four engines, two trucks, two battalion chief trucks, and 22 personnel for high structural fire.
- RocFD services appear to be adequate. The Department has an ISO rating which is the best in the County. Based on other indicators of level of service, including service area served per station and expenditures per capita, RocFD operates at a comparable level to the average Western Placer fire agency. Roc FD's staffing ratio per capita is one of the lowest amongst the fire providers in the study area.

Financial Ability of Agencies to Provide Services

- The City reported that its financing levels were adequate to deliver fire services. Although pension liabilities have been a challenge for the City, there were no specific financing constraints caused by pension liabilities that have affected the services provided by the Fire Department.
- RocFD has significantly reduced its Administrative Division in order to establish a more sustainable model as the City approaches buildout.
- The Department identified a potential new stream of revenue, which would require updating its prevention fee schedule. Cost recovery methods in the area of fire prevention are expected to recapture additional revenue.
- The City of Rocklin plans for its capital improvement needs in a Five-Year Capital Investment Plan (CIP), reviewed annually and updated as needed. The City's current CIP does not include any planned projects related to the operations of the Fire Department.
- The FY 15-16 City Budget planned for $30,000 in capital expenditures for the Fire Department for the purchase of two LUCUS devices, which will be financed by the

capital construction impact fees. The FY 15-16 budget also includes $550,000 for the land purchase and planning and design for the construction of Fire Station 23. Construction is anticipated to start in FY 16-17. The cost of construction is estimated at $2,250,000 and is currently unfunded.

- The City had no long-term debt outstanding at the end of FY 12-13 related to fire services.
- The City maintains several reserves for specified purposes, including for general fund operating expenditures, disaster contingency, self-insured losses, and retiree health.
- The City contributes to the California Public Employees' Retirement System (CalPERS), a cost- sharing multiple-employer defined benefit pension plan.

Status of, and Opportunities for, Shared Facilities

- RocFD houses its administration in the public safety building shared with the Rocklin Police Department.
- LFD contracts with RocFD for the services of a Chief, three Battalion Chiefs, and a fire prevention officer, and the two agencies are considering integration of their dispatch systems.
- The Department is continuously working with Placer County Water Agency (PCWA) to insure that there is an adequate water supply for firefighting needs.
- The Department sees future opportunity for facility sharing in merging all of the western Placer County dispatch centers.
- RocFD is considering the possibility of developing a partnership with the local community college to create a training facility.
- RocFD makes use of the trailer and foam tender that belong to the Regional Special Operations unit.
- The Department is a signatory of the Western Placer County Cooperative Fire Services Response Agreement along with 12 other fire protection agencies in western Placer County according to which, the agencies provide automatic aid to each other and make use of the closest resource dispatching.
- RocFD has automatic aid agreements with the City of Roseville Fire Department, City of Lincoln Fire Department, Loomis Fire Protection District, and South Placer Fire Protection District. RocFD participates in the statewide Mutual Aid Agreement.
- RocFD has an agreement with CAL FIRE for wildland fire protection within an area located in the northeast of the City of Rocklin.
- Rocklin FD is a member of Western Placer County Fire Chiefs Association, IAFC, California Fire Chiefs Association, and California State Firefighters Association.

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

- The City generally demonstrated accountability and transparency with regard to its governance by cooperating with the MSR process, publishing agendas for public meetings as legally required, maintaining a website with information regarding its fire department, filing Form 700 Statements of Economic Interest, and Board members receiving timely ethics trainings.
- The City has a set of adopted regulations that provide a framework and direction for City governance and administration, including policies on code of ethics, Brown Act requirements, public requests for information, expense reimbursement, and conflict of interest code.
- Governance structure options for the City include the annexation of the unincorporated areas within the Rocklin SOI. The City has recently annexed Greenbrae Island; however, a proposal for the dissolution of Rocklin FPD will be submitted to LAFCO by the City at a later date. LAFCO is currently facing legal challenges related to this annexation although at this date the Certificate of Completion has been recorded and the territory is within the City of Rocklin.

CITY OF ROCKLIN
SPHERE OF INFLUENCE UPDATE

The options identified here for the City of Rocklin are only in respect to the fire services reviewed as part of this report. An update of the City's overall SOI would have to be updated after a comprehensive MSR is conducted covering all municipal services offered by the City.

Existing Sphere of Influence Boundary

The sphere of influence (SOI) for the City is larger than its boundary area and includes about 21 square miles. The City's SOI area outside of its boundaries consists an area north of the City boundaries, and three small triangular areas in the west.

SOI Options

Two options were identified with respect to the City of Rocklin SOI with regard to fire services.

Option #1 – Maintain existing SOI

If the Commission determines that the only change to the existing fire service provision arrangement needed is the dissolution of Rocklin FPD, retention of the existing sphere of influence is appropriate.

Option #2 – Western Placer County SOI

If the Commission determines that one fire protection agency serving the entirety of Western Placer County is the preferred alternative, then it would be appropriate to adopt a single SOI that encompasses Western Placer County, including all fire service providers serving both unincorporated and incorporated areas.

Recommended Sphere of Influence Boundary

Although, a single agency serving the entirety of unincorporated and incorporated Western Placer County is the ideal option, as it would result in the greatest benefits in terms of unified leadership, increased coordination, fiscal advantages, greater leveraging of available resources, logical borders, improved regional planning, and more equitable distribution of services to name a few, there is a disconnect in Western Placer County between fire districts and cities providing fire services. While in the long run a single Western Placer agency should be the ultimate goal, and the City of Auburn could potentially take lead on bridging the gap since some interest in consolidation has been already expressed by the City's Fire Department, currently, there is a lack of compatibility between the cities typically serving more densely populated areas offering a higher level of services and the fire protection districts that generally serve the rural unincorporated areas with a heavier reliance on volunteer firefighters. Additionally, the cities, in particular Roseville, Rocklin, and Lincoln, have not expressed an interest in involvement in a consolidated fire provider serving within their incorporated boundaries. On the other hand, the study has shown that all of the fire districts in Western Placer County already demonstrate extensive

collaboration with one another and several agencies have taken significant steps towards consolidation.

At this time it is premature to include the cities in plans for a consolidated fire agency. Inclusion of the cities may be more feasible at some point in the future after further collaborative efforts have taken place between the incorporated and unincorporated fire service providers and after the fire protection districts have taken steps toward unification and consistency in service levels in the unincorporated areas.

It is recommended that~~for~~ the Commission~~ to~~ maintain the City's existing SOI, which ~~that~~ includes Rocklin FPD located in~~on~~ the~~ recently~~ annexed Greenbrae Island. ~~The City is the direct service provider within the District and will be submitting a proposal to LAFCO for its dissolution in the near future. Dissolution of Rocklin FPD would increase efficiency and realize cost savings.~~ Given that the entirety of the area within Rocklin FPD is within the incorporated boundaries of the City and the City is the direct fire service provider to the residents of the District, it is recommended that, with the intent of eliminating duplicative service providers and promoting logical boundaries, Rocklin FPD be dissolved. Dissolution of Rocklin FPD is anticipated to increase efficiency and realize cost savings. The City will be submitting a proposal to LAFCO for the District's dissolution in the near future.

Proposed Sphere of Influence Determinations

Nature, location, extent, functions, and classes of services provided

- Rocklin Fire Department (RocFD) provides fire prevention, suppression, emergency medical, and technical rescue services in the City of Rocklin and Rocklin Fire Protection District through a contract. The Department also provides services outside of its boundaries through automatic and mutual aid agreements.

Present and planned land uses, including agricultural and open-space lands

- Land uses within the City consist of residential, commercial, industrial, public, and recreation/conservation.
- The City requires new developments and projects proposing land use changes to annex into existing or new community facilities districts for fire prevention/suppression and medical response or to create other financing mechanisms as necessary. Annexations and major project developments are required to analyze the cost of fire protection and emergency medical response and propose a funding mechanism to offset any shortfall.
- Fire and EMS services are needed in all areas, are already being provided, and do not, by themselves, induce or encourage growth on agricultural or open space lands.

Present and probable need for public facilities and services

- As indicated by the service call volume, there is a present and anticipated continued need for fire protection services in the City of Rocklin. The Department's demand is affected by the City's population growth and commercial growth. Additionally, the Department is expecting an increase in service demand due to an aging population.

Present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide

- It was reported that the Department currently had sufficient capacity to provide fire services to its current service area. However, capacity constraints include difficulty recruiting new firefighters and the need to relocate Station 23.
- It appears that currently the Department's facilities have marginal capacity to provide adequate services to the existing service area based on the condition of the Department's facilities and RocFD's response times to service calls. Most of the City's fire facilities are in satisfactory condition; however, the Department does not meet NFPA 1710 response time standards or S-SVEMS standards for response to medical emergencies.
- RocFD recognizes that multiple communication and response problems are caused by multiple dispatch centers and believes one consolidated dispatch center for fire services is the best solution.

Existence of any social or economic communities of interest

- Rocklin Fire Department directly serves the population within its boundaries, which represent its community of interest.
- Rocklin Fire Protection District is also a community of interest for RocFD, since the City is the direct service provider within the District, and the District has not yet been dissolved since the annexation of Greenbrae Island was approved.
- Commuters, as well as areas that receive the Department's services through automatic and mutual aid, and contracts and agreements are also considered communities of interest.

Present and probable need for public facilities and services of any disadvantaged unincorporated communities within the existing Sphere of Influence

- Based on Census data as mapped by the Department of Water Resources, there are no disadvantaged unincorporated communities within or adjacent to the City boundaries and sphere of influence, and as such, no present or probable need for public facilities and services of any disadvantaged unincorporated communities within the existing City SOI were identified.

14. ROCKLIN FIRE PROTECTION DISTRICT

Rocklin Fire Protection District (RFPD) provides fire suppression, emergency medical, and technical rescue services through the contract with the City of Rocklin Fire Department (RocFD). A municipal service review (MSR) for RFPD was last completed in 2004.

AGENCY OVERVIEW

Background

RFPD was formed on January 26, 1953.

The principal act that governs the District is the Fire Protection District Law of 1987.[168] The principal act empowers fire districts to provide fire protection, rescue, emergency medical, hazardous material response, ambulance, and any other services relating to the protection of lives and property.[169] Districts must apply and obtain LAFCO approval to exercise services authorized by the principal act but not already provided (i.e., latent powers) by the district at the end of 2000.[170]

Boundaries

As shown in Figure 14-1, Rocklin FPD consists entirely of Greenbrae Island, which was recently annexed into the City of Rocklin. The City is yet to submit an application for the district dissolution to LAFCO. The City currently continues to serve RFPD though a contract. The District encompasses about 0.16 square miles or 103 acres.

Sphere of Influence

The District's Sphere of Influence (SOI) is currently out of date and will be updated during the current round of SOI updates.

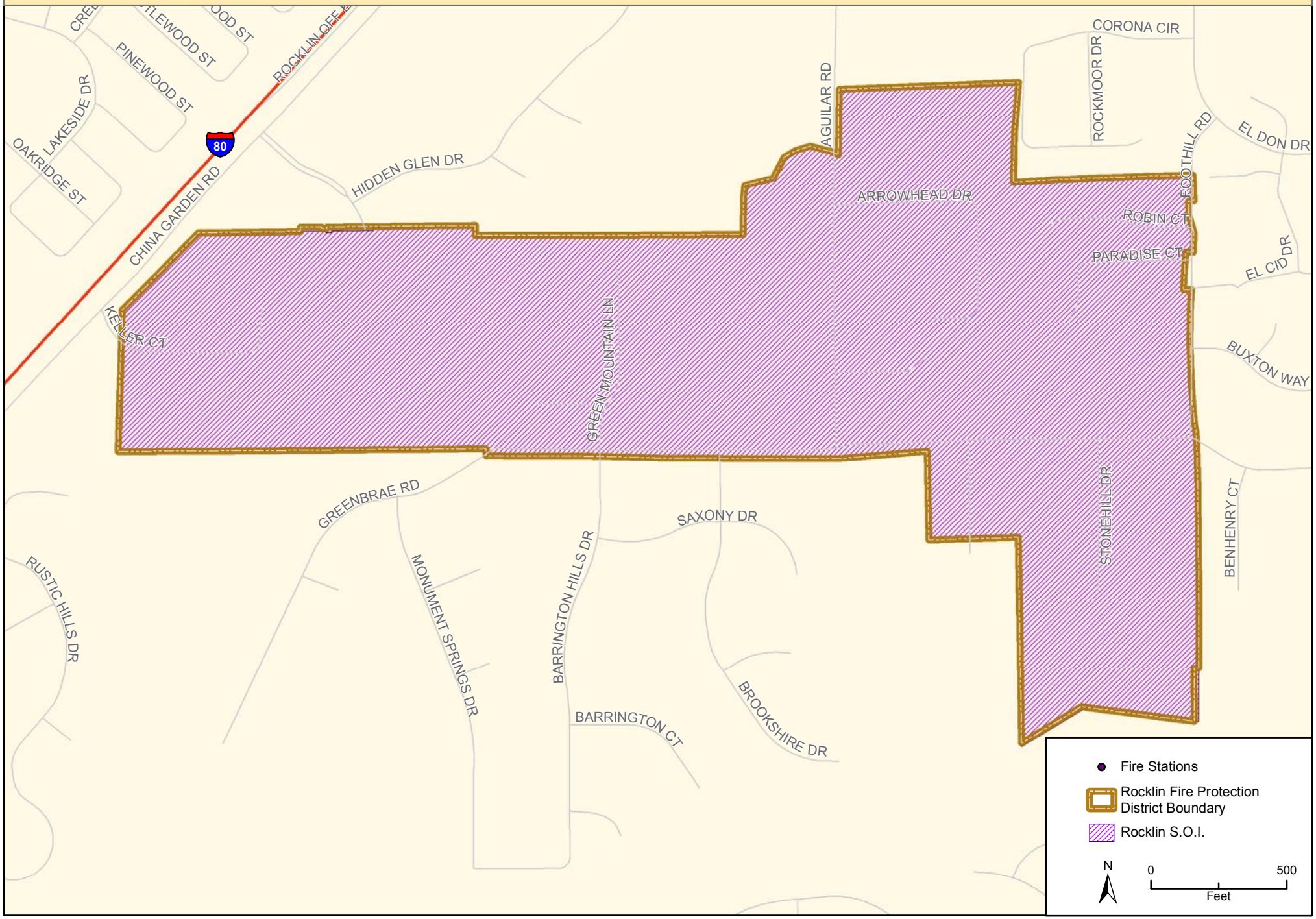
[168] Health and Safety Code §13800-13970.

[169] Health and Safety Code §13862.

[170] Government Code §56824.10.

County of Placer

Fire Municipal Services Review
Rocklin Fire Protection District



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Date: 12/1/2015

Type and Extent of Services

Services Provided

RFPD's objective is the prevention of loss of life and property within the limits of the District. The District contracts with the City of Rocklin to meet this objective.

Figure 14-2 details the services provided by RocFD. If a service is not provided by RocFD, but is offered by another agency, it is indicated in the figure.

Figure 14-2: RocFD services provided on behalf of RFPD

Service	Agency
Fire Suppression Services	
Structural Fire Protection	Yes
Wildland Fire Protection	Yes
Vehicle Fire Protection	Yes
Ladder Truck Capabilities	Yes
Fire Suppression Handcrew	CAL FIRE
Fire Suppression Dozer	CAL FIRE
Helicopter Services – Fire Suppression	CAL FIRE
Boat With Fire Suppression Capabilities	No
Emergency Medical Services	
Basic Life Support Provider	Yes
Advanced Life Support - Non Transport Provider	Yes
Advanced Life Support Transport Provider	AMR
Continuing Education Provider - Medical	Yes
Air Ambulance Transport Helicopter Services	Cal Star
Helicopter Landing Facilities On Site	No
Vehicle Extrication Tools/Equipment	Yes
Fire Prevention	
Fire Safety Education – Children	Yes
Fire Safety Education – Adults/Seniors	No
Juvenile Firesetter Prevention Program	No
Fire and Life Safety Business Inspection Program	Yes
Fire Protection Planning	No
New Commercial Construction Plan Reviews	No
Public Education Provider (CPR, First Aid, etc.)	Yes
Home Fire/Safety Inspections	No
Fire Origin and Cause Investigations	Yes
Fuel Reduction/Weed Abatement Program	No
Smoke Detector Giveaway/Installation Program	No
Address Sign Installation Program	No
Rescue Services	
First Responder Swift Water Rescue Program	No
Water Rescue Program	No

Ice Rescue Program	No
Dive Rescue Program	No
Low angle Rope Rescue Program	Yes
Helicopter Short/Long Haul Rescue Capabilities	Sheriff/HP
Response To Boating Accidents	No
Rescue Dog Services	No
Hazardous Materials	
Hazardous Materials Emergency Response - Basic	Yes
Hazardous Materials Response Team	Placer County OES
Support Services	
Firefighter Incident Support Unit	Yes
Mobile Incident Command/Communications Unit	Yes
Fill Station for Self Contained Breathing Apparatus	Yes
Mobile Breathing Support Unit	Yes
Community Emergency Response Team	No
Chaplain Services	Placer County Law Enforcement Chaplaincy (PCLEC)
Training Academy	Yes
Emergency Operations Center Capabilities	Yes
Miscellaneous	
Public Service Assists	Yes
Motor Vehicle Accident Response	Yes
Welfare Checks	Sheriff
Public Safety Answering Point	Sheriff
Fire/EMS Dispatch	Yes
Fundraising Activities	No
Firefighters Association - Non Profit	Yes
Auxiliary Association	No

Collaboration

RFPD benefits from RocFD being a signatory of the Western Placer County Cooperative Fire Services Response Agreement along with 12 other fire protection agencies in western Placer County, including Alta Fire Protection District, Placer Hills Fire Protection District, CAL FIRE/Placer County Fire Department, Foresthill Fire Protection District, Loomis Fire Protection District, Newcastle Fire Protection District, Penryn Fire Protection District, South Placer Fire Protection District, City of Colfax Fire Department, City of Lincoln Fire Department, City of Auburn Fire Department, and City of Roseville Fire Department. According to the agreement, the agencies provide automatic aid to each other and make use of the closest resource dispatching fire, rescue, and medical emergency response without regard to jurisdiction or statutory responsibility.[171] RocFD also has mutual aid agreements with the rest of the Placer County fire agencies.

[171] Western Placer County Cooperative Fire Services Response Agreement Operational Plan, June 2012

In addition, RocFD has automatic aid agreements with the City of Roseville Fire Department, City of Lincoln Fire Department, Loomis Fire Protection District, and South Placer Fire Protection District that also benefit the District.

Rocklin FPD is a member of the California Special Districts Association.

Service Area

Rocklin FPD contracts with the City of Rocklin for the provision of services within the District boundaries.

Rocklin FD besides providing services to RFPD, also serves the rest of its city boundary area and other areas in the County and the State through mutual and automatic aid agreements, as discussed in detail in the *City of Rocklin Fire Department* chapter.

Services to Other Agencies

RFPD does not provide any contractual services to other agencies.

Contracts for Services

RFPD receives services from Rocklin FD. According to the contract, RFPD pays the City an annual amount of $12,000 for provision of fire and rescue emergency response services on behalf of the District by responding to such service calls at location within the boundaries of the District. RocFD does not provide fire code inspection and enforcement services, fire hydrant repairs, or citizen complaint handling to the District.

Additionally, the District contracts for secretarial services.

Overlapping Service Providers

The California Department of Forestry and Fire Protection (CAL FIRE) provides services throughout the State. Generally, CAL FIRE services are focused in wildland areas defined as State Responsibility Areas (SRA). Similarly, the United States Forest Service (USFS) also provides services in California, primarily within forests and grasslands. Areas where USFS services are focused are defined as Federal Responsibility Areas (FRA). The entire territory of RFPD is designated as Local Responsibility Area (LRA) and is not considered by CAL FIRE to be very high fire hazard severity zone. CAL FIRE provides technical support throughout the County in the form of specialized services such as fire suppression handcrews, dozers, and helicopter services when necessary.

ACCOUNTABILITY AND GOVERNANCE

Accountability of a governing body is signified by a combination of several indicators. The indicators chosen here are limited to 1) agency efforts to engage and educate constituents through outreach activities, in addition to legally required activities such as agenda posting and public meetings, 2) timely ethics training for board members and an adopted reimbursement policy, 3) a defined complaint process designed to handle all issues to resolution, 4) adopted bylaws that provide a framework and direction for governance and administration, 5) adoption of a conflict of interest code as required, 6) proper filing of Form 700 by the governing body members, and 7) transparency of the agency as indicated by cooperation with the MSR process and information disclosure.

The principal act requires that the board of directors of a fire protection district must have an odd number of members, with a minimum of three and a maximum of 11 members. Directors may be appointed or elected.[172] RFPD is governed by a three-member Board of Directors elected at large to staggered four-year terms. The District's elections are generally uncontested. If a position opens up mid-term, a director is appointed the remaining members of the Board or by the Board of Supervisors. There are currently no vacancies. One out of three current Board members was appointed and two were elected.

There have been no contested elections since 2005.

The Board of Directors generally meets in January, March, May, July, September, and November on the third Tuesday of the month at 1:00 p.m. at the City of Rocklin safety building shared by the City's fire and police departments.

Board meeting agendas are delivered personally to interested parties and posted at the public safety building. Meeting minutes are available upon request. Information about board meetings is shown in Figure 14-3.

Figure 14-3: Rocklin Fire Protection District Governing Body

Rocklin Fire Protection District		
Governing Body		
Manner of Selection	Elections at large.	
Length of Term	4 years	
Meetings	Every other month	City of Rocklin safety building
Agenda Distribution	Delivered personally and posted at public safety building	
Minutes Distribution	Available upon request	
Contact		
Contact	Kathy Palmerton, Secretary	
Mailing Address	P.O. Box 743, Rocklin, CA 95677	
Phone	916-743-7361	
Fax	None	
Email/Website	RFPD@infs.net	

[172] Health and Safety Code §13842.

In addition to the legally required agendas and minutes, the District takes no other actions to keep constituents apprised of the District's activities or encourage voter participation.

The Board members receive compensation of $100 per meeting for travel and attendance of Board meetings. Government Code §53235 requires that if a district provides compensation or reimbursement of expenses to its board members, the board members must receive two hours of training in ethics at least once every two years and the district must establish a written policy on reimbursements. The District reported that it had not established a policy on expense reimbursement. The District's Board members last received ethics training in 2014.

If a District's customer is dissatisfied with RFPD services, complaints may be submitted in writing to the Board of Directors or RocFD chief. No complaints had been received in 2014.

The District reported that it had not adopted a set of policies that provides a framework and direction for district governance and administration, including policies on code of ethics, Brown Act requirements or public requests for information.

The Political Reform Act (Government Code §81000, et seq.) requires state and local government agencies to adopt and promulgate conflict of interest codes. The Fair Political Practices Commission has adopted a regulation (California Code of Regulations §18730), which contains the terms of a standard conflict of interest code, which can be incorporated by reference in an agency's code. The District adopted and provided its conflict of interest code.

Government Code §87203 requires persons who hold office to disclose their investments, interests in real property and incomes by filing appropriate forms with the appropriate filing agency (i.e., the County or the Fair Political Practices Commission) each year. Each directors files Form 700 with Placer County annually.

During the course of this MSR process, RFPD demonstrated full accountability in its disclosure of information and cooperation with Placer LAFCO. The District responded to questionnaires and cooperated with interview and document requests.

PLANNING AND MANAGEMENT PRACTICES

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

RFPD does not employ any staff. A secretary is hired as an independent contractor, who works about four to six hours a month performing administrative functions. All firefighting staff are employed by the City of Rocklin Fire Department, which is the direct service provider. RocFD performs annual performance evaluations on its firefighting personnel and tracks its staff workload. For more information regarding RocFD's planning and management refer to *City of Rocklin Fire Department* chapter.

RocFD's fire chief or another designated city fire department staff member attends the District's Board meetings. Reports to the Board are provided as requested.

RFPD does not conduct any evaluations of the District's overall performance through either benchmarking or annual reports, as services are provided by RocFD.

The District's financial planning efforts include an annually adopted budget and annually audited financial statement. RocFD does not adopt any other planning documents.

According to Government Code §26909 all special districts are required to submit their annual audits to the County within 12 months of the completion of the fiscal year, unless the Board of Supervisors has approved biennial or five-year schedule.

The filing of local agency budgets and related exemptions is governed by Government Code §53901, which states that unless exempted by the county auditor every local agency, with the exception of fire protection districts, must file a copy of its annual budget with county auditor within 60 days after the beginning of the fiscal year. The adoption of a final budget for fire protection districts is governed by Health and Safety Code §53901, which requires their annual budgets to be adopted and forwarded to the county auditor on or before October 1st of each year.

RFPD reported that it had submitted its FY 14-15 budget and its financial statement for the most recently completed fiscal year to the County Auditor's Office.

The District has reportedly never been under review or received citations from the California Division of Operational Safety and Health (CALOSHA).

EXISTING DEMAND AND GROWTH PROJECTIONS

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

Land Use

Majority of land uses within the District are residential. The District's bounds encompass approximately 0.16 square miles or 103 acres.

Current Population

There are approximately 455 residents within the District. The population density within the District is 2,843 people per square mile.

Projected Growth and Development

RFPD reported that the District experienced minimal population growth in the last few years. The main growth originates from the development of the former rural properties. Reportedly, the demand for services has not changed.

The District expects very minimal population growth in the next 10 years; however, no population projections have been made by RFPD. It was reported that the District forecasted its service demand through the annual review of the incident types within its

boundaries. According to the City of Rocklin Zoning Map, there are two planned residential developments in the southeastern part of the District.

The City of Rocklin has recently completed the annexation of the Greenbrae Island which contains RFPD. Originally, the City's annexation proposal included the dissolution of the Rocklin FPD for its territory to be included directly into the service area of the Rocklin Fire Department, but the clause was then removed due to continuing property tax transfer negotiations with the County. However, LAFCO has placed a condition on the annexation for the City to submit a separate dissolution proposal. LAFCO is currently facing legal challenges to this annexation although at this date the Certificate of Completion has been recorded and the island territory is within the City of Rocklin's boundaries.

According to California Department of Finance (DOF) data, the population of Placer County is expected to grow by 12 percent over the 10-year period from 2010 to 2020. Thus, the average annual population growth in the County is anticipated to be approximately 1.12 percent. Based on these projections, the District's population would increase from 455 in 2010 to approximately 510 in 2020.

Based on the Sacramento Area Council of Governments (SACOG) projections, the population of Placer County is anticipated to grow by 19 percent from 2008 to 2020. SACOG, therefore, expects the average annual growth in the County to be about 1.45 percent. According to the SACOG projections, the District's population would increase to 541 in 2020.

Growth Strategies

Since the completion of the annexation, the land use authority for the territory encompassing the District is the City of Rocklin. The recently annexed Greenbrae Island, is designated in the City's General Plan last updated in 2012 as one of its neighborhood planning areas. The island contains a number of single-family homes, an apartment complex and vacant residential parcels.

One of the City's land use policies is to coordinate with Placer County and Placer County LAFCO for the annexation of unincorporated developed areas that lie within the City of Rocklin's Sphere of Influence, when such annexation does not place an undue financial burden on the City. The City has been in continuous negotiations with the County regarding the dissolution of the RFPD and related property tax transfer. As of the drafting of this report the City of Rocklin has not yet submitted an RFPD dissolution proposal to LAFCO but is expected to do so in the near future.

DISADVANTAGED UNINCORPORATED COMMUNITIES

LAFCO is required to evaluate disadvantaged unincorporated communities as part of this service review, including the location and characteristics of any such communities. A disadvantaged unincorporated community is defined as any area with 12 or more registered voters, or as determined by commission policy, where the median household income is less than 80 percent of the statewide annual median.[173]

[173] Government Code §56033.5.

The California Department of Water Resources (DWR) has developed a mapping tool to assist in determining which communities meet the disadvantaged communities median household income definition.[174] According to DWR, there are two disadvantaged communities in Placer County, next to the northern area of the City of Auburn and in the community of Newcastle. There are no disadvantaged unincorporated communities within or adjacent to the RFPD's bounds and sphere of influence.

FINANCING

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

The District reported that financing levels were generally adequate to provide services. The main challenge reported is the decrease in tax revenue in FY 14-15, which resulted in carrying over of funds from the previous fiscal year.

The FY 12-13 audit identified one deficiency in internal control of the District. RFPD relies on the auditor for generally accepted accounting principles. Auditing standards state that the auditor may not be part of the organization's internal control system. The District responded that it had determined that there had been no cost benefit to hiring an accountant to compile financial statements in conformity with generally accepted accounting principles prior to the annual audit.

Revenues and Expenses

The District's primary source of revenue is property taxes. Placer County maintains the District's accounting records.

The District's revenue in FY 12-13 amounted to $44,389, out of which 95 percent came from property taxes and four percent from interest. The rest of the income included redevelopment agency (RDA) pass-through and home property tax relief.

RFPD's expenditures in FY 12-13 were $50,232, of which nine percent was spent on materials, services and supplies, 84 percent on fire protection including insurance, service contract with the City of Rocklin, fire protection equipment, firefighter and other training,[175] and fire hydrant maintenance and repair, and seven percent on salaries and wages that included legal services, Board director compensation and secretarial fees.

The District pays the City of Rocklin $12,000 per year for fire protection and EMS services.

In FY 12-13, the District's expenditures exceeded revenues by $5,843.

[174] Based on census data, the median household income in the State of California in 2010 was $57,708, 80 percent of which is $46,166.

[175] The District contributes $9,000 for fitness trainer.

Capital Improvements

The District does not plan for capital improvements as RFPD does not own any facilities or equipment.

On a per request basis, the District's Board hears requests for fire equipment from the City of Rocklin Fire Department and votes for the approval, purchase and final distribution to RocFD.

In FY 12-13, RFPD spent $21,446 on protection equipment, which constituted 43 percent of the total expenditures for that year. The District purchased Structure Turnouts/Wildland Personal Protective Equipment.

Outstanding Debt

The District had no long-term debt at the end of FY 12-13.

Reserves

The District has a management practice to keep carry over from a previous fiscal year as financial reserves. At the end of FY 12-13, RFPD had $110,279 in assigned contingencies reserve and $8,613 in unassigned fund.

Joint Financing Mechanisms and Employee Benefits

RFPD does not participate in any Joint Powers Authorities (JPAs).

The District does not participate in any retirement or benefit plans as it does not have any employees.

PRESENT AND PLANNED CAPACITY

RocFD reported that it had sufficient capacity to provide fire services to its current service area, including the RFPD territory. However, the capacity is constrained by the need to relocate Station 23.

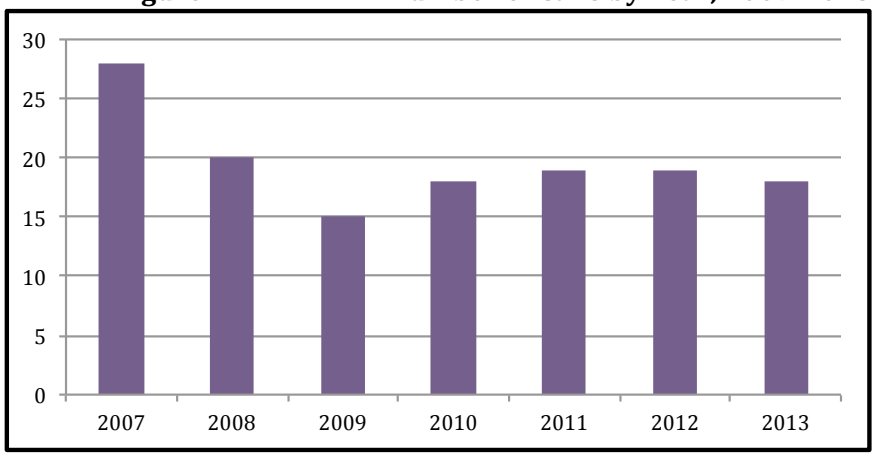
Projected future increase in demand would require additional personnel and a new fire station. RocFD currently has three fire stations and three companies; its long-term goal is to operate four stations and four companies.

Existing Demand

The Department reported that its peak demand times occurred in the daytime, between 10:00 A.M. and 2:00 P.M.

The Department's demand is affected by the City's population growth and commercial growth. Additionally, the Department is expecting an increase in service demand due to aging population.

Figure 14-4: RFPD Number of Calls by Year, 2007-2013



RFPD observed an overall decrease in demand since 2007. As shown in Figure 14-4, the number of calls that originated within the District dropped in 2009, but then evened out over the next few years. In 2013, there were 18 service calls that originated within RFPD, including 56 percent for emergency medical services, 11 percent for motor vehicle accidents, 11 percent for false alarms, six percent for fires and hazardous materials, and 17 percent for miscellaneous non-emergencies. The District averaged 38 service calls per 1,000 residents.

Staffing

RFPD does not employ any firefighting staff of its own. Services within the District are provided by the City fire department.

RocFD has 36 firefighting staff, including one fire chief, one deputy fire chief, three battalion chiefs, nine captains, nine engineers, five firefighters, and eight firefighter/paramedics. All firefighting staff are paid full-time personnel. RocFD reported that its firefighter compensation was competitive with other surrounding fire protection service agencies. The median age of the Department's firefighters is 42, with a range from 25 to 52.

Additionally the Department has three volunteer non-suppression personnel who perform support functions and do not get compensated.

As shown in Figure 14-5, RocFD has been experiencing relatively low personnel turnover between 2011 and 2014. However, there has been overall decrease in the total number of staff overtime. The Department reported that it had not been able to add staffing positions for several years. In 2014, RocFD hired two new firefighters for two new positions. The Department is looking to hire additional firefighting staff to reduce overtime costs.

Figure 14-5: Staffing Changes Overtime

Year	2011	2012	2013	2014
Total Staff	38	37	36	37
New Staff	0	0	1	2
Departed Staff	0	6	1	1

Currently, there are three certifications in the California firefighter series; Volunteer Firefighter, Firefighter I, and Firefighter II. While the Volunteer Firefighter focuses on skills

and tasks necessary to assure safety on the fire ground, Firefighter I & II prepares the firefighter to perform essential and advanced fire ground tasks, as well as allowing entry into all tracks of the certification system. The level of certification required for each firefighter is determined by the individual fire department. However, according to the California State Fire Marshal, there are plans to phase out the Volunteer Firefighter certification level and the most basic level of certification will eventually be Firefighter I. Firefighter I certification requires completion of the 259-hour Firefighter I course, which includes training on various fireground tasks, rescue operations, fire prevention and investigation techniques, and inspection and maintenance of equipment. In addition to this course, Firefighter I certification also requires that the applicant have a minimum of six months of volunteer or call experience in a California fire department as a firefighter performing suppression duties.[176] The number of RocFD personnel certified in each category is shown in Figure 14-6. Each firefighter is able to hold multiple certifications, including strike team certifications. The additional certification levels shown in this table are described in more detail in Chapter 3 of this report.

Figure 14-6: RocFD Certified Personnel

Certification Level	Number of Firefighting Staff	% of Total Firefighting Staff
Volunteer Firefighter	0	0%
Firefighter I	33	92%
Firefighter II	26	72%
First Responder EMS	33	92%
Emergency Medical Technician 1	27	75%
Paramedic	8	22%
Apparatus Engineer	9	25%
Company Officer	9	25%
Chief Officer	5	14%
Haz Mat FRO	33	92%
CICCS FFT 2	33	92%
CICCS FFT 1	33	92%
CICCS Engine Boss	15	42%
CICCS Strike Team Leader	3	8%

Newly hired paid firefighters are required to hold Firefighter I Academy and Emergency Medical Technician Paramedic National Registry certifications. New volunteers are required to have gone through the 16-week long Volunteer Academy offered by Rocklin Public Safety Volunteers. RocFD handles all the training for its firefighting staff, offering 20 hours of training per month. Volunteers are offered three hours per quarter or as-needed since Department's volunteers are all non-suppression volunteers who assist with support functions only. RocFD reported that mandated training is too great to maintain suppression volunteers. In order to recruit volunteers the City offers one 16-week police/fire volunteer academy per year. The Department is in need of additional firefighting personnel and is applying for a Staffing for Adequate Fire and Emergency Response (SAFER) grant from FEMA for 2015.

[176] State Fire Marshal, Course Information and Required Materials, 2007, p. 44

The District spends about $10,000 a year on Health and Wellness Fitness Coach and Program that are provided to City firefighters.

Facilities and Capacity

RFPD does not own or operate any facilities of its own. The District relies on the RocFD's facilities for service provision in the District.

RocFD operates out of three fire stations owned by the City of Rocklin. Additionally, the Department uses the public safety building also owned by the City for fire administration. All three stations are staffed 24 hours a day, seven days a week. The function and condition of each fire facility is described in more detail in Figure 14-7. RocFD mostly uses Station 23 to respond to calls within the District.

Figure 14-7: RocFD Facilities

	Station #23	Station #24
Property owner	City of Rocklin	City of Rocklin
Address	4060 Rocklin Road	3401 Crest Drive
Purpose	Fire Station for personnel/equipment	Fire Station for personnel/equipment
Additional uses or other entities using the facility	None	Training/EOC
Hours station is staffed	24 hours/7 days a week	24 hours/7 days a week
Date acquired or built	1980	1988
Condition of facility[177]	Fair	Good
Infrastructure Needs	Station needs to be relocated	None
Number and type of vehicles at facility	Type I, Type III, Air Unit, Foam Tender, Special Ops Trailer, Reserve Type I	Type I Truck, Type III, Reserve Type I, 2 Command Vehicles
Number and classification of paid staff staffing facility	3 Captains, 3 Engineers, and 3 Firefighter Paramedics	3 Captains, 3 Engineers, 3 Firefighters, 1 Firefighter/Paramedic, and 3 Battalion Chiefs
Number and classification of another agency's paid staff staffing the facility	0	0

[177] Facility condition definitions: **Excellent**—relatively new (less than 10 years old) and requires minimal maintenance. **Good**—provides reliable operation in accordance with design parameters and requires only routine maintenance. **Fair**—operating at or near design levels; however, non-routine renovation, upgrading and repairs are needed to ensure continued reliable operation. **Poor**—cannot be operated within design parameters; major renovations are required to restore the facility and ensure reliable operation.

	Station #23	Station #24
Number of volunteers available at facility	3	0

	Station #25	Fire Administration
Property owner	City of Rocklin	City of Rocklin
Address	2001 Wildcat Way	4080 Rocklin Road
Purpose	Fire Station for personnel/equipment	Fire/Police Public Safety Building
Additional uses or other entities using the facility	None	Police/EOC
Hours station is staffed	24 hours/7 days a week	9 A.M.-5 P.M.
Date acquired or built	2005	2005
Condition of facility[178]	Excellent	Excellent
Infrastructure Needs	None	None
Number and type of vehicles at facility	Type I, Type III	1 Command Vehicle
Number and classification of paid staff staffing facility	3 Captains, 3 Engineers, and 3 Firefighter-Paramedics	Fire chief, deputy fire chief, administrative secretary
Number and classification of another agency's paid staff staffing the facility	0	81
Number of volunteers available at facility	0	120

The Department relies on Placer County Water Agency for water for fire and emergencies. Fire hydrants are generally located 500 feet apart in residential areas and 300 feet apart in commercial areas. The 2010 fire code requires all new residential buildings to be equipped with fire sprinklers. The District is responsible for maintaining the fire hydrants and sprinklers located within RFPD. According to RocFD, water reserves are satisfactory.

[178] Facility condition definitions: **Excellent**—relatively new (less than 10 years old) and requires minimal maintenance. **Good**—provides reliable operation in accordance with design parameters and requires only routine maintenance. **Fair**—operating at or near design levels; however, non-routine renovation, upgrading and repairs are needed to ensure continued reliable operation. **Poor**—cannot be operated within design parameters; major renovations are required to restore the facility and ensure reliable operation.

It appears that currently the Department's facilities have moderately sufficient capacity to provide services to the RFPD boundary area based on the condition of the City's facilities and RocFD's response times to service calls within the District. Although the City's stations are generally in adequate condition, Station 23 that mostly serves RFPD territory is in need of repairs and relocation. Additionally, RocFD's response times to structural fire calls within the District are slightly longer than the National Fire Protection Association (NFPA) 1710 standards further described in *Service Adequacy* section. The Department meets the Sierra-Sacramento Valley EMS (S-SVEMS) Agency standards for response to medical emergencies in the City of Rocklin Medical Response service area. Although, RocFD is not an ambulance provider, the standard approximates what may be considered appropriate response times to medical emergencies within the District.

The District's capacity is marginally constrained by the difficulties RocFD is having recruiting additional firefighting staff.

Dispatch and Communications

Fire agencies serving the unincorporated territory in western Placer County are dispatched by two separate agencies. Fire districts are dispatched by the Placer County Communications Division of the Placer County Sheriff's Department. Placer County Fire Department, which is providing services through a contract with CAL FIRE, is dispatched by the CAL FIRE Grass Valley Emergency Command Center. The cities of Roseville, Rocklin and Lincoln have their own dispatch centers and frequencies, while the cities of Auburn and Colfax contract with CAL FIRE. Dispatch for RFPD is provided by the City of Rocklin.

All Rocklin dispatchers are trained in Emergency Medical Dispatch protocols. Dispatchers can give life-saving emergency medical instructions over the telephone prior to the arrival of the first responders.

Communications Center services include dispatch for Rocklin police and fire departments, telecommunications for the deaf, computer aided dispatch, alternate answering point for Roseville Police Department, primary public service answering point with "enhanced 9-1-1" capabilities, AT&T Language line with 123+ languages available for translation, "Emergency Medical Dispatch" with pre-arrival instructions, and radio communications with city departments and outside law enforcement agencies.

Up until recently California Highway Patrol answered all 9-1-1 calls for help from a cellular telephone. Locations of these calls were identified manually and forwarded to the appropriate law enforcement or fire dispatch center. Rocklin Police Department has teamed with wireless telephone carriers to route calls directly to Rocklin center. Rocklin communications center is live with Cellular 9-1-1 calls from Cingular, Verizon, T-Mobile and Metro PCS wireless customers within the city limits of Rocklin.

Rocklin dispatch center is the first agency in the Placer/Sacramento region with the available technology to answer enhanced 9-1-1 cellular telephone calls. These changes in technology and routing were made with the goal of improving response time by direct communication in emergencies.

RocFD recognizes that multiple communication and response problems are caused by multiple dispatch centers in the area and reported that fire chiefs in western Placer County had had several meetings on consolidated fire dispatch; law enforcement agencies,

however, expressed no interest. RocFD is supportive of a countywide dispatch center for fire service, leaving police departments out of the consolidation. As reported by the Department, in the short term consolidation of the dispatch centers of the three cities, including Lincoln, Roseville and Rocklin, is the most likely possibility.

Capability at an Incident

At present the RocFD's capability at an incident is one engine and three personnel for medical emergencies, two engines, one truck, one BC, and 11 personnel for low structural fire, and four engines, two trucks, two BCs, and 22 personnel for high structural fire.

Status of, and Opportunities for, Shared Facilities

RFPD uses the City of Rocklin's public safety building for its Board meetings. For information regarding facility sharing practices of the City of Rocklin Fire Department refer to the *City of Rocklin Fire Department* chapter.

Infrastructure Needs

RFPD does not have any infrastructure needs of its own. The District relies on the City of Rocklin's fire infrastructure for the service provision within its boundaries.

RocFD reported that it needed to relocate its station 23 to a new location that would decrease response times. Additionally, as the City grows and the demand for services increases, RocFD will require a new station. The Department projects the new station to be built on Rocklin Road.

The Department reported a need for new Type I vehicle.

Challenges

RocFD reported that it was increasingly more difficult to comply with new unfunded government mandates and tightened regulations that require additional repair and replacement of aging infrastructure. It has been challenging for the Department to recruit firefighters and fill additional positions.

SERVICE ADEQUACY

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

As fire services are not provided by the District directly, service adequacy in this section (except for expenditures per capita) is applicable to the actual service provider–Rocklin Fire Department.

Fire services in the communities are classified by the Insurance Service Office (ISO), an advisory organization. This classification indicates the general adequacy of coverage, with classes ranking from 1 to 10. Communities with the best fire department facilities, systems for water distribution, fire alarms and communications, and equipment and personnel

receive a rating of 1. Placer County encourages local fire protection agencies in the County to maintain minimum ISO ratings of 4 in urban areas, 6 in suburban areas and 8 in rural areas. RocFD has an ISO of 2. The Department was last evaluated in 2013.

The National Fire Protection Association (NFPA) has issued response time performance standards depending on the service structure of the agency. The response time is measured from the completion of the dispatch notification to the arrival time of the first-responder at the scene. Though not a legal mandate, these standards provide a useful benchmark against which to measure fire department performance. For agencies with paid staff, NFPA 1710 identifies the response time guideline of six minutes at least 90 percent of the time. For volunteer and combination fire departments, NFPA 1720 recommends that the response times for structure fire be nine minutes in urban demand zones at least 90 percent of the time, 10 minutes in suburban zones at least 80 percent of the time and 14 minutes in rural zones at least 80 percent of the time. Response times in remote zones are directly dependent on travel distances.[179] RocFD is an agency with paid staff and would therefore be subject to the NFPA 1710 guidelines.

The local emergency medical services agency (LEMSA) for Placer County is Sierra-Sacramento Valley Emergency Medical Services Agency (S-SVEMS).[180] Emergency ground ambulance service for the majority of Placer County is provided by American Medical Response under an exclusive operating agreement (EOA) with S-SVEMS. Foresthill FPD, North Tahoe FPD[181] and South Placer FPD also provide emergency ambulance service to their districts under EOAs. Emergency response time standards set by S-SVEMS in Placer County vary for each of the four approved providers and by the level of urbanization of an area (the more urban an area, the faster a response should be).[182]

Although RocFD is not an ambulance service provider, the response standard required for AMR in the City of Rocklin indicates what may be considered appropriate response times for medical emergencies for the City fire department, which is eight minutes 90 percent of the time.

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

[180] S-SVEMS is responsible for planning, development and implementation of all EMS components, including regional trauma system planning, qualification, accreditation, authorization of all prehospital care personnel, EMS system design, and compliance with local and state regulations.

[181] North Tahoe FPD does not provide ambulance transport services in western Placer County and is therefore out of scope of this report and will not be discussed further.

[182] Response time standards for American Medical Response (AMR) are eight minutes 90 percent of the time in the cities of Roseville and Rocklin and in the City of Auburn and the County (all of the City of Auburn and County area half a mile west of SR 49 from the City of Auburn to Dry Creek Road, east of SR 49 up to and including I-80 North to include Bell Road, and half a mile east of SR 49 from Bell Road to Dry Creek Road), 15 minutes 90 percent of the time in Auburn east to include Colfax and Auburn west to Rocklin, 10 minutes 90 percent of the time in Lincoln, 20 minutes 90 percent of the time in rural areas of AMR service area in Placer County, and as soon as possible in wilderness areas. South Placer FPD is required to respond with ALS on scene 10 minutes 90 percent of the time and ambulance on scene 15 minutes 90 percent of the time. The requirement for Foresthill FPD is to respond within 15 minutes 90 percent of the time in Foresthill, Todd Valley Estates and Baker Ranch.

Placer County encourages local fire protection agencies in the County to have an average response times to emergency calls of four minutes in urban areas, six minutes in suburban areas and 10 minutes in rural areas. RocFD has adopted a response time standard set by the American Heart Association of eight minutes 90 percent of the time.[183]

RocFD's 80th percentile response time in the District is 6.39 minutes, the 90th percentile response time is 6.79 minutes, the median response time is 5.45 minutes, and average response time is 5.6 minutes. The Department's response times in RFPD are slightly longer than what is recommended by NFPA 1710 guidelines.

The service area size for each fire station varies between the fire districts. The median fire station in Placer County serves approximately seven square miles. ~~Placer Hills FPD station~~PCF serves the most expansive area of 34~~46.7~~ square miles per each of its stations. Densely populated areas tend to have smaller service areas. For example, the median service area of the city fire department stations is 4.5 square miles. By comparison, each fire station in the City of Rocklin service area (which includes RFPD) serves approximately 6.6 square miles.

The number of firefighters serving within a particular jurisdiction is another indicator of level of service; however, it is approximate. The providers that rely on volunteer or call firefighters may have differing staff availability and reliability. An agency with more firefighters could have fewer resources, if availability is limited due to work and personal obligations. Staffing levels in Placer County vary from 0.5 firefighters per 1,000 residents in in the City of Lincoln to 37.7 firefighters in Alta FPD. By comparison, RocFD has on average approximately 0.63 firefighters per 1,000 residents, including residents within RFPD.

Operating expenditures per capita is often reflective of the level of service offered by a fire provider as determined by financing constraints. The least amount of money per capita was spent by the Colfax Fire Department ($18.77). South Placer FPD expended the most per capita ($274.90). To compare, RFPD spent $63 per capita in FY 12-13.

Figure 14-8: RocFD Fire Service Profile

Agency Resource Statistics	
Staffing base year	2014
Fire stations in agency boundaries	3
Fire stations serving the agency	3
Square miles served per station	6.6
Total staff	37
Total firefighting staff	36
Total firefighting staff per station	12
Total firefighting staff per 1,000 residents	0.63[184]

[183] The American Heart Association's scientific position is that brain death and permanent death start to occur in four to six minutes after someone experiences cardiac arrest. Cardiac arrest can be reversible if treated within a few minutes with an electric shock and ALS intervention to restore a normal heartbeat. Verifying this standard are studies showing that a victim's chances of survival are reduced by seven percent to 10 percent with every minute that passes without defibrillation and advanced life support intervention. Few attempts at resuscitation succeed after 10 minutes.

[184] Combined population of the City of Rocklin and Rocklin FPD

Operating expenditures per capita	$63
Service Demand	
Statistical base year	2013
Total service calls	18
% EMS	56%
% Fire/hazardous materials	11%
% Motor vehicle accidents	11%
% False alarms	6%
% Miscellaneous emergency	0%
% Non-emergency	17%
% Mutual aid calls	N/A
Calls per 1,000 residents	38
Service Adequacy	
Median response time	5.45
80th percentile response time	6.39
90th percentile response time	6.79
ISO Rating	2

ROCKLIN FIRE PROTECTION DISTRICT DETERMINATIONS

Growth and Population Projections

- Rocklin Fire Protection District (RFPD) has an estimated population of 455.
- RFPD reported that the District experienced minimal population growth in the last few years. Growth primarily originates from the development of the former rural properties. Reportedly, the demand for services has not changed.
- The District expects very minimal population growth in the next 10 years; however, no population projections have been completed by RFPD. It was reported that the District forecasted its service demand through the annual review of the incident types within its boundaries.
- RFPD's boundary area (Greenbrae Island) has recently been annexed by the City of Rocklin; however, proposal for the District dissolution has not yet been submitted to LAFCO.
- According to the City of Rocklin Zoning Map, there are two planned residential developments in the southeastern part of the District.
- Based on the Department of Finance (DOF) population forecasts, the District's population is projected to increase by 12 percent from 2010 to 2020. According to the Sacramento Area Council of Governments (SACOG) projections, the population of RFPD is anticipated to increase by 19 percent between 2008 and 2020.

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

- According Census data mapped by the Department of Water Resources, there are two communities in Placer County, located south of the City of Auburn and in the community of Newcastle, that meet the disadvantaged community's median household income definition. There are no disadvantaged unincorporated communities within or adjacent to the RFPD bounds and sphere of influence.

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

- RFPD does not directly provide services within its boundary area; the direct service provider within the District is the City of Rocklin Fire Department (RocFD).
- RFPD does not employ any staff of its own and does not own any facilities or equipment. Therefore, capacity and service adequacy of the District are assessed through RocFD's ability to provide services within the District.
- RocFD currently has excess capacity and is therefore able to provide services to Rocklin FPD and eliminate the need for duplicate infrastructure.

- The projected future increase in demand for RocFD, within the City, the Department's service area, and planned growth areas, would require additional personnel and a new fire station. The Department is looking to hire additional firefighting staff to reduce overtime costs.
- It appears that currently the Department's facilities have moderately sufficient capacity to provide services to the RFPD boundary area based on the condition of the City's facilities and RocFD's response times to service calls within the District. Although the City's stations are generally in adequate condition, Station 23 that mainly serves the RFPD territory is in need of repairs and relocation, which constitutes a capacity constraint. RocFD's response times to structural fire calls within the District are slightly longer than the National Fire Protection Association (NFPA) 1710 standards.
- At present, RocFD's capability at an incident is one engine and three personnel for medical emergencies, two engines, one truck, one battalion chief vehicle, and 11 personnel for low structural fire, and four engines, two trucks, two battalion chief vehicles, and 22 personnel for high structural fire.
- RocFD services within RFPD appear to be adequate. The Department has an ISO rating which is the best in the County. Based on service area served per station, RocFD operates at a comparable level to the average urban Western Placer fire agency. RocFD's staffing ratio per capita is one of the lowest amongst the fire providers in the study area.
- RFPD expenditures (materials, supplies, insurance, contract with RocFD, training, hydrant maintenance, Board compensation) equate to one of the lowest expenditure rates per capita for fire services in Western Placer.
- District management methods appear to generally meet accepted best management practices. The District prepares a budget before the beginning of the fiscal year, conducts financial audits for each fiscal year, and maintains current transparent financial records.

Financial Ability of Agencies to Provide Services

- The District reported that financing levels were generally adequate to provide services. The main challenge reported is the decrease in tax revenue.
- The FY 12-13 audit identified one deficiency in internal control of the District—RFPD relies on the auditor for generally accepted accounting principles.
- The District's primary source of revenue is property taxes.
- RFPD purchases fire equipment as-needed and donates it to RocFD.
- RFPD had no long-term debt at the end of FY 12-13.
- The District has a management practice to keep carry over funds from the previous fiscal year as financial reserves. At the end of FY 12-13, RFPD had $110,279 in the assigned contingencies reserve and $8,613 in the unassigned fund.
- RFPD does not participate in any Joint Powers Authorities (JPAs).

- The District does not participate in any retirement or benefit plans as it does not have any employees.

Status of, and Opportunities for, Shared Facilities

- RFPD uses the City of Rocklin's public safety building for its Board meetings.
- RocFD, the direct service provider, practices additional facility sharing that are described in detail in the *City of Rocklin Fire Department* chapter and determinations.

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

- RFPD demonstrates partial accountability and transparency with regard to its governance. The District cooperated with the MSR process. RFPD publishes agendas for public meetings as legally required and has adopted a conflict of interest code. Board members file Form 700 Statements of Economic Interest and receive timely ethics trainings.
- The District does not have a website where it makes information available to public. Additionally, RFPD has not adopted a set of bylaws that would provide framework and direction for district governance and administration. The District does not have policies regarding code of ethics, Brown Act requirements, public request for information, or expense reimbursements.
- A governance structure option for the District is to be dissolved due to annexation to the City of Rocklin. The City is expected to submit a dissolution proposal to LAFCO in the near future.

ROCKLIN FIRE PROTECTION DISTRICT SPHERE OF INFLUENCE UPDATE

Existing Sphere of Influence Boundary

Rocklin FPD's sphere of influence (SOI) is currently out of date. An updated SOI will need to be adopted by LAFCO.

SOI Options

Two options were identified with respect to RFPD's SOI.

Option #1 – Zero SOI

If the Commission determines that the agency should be dissolved and the City of Rocklin take on fire services in the area directly, it would be appropriate to adopt a zero SOI.

Option #2 – Coterminous SOI

If the Commission determines that no changes are needed in the existing service provision arrangement, adoption of coterminous SOI is appropriate.

Recommended Sphere of Influence Boundary

The territory of RFPD was recently annexed into the City of Rocklin, and RFPD supported the annexation and adopted a resolution unanimously recommending the dissolution of the District as part of the annexation application since it is more efficient for the City to provide fire protection service directly to the territory. Unfortunately, the dissolution portion of the annexation proposal was removed from the application and not acted upon by LAFCO due to the fact that the property tax transfer for the dissolution was not completed in time. Because all municipal services, including fire protection services, are currently provided by the City, it is appropriate to dissolve the Fire District. Accordingly, it is recommended that LAFCO proceed with the dissolution as requested by RFPD and eliminate the sphere of influence for the District.

~~Given that the territory of RFPD has recently been annexed into the City of Rocklin, and that the District at present still receives services from Rocklin Fire Department through a contract, the logical step is to go forward with the district dissolution. The City is yet to submit a dissolution proposal to LAFCO. It is recommended, however, that the Commission adopt a zero sphere of influence for Rocklin FPD, encouraging its dissolution. The annexation has eliminated the need for the District's existence, and dissolution will result in more logical and efficient service provision.~~

As the current land use authority and service provider within RFPD's territory is the City, other options regarding the potential for joint fire agency SOIs are discussed in the *City of Rocklin's Sphere Update*.

Proposed Sphere of Influence Determinations

Nature, location, extent, functions, and classes of services provided

- Rocklin Fire Protection District (RFPD) provides fire suppression, emergency medical, and technical rescue services through a contract with the City of Rocklin Fire Department (RocFD).

Present and planned land uses, including agricultural and open-space lands

- Land uses within RFPD are mostly residential. The City of Rocklin is the land use authority for the district territory.
- The entirety of RFPD lies within the City of Rocklin's boundaries and the planning area. The City's plans include land uses and population growth indicating an ongoing need for fire and EMS services. City policies support the provision of adequate fire and EMS services throughout city boundary area. The City of Rocklin requires fire code compliance when approving development plans.
- Fire and paramedic services are needed in all areas, are already being provided, and do not, by themselves, induce or encourage growth on agricultural or open space lands.

Present and probable need for public facilities and services

- As indicated by the service call volume and projected population growth, there is a present and anticipated continued need for fire protection services within Rocklin FPD.

Present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide

- Fire services for RFPD are provided by the City of Rocklin. RFPD does not employ any staff of its own and does not own any facilities or equipment. Therefore, capacity and service adequacy of the District are assessed through RocFD's ability to provide services within the District.
- It appears that currently the Department's facilities have moderately sufficient capacity to provide services to the RFPD boundary area, based on the condition of the City's facilities and RocFD's response times to service calls within the District. Although the City's stations are generally in adequate condition, Station 23 that mainly serves RFPD territory is in need of repairs and relocation, which constitutes a capacity constraint. RocFD's response times to structural fire calls within the District are slightly longer than the National Fire Protection Association (NFPA) 1710 standards.
- RocFD currently has some excess capacity and is therefore able to provide services to Rocklin FPD and eliminate the need for duplicate infrastructure.
- The projected future increase in demand for RocFD, within the City, the Department's service area, and planned growth areas, would require additional

personnel and a new fire station. The Department is looking to hire additional firefighting staff to reduce overtime costs.

- RocFD services within RFPD appear to be adequate. The Department has an ISO rating which is the best in the County. Based on service area served per station, RocFD operates at a comparable level to the average urban Western Placer fire agency. RocFD's staffing ratio per capita is one of the lowest amongst the fire providers in the study area.
- RFPD expenditures (materials, supplies, insurance, contract with RocFD, training, hydrant maintenance, Board compensation) equate to one of the lowest expenditure rates per capita for fire services in Western Placer.
- District management methods appear to generally meet accepted best management practices.

Existence of any social or economic communities of interest

- RFPD indirectly serves the population within its boundaries. The rest of the City of Rocklin residents, as well as computers, are also users of the services contracted by RFPD.
- The City of Rocklin, as the direct service provider for RFPD, provides mutual and automatic aid to other areas of Placer County and California.

Present and probable need for public facilities and services of any disadvantaged unincorporated communities within the existing Sphere of Influence

- Based on Census data as mapped by the Department of Water Resources, there are no disadvantaged unincorporated communities within or adjacent to the District,s boundaries and sphere of influence, and as such no present or probable need for public facilities and services of any disadvantaged unincorporated communities relevant to RFPD were identified.

15. CITY OF ROSEVILLE FIRE DEPARTMENT

City of Roseville Fire Department (RosFD) provides fire, emergency medical services, rescue, and hazardous material services, as well emergency preparedness services. A municipal service review (MSR) for RosFD was last completed in 2010.

AGENCY OVERVIEW

Background

The City of Roseville was established as a "railroad town" in the late 1800s and grew to be one of the largest railroad switching yards in the United States. Roseville was incorporated on April 10, 1909, at which time the population was approximately 2,500 residents. The city grew at a fairly slow rate until the early 1980's.

The Roseville's Fire Department was organized in 1907 as a citizen volunteer fire department. In 1910, it became the Municipal Volunteer Fire Department, consisting of two hose carts, each with six firefighters and a captain. Today RosFD is one of the departments of the City of Roseville.

Boundaries

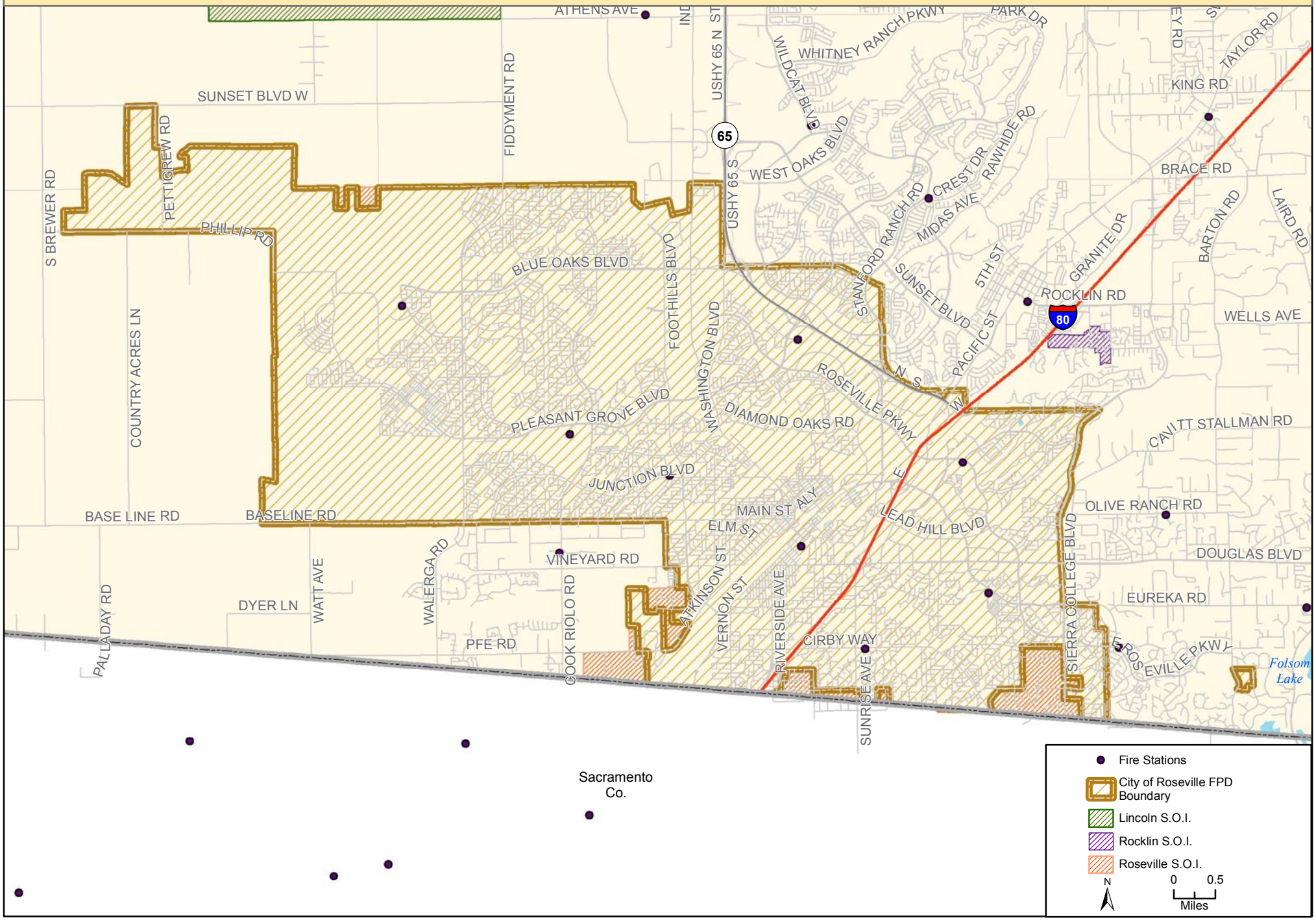
As shown in Figure 15-1, the City of Roseville is located in western Placer County, 19 miles northeast of Sacramento and 16 miles southwest of Auburn. Roseville includes two non-contiguous areas, a smaller one of which is completely surrounded by South Placer FPD and includes Roseville Water Treatment Plant. The City borders Placer County Fire Department in the south, west, and north, City of Rocklin in the northeast, South Placer FPD in the east and south, and Sacramento Metropolitan Fire District in the south. The City of Roseville encompasses approximately 36 square miles.

Sphere of Influence

The City's sphere of influence (SOI) is larger than its boundary area and includes 37.3 square miles compared to 36 square miles of incorporated area. The SOI outside of the city boundaries contains five subareas, including Booth Road, PFE Road, Livoti Tract, Annabelle, and M.O.U. Remainder Area.

County of Placer

Fire Municipal Services Review
City of Roseville Fire Department



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Date: 12/1/2015

Type and Extent of Services

Services Provided

Figure 15-2 details the services provided by RosFD. If a service is not provided by RosFD, but is offered by another agency, it is indicated in the figure.

Figure 15-2: RosFD Services

Service	Agency
Fire Suppression Services	
Structural Fire Protection	Yes
Wildland Fire Protection	Yes
Vehicle Fire Protection	Yes
Ladder Truck Capabilities	Yes
Fire Suppression Handcrew	CAL FIRE
Fire Suppression Dozer	Sac Metro
Helicopter Services – Fire Suppression	Sac Metro
Boat With Fire Suppression Capabilities	No
Emergency Medical Services	
Basic Life Support Provider	Yes
Advanced Life Support - Non Transport Provider	Yes
Advanced Life Support Transport Provider	AMR
Continuing Education Provider - Medical	Yes
Air Ambulance Transport Helicopter Services	Cal Star, Lifeflight
Helicopter Landing Facilities On Site	No
Vehicle Extrication Tools/Equipment	Yes
Fire Prevention	
Fire Safety Education – Children	Yes
Fire Safety Education – Adults/Seniors	Yes
Juvenile Firesetter Prevention Program	Yes
Fire and Life Safety Business Inspection Program	Yes
Fire Protection Planning	Yes
New Commercial Construction Plan Reviews	Yes
Public Education Provider (CPR, First Aid, etc.)	Yes
Home Fire/Safety Inspections	Yes
Fire Origin and Cause Investigations	Yes
Fuel Reduction/Weed Abatement Program	Yes
Smoke Detector Giveaway/Installation Program	No
Address Sign Installation Program	No
Rescue Services	
First Responder Swift Water Rescue Program	Yes
Water Rescue Program	Yes
Ice Rescue Program	No
Dive Rescue Program	No

Low angle Rope Rescue Program	Yes
Helicopter Short/Long Haul Rescue Capabilities	Sheriff/HP
Response To Boating Accidents	No
Rescue Dog Services	No
Hazardous Materials	
Hazardous Materials Emergency Response - Basic	Yes
Hazardous Materials Response Team	Yes
Support Services	
Firefighter Incident Support Unit	Yes
Mobile Incident Command/Communications Unit	Yes
Fill Station for Self Contained Breathing Apparatus	Yes
Mobile Breathing Support Unit	Yes
Community Emergency Response Team	No
Chaplain Services	Placer County Law Enforcement Chaplaincy (PCLEC)
Training Academy	Yes
Emergency Operations Center Capabilities	Yes
Miscellaneous	
Public Service Assists	Yes
Motor Vehicle Accident Response	Yes
Welfare Checks	Yes
Public Safety Answering Point	Yes
Fire/EMS Dispatch	Yes
Fundraising Activities	Yes
Firefighters Association - Non Profit	Yes
Auxiliary Association	No
Other	
Bike Team	Yes
Tactical Paramedics	Yes
Life Vest Loaner Program	Yes
Safe Kids- Buckle Up Baby	Yes

Collaboration

RosFD is a signatory of the Western Placer County Cooperative Fire Services Response Agreement along with 12 other fire protection agencies in western Placer County, including Alta Fire Protection District, CAL FIRE/Placer County Fire Department, Foresthill Fire Protection District, Loomis Fire Protection District, Newcastle Fire Protection District, Penryn Fire Protection District, Placer Hills Fire Protection District, South Placer Fire Protection District, City of Colfax Fire Department, City of Lincoln Fire Department, City of Auburn Fire Department, and City of Rocklin Fire Department. According to the agreement, the agencies provide automatic aid to each other and make use of the closest resource

dispatching fire, rescue, and medical emergency response without regard to jurisdiction or statutory responsibility.[185]

RosFD has automatic aid agreements with Sacramento Metropolitan Fire District, CAL FIRE, City of Rocklin Fire Department, and South Placer Fire Protection District, and mutual aid agreement with the State of California.

RosFD is a member of Western Placer Fire Chiefs Association, Cal Chiefs, International Fire Chiefs Association (IFCA), and International Code Council. The Department participates in the Crude Oil By Rail County Plan, which is currently being developed.

Service Area

RosFD provides services beyond its boundaries through the Western Placer County Cooperative Fire Services Response Agreement, statewide Mutual Aid System and agreements with other agencies discussed above. In 2006, fire protection agencies in Placer County signed a "boundary drop" agreement according to which the closest resource to an incident responds regardless of boundaries.

Because of its close proximity to the southwestern side of the city boundary, the City's Station 2 often assists Placer County Fire Department Zone 165 (Dry Creek) with calls. Similarly, due to its location, Station 3 commonly responds to calls on I-80 and provides mutual aid to Sacramento County. Station 4 borders Granite Bay and often responds with South Placer FPD when necessary. Station 6 is adjacent to Rocklin city limits and is often called to assist to Rocklin FD. Crew from Station 7 is occasionally called upon to assist with rescue emergencies throughout California caused by earthquakes, floods, and other disasters.

Agencies with which RosFD has automatic aid agreements frequently reciprocate and assist the Department when needed. For example, SPFPD responds to emergencies at the Roseville Water Treatment Plant located within the City boundaries, but completely encompassed by the District.

Services to Other Agencies

The Department provides services to other fire departments on a cost recovery basis, including Sierra College by making its training center available for the fire academy. Fees are charged according to facility use fee schedule.

Additionally, RosFD has use agreements with other agencies and rents out its facilities on as-needed basis.

Contracts for Services

The City has a contract with SPFPD according to which RosFD provides plan review and inspection services to the District. SPFPD is charged according to the City's fee schedule.

[185] Western Placer County Cooperative Fire Services Response Agreement Operational Plan, June 2012

Overlapping Service Providers

The California Department of Forestry and Fire Protection (CAL FIRE) provides services throughout the State. Generally, CAL FIRE services are focused in wildland areas defined as State Responsibility Areas (SRA). Similarly, the United States Forest Service (USFS) also provides services in California, primarily within forests and grasslands. Areas where USFS services are focused are defined as Federal Responsibility Areas (FRA). The entire City of Roseville is designated as Local Responsibility Area (LRA) and is not considered by CAL FIRE to be a very high fire hazard severity zone. CAL FIRE provides technical support throughout the County in the form of specialized services such as fire suppression handcrews, dozers, and helicopter services when necessary.

ACCOUNTABILITY AND GOVERNANCE

Accountability of a governing body is signified by a combination of several indicators. The indicators chosen here are limited to 1) agency efforts to engage and educate constituents through outreach activities, in addition to legally required activities such as agenda posting and public meetings, 2) timely ethics training for board members and an adopted reimbursement policy, 3) a defined complaint process designed to handle all issues to resolution, 4) adopted bylaws that provide a framework and direction for governance and administration, 5) adoption of a conflict of interest code as required, 6) proper filing of Form 700 by the governing body members, and 7) transparency of the agency as indicated by cooperation with the MSR process and information disclosure.

The City of Roseville is a charter city with a five-member City Council elected to staggered four-year terms. The City operates under a council–manager form of government. The Council meets on the first and third Wednesday of the month at 7:00 p.m. at the City Hall. Agendas are posted at the entrance to the City Hall, in prominent city locations, including city clerk's department and Roseville public library, and online. Residents may watch live broadcasts of all public meetings or stream online. Information about City Council meetings is shown in Figure 15-3.

Figure 15-3: City of Roseville Governing Body

City of Roseville		
Governing Body		
Manner of Selection	Elections at large.	
Length of Term	4 years	
Meetings	First and third Wednesday of the month at 7:00 p.m.	City Hall 311Vernon Street, Roseville, CA
Agenda Distribution	Posted at the entrance to the City Hall, library, and online.	
Minutes Distribution	Posted online. Streaming video. Broadcasts.	
Contact (Fire Department)		
Contact	Rick Bartee, Fire Chief	
Mailing Address	401 Oak St., Roseville, CA 95678	
Phone	916-774-5825	
Fax	916-774-5819	
Email/Website	rbartee@roseville.ca.us	

	http://www.roseville.ca.us

The City communicates with residents through a series of newsletters and encourages participation on its thirteen boards and commissions. Roseville makes information about its fire department available on a subsection of the main city website. Constituents may learn about the Department's history and organizational structure, fire station locations and purpose, news and alerts, safety tips, and contact information.

Each City Councilmember receives a salary of $8,369, while the mayor gets $10,259 a year. Councilmembers are also entitled to reimbursements. Government Code §53235 requires that if a local agency provides compensation or reimbursement of expenses to its members of the governing body, the members must receive two hours of training in ethics at least once every two years and the agency must establish a written policy on reimbursements. It was reported that the City Councilmembers last received ethics training in 2014. The City has established a written policy on expense reimbursement.

Constituents may submit their comments or complaints online or during City Council meetings.

The City Council has adopted a set of policies that provide a framework and direction for city governance and administration. Included are policies on code of ethics, Brown Act requirements and public requests for information.

The Political Reform Act (Government Code §81000, et seq.) requires state and local government agencies to adopt and promulgate conflict of interest codes. The Fair Political Practices Commission has adopted a regulation (California Code of Regulations §18730), which contains the terms of a standard conflict of interest code, which can be incorporated by reference in an agency's code. The City has adopted a conflict of interest code.

Government Code §87203 requires persons who hold office to disclose their investments, interests in real property and incomes by filing appropriate forms with the appropriate filing agency (i.e., the County or the Fair Political Practices Commission) each year. All City Councilmembers filed their Statements of Economic Interest for 2015.

During the course of this MSR process, RosFD demonstrated full accountability in its disclosure of information and cooperation with Placer LAFCO. The Department responded to questionnaires and cooperated with information and document requests.

PLANNING AND MANAGEMENT PRACTICES

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

The Department employs full-time paid 117 personnel, including one fire chief, two assistant chiefs, two division chiefs, five battalion chiefs, 30 captains, 30 engineers, 36 firefighter/paramedics, two senior inspectors, four inspectors, one fire technician, one administrative analyst, one administrative assistant, one EMS QA Coordinator, and one Public Information Officer (PIO). Inspectors, technicians, analyst, assistant, coordinator,

and PIO are administrative personnel, while the rest of the staff are firefighting personnel. The Fire Department consists of five divisions, including operations, EMS, Training, Fire and Life Safety, and Logistics.

Fire chief oversees assistant chiefs, division chiefs, and administrative assistant and analyst. Battalion chiefs and inspectors report to division chiefs. The rest of the firefighting personnel report to battalion chiefs. All employees undergo regular formal evaluations. The Department tracks employee workload through time sheets, logs, and service calls.

The Department evaluates its own performance through monitoring emergency response times to ensure that performance goals are met as well as reviewing other performance indicators to evaluate capability, coverage, demand for services, and trends. In the early 2000s, Roseville Fire Department underwent a self-assessment study process established by the Commission on Fire Accreditation International. Reportedly, this process allowed the Department to perform a thorough analysis of all aspects of the organization, including all programs and services provided. The Department obtained full International Accreditation in 2005 and 2010. RosFD has recently completed the process for reaccreditation. The accreditation was awarded and will be received in March of 2016.

The City's financial planning efforts include an annually adopted budget and a Comprehensive Annual Financial Report (CAFR), both of which include financial planning for the Fire Department. The City's five-year capital improvement program is incorporated in its annual budgets. The Fire Department's short- and long-term goals are included in RosFD 2014-2017 strategic plan. The Department's mission is to protect and enhance the safety and well being of residents, businesses and customers, and partners.

City of Roseville Fire Department was recognized by the national publication Government Technology Magazine for pioneering the use of advanced electrocardiograph technology to diagnose and rapidly treat victims of acute coronary disease (heart attack).

The filing of local agency budgets and related exemptions is governed by Government Code §53901, which states that unless exempted by the county auditor every local agency, with the exception of fire protection districts, must file a copy of its annual budget with county auditor within 60 days after the beginning of the fiscal year. The adoption of a final budget for fire protection districts is governed by Health and Safety Code §53901, which requires their annual budgets to be adopted and forwarded to the county auditor on or before October 1st of each year. The City reported that its annual budget had not been submitted to the County Auditor.

It was reported that the City had not been under review by or received citations from California Occupational Safety and Health Administration (CALOSHA) in at least the last three years.

EXISTING DEMAND AND GROWTH PROJECTIONS

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

Land Use

Land uses within the City consist of residential, commercial, office, industrial, public, parks and recreation, open space, and urban reserve. The City's bounds encompass approximately 36 square miles.

Current Population

According to the 2010 Census, there were 118,788 people in the City of Roseville. The population density within the City was approximately 3,300 people per square mile.

According to the California Department of Finance (DOF), Roseville's estimated population in 2010 was 115,781, and the City's daytime population, which included those coming into Roseville to work, shop, and do business, was estimated to be 145,000. As of January 1, 2015, DOF estimated Roseville's population to be 128,382.

Projected Growth and Development

The City of Roseville is the largest city in Placer County and has experienced considerable residential and commercial growth over the past two decades. Growth reportedly has mostly been concentrating on the western side of the City. Over the past twenty years, Roseville has grown at a rate considerably above that of Placer County and the surrounding region. The full-time population increased by about 45 percent from 2000 to 2010. In addition to a considerable jump in residential growth, Roseville has experienced significant non- residential growth in a variety of new business, commercial, and industrial developments.

Roseville currently has an annual growth rate of 4.8 percent, which is slightly higher than the state average of 3.22 percent. For planning purposes, the City assumes, based on economic conditions and available land use, that growth rates between 2020 and 2030 will not exceed those experienced between 1970 and 1990 (4.59 percent). It is also anticipated that overall rates will be less than those experienced during the accelerated growth of the mid to late 1980's (8.59 percent).

The City reported that there were eight development projects within its boundaries, SOI, and areas adjacent to the City in different stages of completion. For more information, refer to Figure 15-4.

Figure 15-4: Planned and Proposed Developments in the City of Roseville

Development Project	Number of units or square footage	Location	Anticipating to serve?	Status
Baseline Marketplace	745,000 square feet, 82 acres of commercial dev.	West Roseville	Yes	Approved

HP Campus Oaks	189 acres- mixed use project[186]	North Roseville	Yes	Under review
NCRSP Parcel 49- Bayside Church & Top Golf	404,500 square feet of mixed use development[187]	North Roseville	Yes	Approved
NIPA Parcels 7 & 8 FBI Offices	128,000 square feet	North Roseville	Yes	Construction started
WRSP Build Out	10,500 residential units	West Roseville	Yes	Specific plan
Sierra Vista	3,482 lots	West Roseville	Yes	Specific plan
Amoroso Ranch	2,907 units, 1 elementary school, 1 fire station	North Roseville	Yes	Specific plan Annexation application is under LAFCO review
Placer Ranch	9 million commercial square feet[188]	North Roseville	Yes	Specific plan

Placer Ranch is located outside of the city boundaries and SOI, but was originally included in the Roseville planning area. It is however unclear at this time whether the City will pursue its development.

The City of Roseville conducts its population projections in the City's General Plan. The General Plan's estimates of when Roseville will achieve buildout (the maximum development allowed by zoning) vary based on the methodology used. Under all scenarios, however, Roseville and the Placer County/Sacramento Metropolitan region are expected to remain attractive to both residential and commercial development. As growth rates continue to climb in the region, the City of Roseville has captured an increasing share of that growth. Considerable recent growth in Roseville is attributed to the annexation of the West Roseville Specific Plan area of 3,162 acres. Additional growth is expected from the future annexation of the 2,064-acre Sierra Vista Specific Plan area. The population, when all residential property is developed, is projected to be over 162,000 by 2025.

[186] 948 residential units, business professional, commercial and tech/research and development uses, parks, one fire station, new roadways.

[187] Bayside Church and Top Golf- 64,000 square feet Top Golf indoor and outdoor golf entertainment complex, 150,000 square feet church complex, multi-story hotel, several retail, restaurant, and office buildings totaling about 185,000 square feet.

[188] 2,200 acres: 300 acre California State University Sacramento, 5,000 residential units of varying densities, student and faculty housing units associated with the University, one middle school, one elementary school. Commercial, office, and light industrial land uses, open space and parks.

According to California Department of Finance (DOF) data, the population of Placer County is expected to grow by 12 percent over the 10-year period from 2010 to 2020. Thus, the average annual population growth in the County is anticipated to be approximately 1.12 percent. Based on these projections, the City's population would increase from 118,788 in 2010 to approximately 133,043 in 2020.

Based on the Sacramento Area Council of Governments (SACOG) projections, the population of the City of Roseville is anticipated to grow to 140,694 by 2020 and to 158,717 by 2035.

Growth Strategies

The City of Roseville General Plan 2025 was adopted by the City Council on May 5, 2010. Within the City limits there are fifteen subareas that have been planned for urban development. These include the Infill Area, the North Industrial area, and the City's thirteen specific plan areas.

Based on growth projections and current land use allocations in the General Plan, the City could see a shortage of residential area and an excess of area designated for employment and service-based uses by 2025. With land uses as currently designated, all residential land could be developed by 2025. Even if the land area analyzed is broadened to include unincorporated lands within commuting distance, an imbalance will still exist based on currently allocated land uses. Residential land will be exhausted well before complete buildout of nonresidential land could occur.

Lands within Roseville SOI but outside of its boundaries, while not within the City's incorporated boundaries, do bear relation to Roseville's planning efforts. Lands within the City's sphere of influence are considered likely to be within the ultimate physical boundaries and service area of Roseville. Although it is not required that the city annex these areas, it is probable that these areas will be considered for annexation in the future. The City does not have the jurisdiction or ability to control projects within its sphere, but it does receive notices and may comment on any such projects.

In addition, the City has an expanded cooperation agreement in place with Placer County for the area within its sphere of influence to the west. This area is commonly referred to as the City/County Memorandum of Understanding (MOU) area, which provides guidelines for the City or County to follow to ensure that development proposed within it is planned for cooperatively though input from both agencies.

There anticipated to be a demographic change in the region in the next 20-50 years, with an increase in the share of the population over 55 years of age or older, and smaller average household size. Roseville has adopted policies that focus on the development of performance standards, such as maintaining levels of service, that provide criteria for planning and managing growth by requiring the mitigation of growth impacts and the provision of tangible and intangible benefits to the community.

The City requires that each specific plan provide a fire facilities phasing plan and require that funding be available at the time of development. The City refers all development proposals to Fire Department for review and comment and considers the Department's comments during review of a proposed project. The review process

considers the provision of access to lands for fire fighting purposes, street access to all structures, fire prevention programs, and the enforcement of building and fire codes and City ordinances.

Buildings constructed prior to 1983 are a greater fire risk than those built subsequently with higher structural and material standards under the new building code. Most of the older structures, which comprise the highest hazards, are concentrated within the infill regions of the City. Roseville's supply and availability of water for firefighting needs is considered to be sufficient to serve the demands at build-out of the infill and specific plan areas.

Because of the City's geographical location, lack of steep slopes and thick brush, most of Roseville is in a low-severity zone for wildland fire hazards. Although, it is highly encouraged that fire and drought resistant landscaping be used in areas adjacent to open wildland spaces. The northeast portion of the City does contain significant slopes adjacent to ravines and is being developed. A wildfire safety plan was developed specifically for this area and has been implemented.

DISADVANTAGED UNINCORPORATED COMMUNITIES

LAFCO is required to evaluate disadvantaged unincorporated communities as part of this service review, including the location and characteristics of any such communities. A disadvantaged unincorporated community is defined as any area with 12 or more registered voters, or as determined by commission policy, where the median household income is less than 80 percent of the statewide annual median.[189]

The California Department of Water Resources (DWR) has developed a mapping tool to assist in determining which communities meet the disadvantaged communities median household income definition.[190] According to DWR, there are two disadvantaged communities in Placer County, next to the northern area of the City of Auburn and in the community of Newcastle. There are no disadvantaged unincorporated communities within or adjacent to the City of Roseville's bounds and sphere of influence.

FINANCING

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

RosFD reported that its financing levels were adequate to deliver services. During the recent economic recession the Department had to change a station from a three-person engine company and a four-person truck company to run as a task force. There was also a loss of two battalion chiefs. However, the Department has been able to fully recover. All stations are currently staffed and funding has increased.

[189] Government Code §56033.5.

[190] Based on census data, the median household income in the State of California in 2010 was $57,708, 80 percent of which is $46,166.

Revenues and Expenses

The Fire Department has traditionally received its budget from the City's General Fund. As Roseville began to develop at a rapid rate, there was concern as to whether the Fire Department could obtain adequate financial resources to meet the increase in demand for services. Thus, the Fire Facilities Tax Fund was originally created in 1984 through the Fire Service Construction Tax for the purpose of requiring new construction within the City to contribute to the cost of providing the new fire service facilities and equipment for which it creates a need. On December 31, 2009 the tax ended; however, the terms of the tax continue to survive in various development agreements. The City's newer Specific Plan areas include development agreement provisions that extend this tax collection to the buildout of each plan.

The Fire Facilities Tax Fund money can only be used for the funding of construction, reconstruction or repair of fire facilities, or the acquisition, repair or maintenance of fire equipment. Historically the fund has been the primary source of funding for fire station construction projects. In FY 12-13, the Fire Facilities Fund received $1,123,507 in revenues.

The Fire Department has secured sizable federal grants in the last few years for such projects as the Fire Station Alerting System and thermal imaging cameras.

The Department adopted a fee schedule in 2014 and charges fees for permits to operate, plan reviews, fireworks, hazardous materials, underground storage tanks, aboveground storage tanks, and administrative fees.

The City tracks its financial activities through three categories of funds, including governmental funds, proprietary funds and fiduciary funds. Fire service finances are tracked through the City's general fund. General fund revenue sources include taxes, licenses and permits, charges for services, subventions and grants, use of money and property, fines, forfeitures and penalties, contributions from developers and others, and miscellaneous revenues.

In FY 12-13, the Department received $26.6 million in income, including $24,997,829 from the general fund, $43,358 from other governmental funds, and the rest from fees and grants.

In FY 12-13, the Department's expenditures amounted to $25.2 million. The Department spent $22,488,836 on salaries and benefits, including $812,182 in administration, $1,288,264 in fire prevention, $20,120,900 in fire operations, and $267,490 in training. During the same fiscal year, $2,508,993 was spent on operating services and supplies, including $82,951 in administration, $113,395 in prevention, $1,998,481 in fire operations, $100,567 in training, $125,328 in fire services, and $88,271 in emergency preparedness. The rest of the funds were spent on capital projects.

RosFD's salaries are some of the highest among surrounding fire agencies. For example, fire captains earn between $78K and $110K, fire engineers between $67K and $95K, firefighter EMTs between $60K and $85K, firefighter paramedics between $67K and 95K, assistant fire chiefs between $127K and $170K, battalion chiefs between $105K and 141K, fire division chiefs between $115K and $155K, and fire chief between $151K and $203K.

Capital Improvements

RosFD conducts capital improvement planning. Fleet (vehicles) are on a perpetual replacement cycle with an identified funds account that is paid in to every month to ensure funds are available at end of life. This plan is reviewed annually and adjusted accordingly. Facility needs are planned for as part of the city's five-year capital improvement program included in annual budgets.

Projects planned for FY 15-16 include rehabilitation of captains' bath and kitchen at Station 2 that is estimated to cost $40,000 and rehabilitation of captains' bath at Station 4 for about $20,000. Additionally, RosFD is engaged in updating its Very High Frequency (VHF) radios and delayed infrastructure maintenance.

The City is in the process of relocating its Station 1 to a new, modern facility a block away from its current location.

It is anticipated that Fire Department administration will be relocated to the new building, the construction for which was projected to begin in November 2015 and be completed in January 2017.

RosFD plans to begin a multi-year process of reviewing and updating its fire station landscaping to reduce water use and maintenance costs.

Outstanding Debt

The City had no long-term debt outstanding at the end of FY 12-13 related to fire services.

Reserves

At the end of FY 12-13, the City had $194.7 million in reserve, including in general fund, for capital projects, and in other governmental funds. Reserves are classified as nonspendable, restricted, committed, assigned, and unassigned. Total unassigned fund balance was $28.6 million. The amount assigned to fire operations and supplies was $166,091.

Joint Financing Mechanisms and Employee Benefits

The City participates in the California Joint Powers Risk Management Authority, the Local Agency Workers' Compensation Excess Joint Powers Authority, the Highway 65 Joint Powers Authority, the South Placer Wastewater Authority, and Northern California Power Agency (NCPA).

The City's employees participate in the separate safety (police and fire) and miscellaneous (all other) California Public Employees' Retirement System (CalPERS) employee plans. Benefit provisions under both plans are established by State statute and City resolution. Benefits are based on years of credited service, where one year of credited service is equal to one year of full time employment. Funding contributions for both plans are determined annually on an actuarial basis as of June 30 by CalPERS.

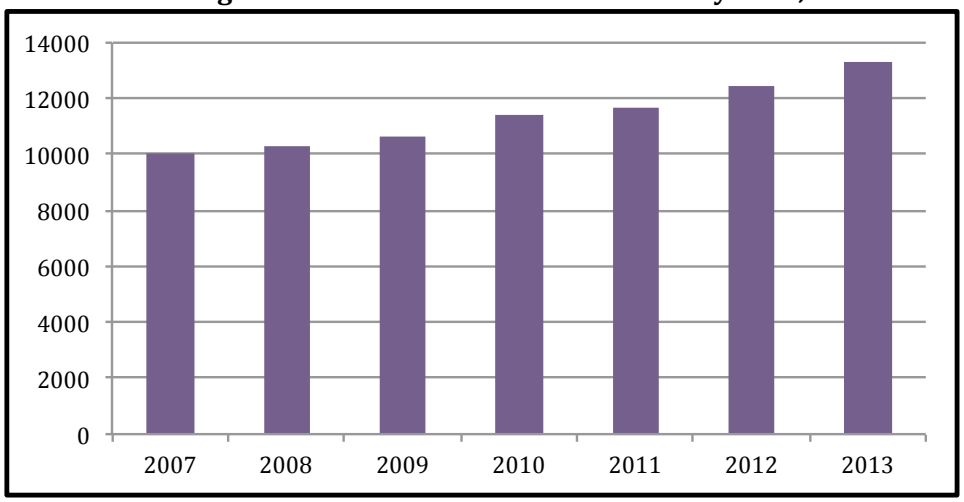
PRESENT AND PLANNED CAPACITY

The Department currently has sufficient capacity to provide fire services to its current service area. However, with anticipated future growth, RosFD would need additional resources. There are currently three new fire stations in the planning phase to accommodate future growth. Additionally, the Department has planned for equipment and personnel as well as funding sources needed to keep the same standard of service.

Existing Demand

It has been reported that demand for services has increased in the last several years due to population growth and drought. The Department is expecting an increase in service demand in the next few years. RosFD reported that its peak demand times occurred in the daytime, between 7:00 a.m. and 7:00 p.m.

Figure 15-5: RosFD Number of Calls by Year, 2007-2013



As shown in Figure 15-5, the Department's demand steadily increased from 2007 to 2013 as indicated by the number of service calls in each year.

In 2013, RosFD received 11,707 service calls, consisting of 72 percent emergency medical services, six percent vehicle accidents, five percent false alarms, five percent fires and hazardous materials, 15 percent miscellaneous non-emergencies, and several calls for miscellaneous emergencies. Of the total calls reported, 1.5 percent were mutual aid calls. The Department averaged 99 service calls per 1,000 residents.

Staffing

RosFD has 106 firefighting personnel that consist of one fire chief, two assistant chiefs, two division chiefs, five battalion chiefs, 30 captains, 30 engineers, and 36 firefighter/paramedics who are all employed on a full-time basis. The Department was not able to provide information regarding the ages of its firefighting staff.

The City reported that its pay for all ranks was competitive compared to surrounding fire protection agencies in the area.

As shown in Figure 15-6, RosFD experienced moderate personnel turnover between 2011 and 2014. There has been an overall increase in the total number of staff over time.

Maintaining staffing levels is a focus of the Department. There are currently nine firefighter/paramedic positions that will be filled through the fire academy.

Figure 15-6: RosFD Staffing Changes Overtime

Year	2011	2012	2013	2014
Total Staff	82	87	99	99
New Staff	5	12	0	0
Departed Staff	5	5	5	4

Currently, there are three certifications in the California firefighter series; Volunteer Firefighter, Firefighter I, and Firefighter II. While the Volunteer Firefighter focuses on skills and tasks necessary to assure safety on the fire ground, Firefighter I & II prepares the firefighter to perform essential and advanced fire ground tasks, as well as allowing entry into all tracks of the certification system. The level of certification required for each firefighter is determined by the individual fire department. However, according to the California State Fire Marshal, there are plans to phase out the Volunteer Firefighter certification level and the most basic level of certification will eventually be Firefighter I. Firefighter I certification requires completion of the 259-hour Firefighter I course, which includes training on various fireground tasks, rescue operations, fire prevention and investigation techniques, and inspection and maintenance of equipment. In addition to this course, Firefighter I certification also requires that the applicant have a minimum of six months of volunteer or call experience in a California fire department as a firefighter performing suppression duties.[191] The number of RosFD personnel certified in each category is shown in Figure 15-7. Each firefighter is able to hold multiple certifications, including strike team certifications. The additional certification levels shown in this table are described in more detail in Chapter 3 of this report.

Figure 15-7: RosFD Certified Personnel

Certification Level	Number of Firefighting Staff	% of Total Firefighting Staff
Volunteer Firefighter	0	0%
Firefighter I	106	100%
Firefighter II	106	100%
First Responder EMS	106	100%
Emergency Medical Technician 1	16	15%
Paramedic	86	81%
Apparatus Engineer	30	28%
Company Officer	30	28%
Chief Officer	8	8%
Haz Mat FRO	106	100%
CICCS FFT 2	106	100%
CICCS FFT 1	106	100%
CICCS Engine Boss	30	28%

[191] State Fire Marshal, Course Information and Required Materials, 2007, p. 44

CICCS Strike Team Leader	3	3%
Registered Nurse	1	1%

The City of Roseville provides training to its firefighters. Newly hired paid firefighters have to go through a 12-week fire academy. RosFD offers a minimum of 20 hours a week of training to the Department's firefighting personnel.

As first responders, the Department's emergency preparedness is honed through a range of training. Performance capabilities for hazardous materials response have required higher level of training given the increased transportation of volatile Bakken crude oil shipments throughout the country. Funded by Union Pacific, Roseville firefighters have attended specialized training in Colorado focused on fighting petroleum fires. In addition, training for urban search and rescue, fire investigations and tactical paramedic teams ensure first responders can effectively handle a range of emergencies.

Facilities and Capacity

RosFD personnel operate from eight stations throughout the City and receive training at the City's training facility. Fire stations are located strategically throughout the community to ensure resources are located within an acceptable response distance. Station 1, which is being relocated to a new a new facility a block away from the current location, currently houses the Department's administration. There are three future fire stations in the planning phase as the community continues to expand. The function and condition of each fire facility is described in more detail in Figure 15-8.

Figure 15-8: RosFD Facilities

	Station #1	Station #2	Station #3
Property owner	City of Roseville	City of Roseville	City of Roseville
Address	401 Oak St, #402, Roseville, CA	1398 Junction Blvd., Roseville, CA	1300 Cirby Way, Roseville, CA
Purpose	Fire Station	Fire Station	Fire Station
Additional uses or other entities using the facility	Fire administration and fire prevention divisions. Headquarters.	None	None
Hours station is staffed	24 hours	24 hours	24 hours
Date acquired or built	Unknown	1987	1961
Condition of facility[192]	Good	Good	Good

[192] Facility condition definitions: **Excellent**—relatively new (less than 10 years old) and requires minimal maintenance. **Good**—provides reliable operation in accordance with design parameters and requires only routine maintenance. **Fair**—operating at or near design levels; however, non-routine renovation, upgrading and repairs are needed to ensure continued reliable operation. **Poor**—cannot be operated within design parameters; major renovations are required to restore the facility and ensure reliable operation.

	Station #1	Station #2	Station #3
Number and type of vehicles at facility	1 ladder truck, 1 engine type I, hazmat type II	1 engine type I, grass type VI	1 engine type I
Number and classification of paid staff staffing facility	1 BC, 2 captains, 2 engineers, 3 firefighter/paramedics	1 captain, 1 engineer, 1 firefighter/paramedic	1 captain, 1 engineer, 1 firefighter paramedic
Number and classification of another agency's paid staff staffing the facility	0	0	0
Number of volunteers available at facility	0	0	0
Current facility sharing practices	None	None	None
Future facility sharing opportunity	None	None	None
Infrastructure needs	Being relocated to new facility	General renovation	General renovation
Cost of upgrades	$5 million	$40,000	Unknown
Sources of financing of needed upgrades	Fire Facilities Tax	General fund	General fund
Timeline of needed upgrades	FY 2016-2017	Unknown	Ongoing

	Station #4	Station #5	Station #6
Property owner	City of Roseville	City of Roseville	City of Roseville
Address	1900 Eureka Rd, Roseville, CA	1565 Pleasant Grove Blvd, Roseville, CA	1430 E Roseville Pkwy, Roseville, CA
Purpose	Fire Station	Fire Station	Fire Station
Additional uses or other entities using the facility	None	None	None
Hours station is staffed	24 hours	24 hours	24 hours
Date acquired or built	1989	Temporary	2003

	Station #4	Station #5	Station #6
Condition of facility[193]	Good	Good	Good
Number and type of vehicles at facility	1 engine type I, 1 grass type VI	1 engine type I, brush type III	1 engine type I, 1 brush type III
Number and classification of paid staff staffing facility	1 captain, 1 engineer, 1 firefighter/paramedic	1 captain, 1 engineer, 1 firefighter/paramedic	1 captain, 1 engineer, 1 firefighter/paramedic
Number and classification of another agency's paid staff staffing the facility	0	0	0
Number of volunteers available at facility	0	0	0
Current facility sharing practices	None	None	None
Future facility sharing opportunity	None	None	None
Infrastructure needs	General renovation	Needs permanent facility	None
Cost of upgrades	$20,000	Unknown	N/A
Sources of financing of needed upgrades	General fund	Unknown	N/A
Timeline of needed upgrades	Completed	Unknown	N/A

	Station #7	Station #9	Fire Training Center
Property owner	City of Roseville	City of Roseville	City of Roseville
Address	911 Highland Pointe, Roseville, CA	2451 Hayden Pkwy, Roseville, CA	2050 Hilltop Circle, Roseville, CA
Purpose	Fire Station	Fire Station	Fire Training
Additional uses or other entities using the facility	Voting facility	Voting Facility	Regional Training Center

[193] Facility condition definitions: **Excellent**—relatively new (less than 10 years old) and requires minimal maintenance. **Good**—provides reliable operation in accordance with design parameters and requires only routine maintenance. **Fair**—operating at or near design levels; however, non-routine renovation, upgrading and repairs are needed to ensure continued reliable operation. **Poor**—cannot be operated within design parameters; major renovations are required to restore the facility and ensure reliable operation.

	Station #7	Station #9	Fire Training Center
Hours station is staffed	24 hours	24 hours	Variable
Date acquired or built	2007	2013	Unknown
Condition of facility[194]	Good	Excellent	N/P[195]
Number and type of vehicles at facility	1 ladder truck, 1 engine type I, 1 rescue type MED	1 engine type I, 1 brush type III	None
Number and classification of paid staff staffing facility	2 captains, 2 engineers, 3 firefighter/paramedics	1 captain, 1 engineer, 1 firefighter/paramedic	None
Number and classification of another agency's paid staff staffing the facility	0	0	0
Number of volunteers available at facility	0	0	0
Current facility sharing practices	None	None	Regional Training
Future facility sharing opportunity	None	None	None
Infrastructure needs	None	None	None
Cost of upgrades	N/A	N/A	N/A
Sources of financing of needed upgrades	N/A	N/A	N/A
Timeline of needed upgrades	N/A	N/A	N/A

Roseville's water supply comes from Folsom Lake and is treated at the Water Treatment Plant on Barton Road. In order to provide reliability in time of water shortage or emergency outages, the City also maintains five groundwater wells and several interties with surrounding water agencies. There are 5,985 hydrants, all of which are flow tested by the Environmental Utilities District. The water system consists of approximately 500 miles of water mains ranging in size from four to 66 inches in diameter.

[194] Facility condition definitions: **Excellent**—relatively new (less than 10 years old) and requires minimal maintenance. **Good**—provides reliable operation in accordance with design parameters and requires only routine maintenance. **Fair**—operating at or near design levels; however, non-routine renovation, upgrading and repairs are needed to ensure continued reliable operation. **Poor**—cannot be operated within design parameters; major renovations are required to restore the facility and ensure reliable operation.

[195] N/P=Not Provided

It appears that currently the Department's facilities have moderately adequate capacity to provide adequate services to the existing service area based on the condition of the Department's facilities and RosFD's response times to service calls. The Department's facilities are in good condition, and necessary infrastructure needs are being met. RosFD meets city established response time standard and the Sierra-Sacramento Valley EMS (S-SVEMS) Agency standards for response to medical emergencies in the City of Roseville Medical Response service area. Although, RosFD is not an ambulance provider, the standard approximates what may be considered appropriate response times to medical emergencies within the City. The Department's 90th percentile response time exceeds the National Fire Protection Association (NFPA) 1710 standards for response to structural fire calls.

Dispatch and Communications

Fire agencies serving the unincorporated territory in western Placer County are dispatched by two separate agencies. Fire districts are dispatched by the Placer County Communications Division of the Placer County Sheriff's Department. Placer County Fire Department, which is providing services through a contract with CAL FIRE, is dispatched by the CAL FIRE Grass Valley Emergency Command Center. The cities of Roseville, Rocklin and Lincoln have their own dispatch centers and frequencies, while the cities of Auburn and Colfax contract with CAL FIRE.

The City's dispatch center is maintained by the police department through its communications unit. The unit answers 911 and routine calls for police, fire, and emergency medical services and dispatches appropriate assistance. The unit also conducts public outreach, such as 911 for Kids and 911 Community Outreach, and brought Project Lifesaver to the City, a program that helps locate missing persons with Alzheimer's, dementia, autism, and other disorders. The unit is designed to handle up to 220,000 calls for service and uses Ca Motorola 800 MHz trunked system.

RosFD recognizes that multiple communication and response problems are caused by multiple dispatch centers in the area. The Department believes that regionalization of the dispatch centers to one fire based center would fix many issues, allow 911 calls to process quicker and more efficiently, provide more safety to the firefighters in the field, and bring all the agencies together. All agencies on the western slope of Placer County would be good candidates to merge into one fire PSAP. The primary question, as seen by RosFD, would be whether CAL FIRE might join the newly organized dispatch or prefer that other agencies joint its PSAP.

Capability at an Incident

It was reported that capability at an incident depends on the nature of a service call. The Department responds with a minimum of four engines, two trucks, and two chief officers. Additional resources are available when needed.

Status of, and Opportunities for, Shared Facilities

The City's Fire Training Center includes a multi- story concrete fire tower with multiple burn rooms, a classroom, pump testing facility, and training grounds. The center is utilized through written agreements by Sierra College to provide training for future firefighters,

Sacramento Metropolitan Fire, Rocklin Fire, Lincoln Fire, Loomis Fire, and Roseville/Rocklin SWAT teams.

RosFD does not currently share vehicles or equipment with other agencies, community organization, or other entities. The Department participates regionally in hosting some equipment, such as the hazardous materials decontamination trailer. This is a regional resource funded by grant money.

Potential opportunity for facility sharing identified by RosFD is a shared communication center for dispatch services.

Additionally, the City Council approved moving forward with design of a new building across from the town square to replace the old city hall annex. The building will provide shared space for several city departments, including fire administration.

Infrastructure Needs

RosFD's fire station 1 will be moved to a new facility, which is currently under construction. The project is anticipated to be completed by FY 16-17 and cost $5 million.

There is currently no need for additional vehicles. All of the Department's vehicles are on a replacement cycle and funded through a replacement fund that is paid into through the life of the vehicle. The goal that has been achieved to date is to have the funds fully available at the time of replacement. The vehicles are reviewed annually between fleet services and fire department to ensure that the replacement cycle is adequate.

Reportedly all of the Department's capital improvement needs are currently being met. However, RosFD would be open to exploring opportunities for joint operations with other entities and organizations, which may allow for better utilization of existing funds and opportunities to increase funding.

Challenges

The identified key issues facing the Department are expanding the delivery of fire and EMS services, including facilities, equipment, and personnel to the growing areas of the City and maintaining the same level of services in its current service area. However, the Department conducts appropriate planning.

The Department continues to be challenged with the replacement of some of the equipment, such as Self-Contained Breathing Apparatus (SCBA) bottles, VHF equipment, and other items. RosFD is continuously working with City staff to identify alternative funding methods.

SERVICE ADEQUACY

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

Fire services in the communities are classified by the Insurance Service Office (ISO), an advisory organization. This classification indicates the general adequacy of coverage, with

classes ranking from 1 to 10. Communities with the best fire department facilities, systems for water distribution, fire alarms and communications, and equipment and personnel receive a rating of 1. Placer County encourages local fire protection agencies in the County to maintain minimum ISO ratings of 4 in urban areas, 6 in suburban areas and 8 in rural areas. RosFD has an ISO of 2. The Department was last evaluated in 2015.

The National Fire Protection Association (NFPA) has issued response time performance standards depending on the service structure of the agency. The response time is measured from the completion of the dispatch notification to the arrival time of the first-responder at the scene. Though not a legal mandate, these standards provide a useful benchmark against which to measure fire department performance. For agencies with paid staff, NFPA 1710 identifies the response time guideline of six minutes at least 90 percent of the time. For volunteer and combination fire departments, NFPA 1720 recommends that the response times for structure fire be nine minutes in urban demand zones at least 90 percent of the time, 10 minutes in suburban zones at least 80 percent of the time and 14 minutes in rural zones at least 80 percent of the time. Response times in remote zones are directly dependent on travel distances.[196] RosFD is an agency with paid staff and would therefore be subject to the NFPA 1710 guidelines.

The local emergency medical services agency (LEMSA) for Placer County is Sierra-Sacramento Valley Emergency Medical Services Agency (S-SVEMS).[197] Emergency ground ambulance service for the majority of Placer County is provided by American Medical Response under an exclusive operating agreement (EOA) with S-SVEMS. Foresthill FPD, North Tahoe FPD[198] and South Placer FPD also provide emergency ambulance service to their districts under EOAs. Emergency response time standards set by S-SVEMS in Placer County vary for each of the four approved providers and by the level of urbanization of an area (the more urban an area, the faster a response should be).[199]

Although RosFD is not an ambulance service provider, the response standard required for AMR in the City of Roseville indicates what may be considered appropriate response times for medical emergencies for the City Fire Department, which is eight minutes 90 percent of the time.

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

[197] S-SVEMS is responsible for planning, development and implementation of all EMS components, including regional trauma system planning, qualification, accreditation, authorization of all prehospital care personnel, EMS system design, and compliance with local and state regulations.

[198] North Tahoe FPD does not provide ambulance transport services in western Placer County and is therefore out of scope of this report and will not be discussed further.

[199] Response time standards for American Medical Response (AMR) are eight minutes 90 percent of the time in the cities of Roseville and Rocklin and in the City of Auburn and the County (all of the City of Auburn and County area half a mile west of SR 49 from the City of Auburn to Dry Creek Road, east of SR 49 up to and including I-80 North to include Bell Road, and half a mile east of SR 49 from Bell Road to Dry Creek Road), 15 minutes 90 percent of the time in Auburn east to include Colfax and Auburn west to Rocklin, 10 minutes 90 percent of the time in Lincoln, 20 minutes 90 percent of the time in rural areas of AMR service area in Placer County, and as soon as possible in wilderness areas. South Placer FPD is required to respond with ALS on scene 10 minutes 90 percent of the time and ambulance on scene 15 minutes 90 percent of the time. The requirement for Foresthill FPD is to respond within 15 minutes 90 percent of the time in Foresthill, Todd Valley Estates and Baker Ranch.

Placer County encourages local fire protection agencies in the County to have an average response times to emergency calls of four minutes in urban areas, six minutes in suburban areas and 10 minutes in rural areas. RosFD has adopted a response time standard of arriving on scene at 90 percent of all fire and EMS incidents within eight minutes and 12 seconds from when the initial call is received at the dispatch center.

RosFD's 80th percentile response time is 6.47 minutes, the 90th percentile response time is 7.5 minutes, the median response time is 4.98 minutes, and average response time is 5.23 minutes.[200] The Department meets its own established standard as well as response time standard for medical emergencies. RosFD's 90th percentile response time exceeds the NFPA 1710 standard.

The service area size for each fire station varies between the fire districts. The median fire station in Placer County serves approximately seven square miles. ~~Placer Hills FPD~~PCF station serves the most expansive area of ~~46.7~~34 square miles per each of its stations. Densely populated areas tend to have smaller service areas. For example, the median service area of the city fire department stations is 4.5 square miles. By comparison, each fire station in the City of Roseville service area serves approximately 4.5 square miles.

The number of firefighters serving within a particular jurisdiction is another indicator of level of service; however, it is approximate. The providers that rely on volunteer or call firefighters may have differing staff availability and reliability. An agency with more firefighters could have fewer resources, if availability is limited due to work and personal obligations. Staffing levels in Placer County vary from 0.5 firefighters per 1,000 residents in in the City of Lincoln to 37.7 firefighters in Alta FPD. By comparison, RosFD has on average approximately 0.89 firefighting staff per 1,000 residents.

Operating expenditures per capita is often reflective of the level of service offered by a fire provider as determined by financing constraints. The least amount of money per capita was spent by the Colfax Fire Department ($18.77). South Placer FPD expended the most per capita ($274.90). To compare, RosFD spent $224 per capita in FY 12-13.

[200] Response time includes call processing. Excluding call processing the Department responds within 7 minutes 3 seconds 90 percent of the time.

Figure 15-9: RosFD Fire Service Profile

Agency Resource Statistics	
Staffing base year	2015
Fire stations in agency boundaries	8
Fire stations serving the agency	8
Square miles served per station	4.5
Total staff	116
Total firefighting staff	106
Total firefighting staff per station	13
Total firefighting staff per 1,000 residents	0.89
Operating expenditures per capita	$195
Service Demand	
Statistical base year	2013
Total service calls	11,707
% EMS	72%
% Fire/hazardous materials	6%
% Motor vehicle accidents	5%
% False alarms	5%
% Miscellaneous emergency	0%
% Non-emergency	12%
% Mutual aid calls	1.5%
Calls per 1,000 residents	99
Service Adequacy	
Median response time	4.98
80th percentile response time	6.47
90th percentile response time	7.5
ISO Rating	2

CITY OF ROSEVILLE FIRE DEPARTMENT DETERMINATIONS

Growth and Population Projections

- According to the California Department of Finance (DOF), Roseville's estimated population in 2010 was 115,781, and the City's daytime population, which includes those coming into Roseville to work, shop, and do business, was estimated to be 145,000. As of January 1, 2015, the DOF estimated Roseville's population to be 128,382.
- The City of Roseville is the largest city in Placer County and has experienced considerable residential and commercial growth over the past two decades. Growth reportedly has mostly been concentrating on the western side of the City.
- The City of Roseville conducts its population projections in the City's General Plan. High growth rates are projected for the City in the next few years.
- Based on growth projections and current land use allocations in the General Plan, the City could see a shortage of residential area and an excess of area designated for employment and service-based uses by 2025.
- The City requires that each specific plan provide a fire facilities phasing plan and that funding be available at the time of development. The City refers all development proposals to the Fire Department for review and comment and considers the Department's comments during review of the proposed project.
- The City's newer Specific Plan areas include development agreement provisions that extend expired fire facilities tax collection to the buildout of each plan.

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

- According to Census data as mapped by the Department of Water Resources, there are two communities in Placer County, located south of the City of Auburn and in the community of Newcastle, that meet the disadvantaged community's median household income definition. There are no disadvantaged unincorporated communities within or adjacent to the City of Roseville's bounds and sphere of influence.

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

- The Department's demand is affected by the City's rapid population growth and drought. It may be also expected that service demand will go up due to an aging population.

- The Department currently has sufficient capacity to provide fire services to its current service area. However, with anticipated future growth, RosFD would need additional resources, for which the Department has already planned.
- The Department continues to be challenged with the replacement of key equipment, such as Self-Contained Breathing Apparatus (SCBA) bottles, VHF equipment, and other items.
- RosFD recognizes that multiple communication and response problems are caused by multiple dispatch centers in the area. The Department believes that regionalization of the dispatch centers to one fire based center would fix many issues, allow 911 calls to process quicker and more efficiently, provide more safety to the firefighters in the field and bring all the agencies together.
- It appears that currently the Department's facilities have adequate capacity to provide adequate services to the existing service area based on the condition of the District's facilities and RosFD's response times to service calls. All of the City's fire facilities are in good condition and properly maintained. The Department meets the city established response time standard and S-SVEMS standard for response to medical emergencies; however, the RosFD's 90th percentile response time is longer than the NFPA 1710 standard.
- Capability at an incident depends on the nature of the service call. The Department responds with a minimum of four engines, two trucks, and two chief officers. Additional resources are available when needed.
- RosFD services appear to be adequate. The Department has an ISO rating which is the best in the County. Based on service area served per station RosFD operates at a comparable level to the other urban fire service providers in Western Placer. RosFD's staffing ratio per capita is one of the lowest amongst the fire providers in the study area, while fire service expenditures per capita are amongst the highest of the fire providers.

Financial Ability of Agencies to Provide Services

- RosFD reported that its financing levels were marginally adequate to deliver services. During the recent economic recession, the Department had to change a station from a three-person engine company and a four-person truck company to run as a task force. There was also a loss of two battalion chiefs.
- The Department generally receives income from the general fund, other governmental funds, and grants and fees.
- The Department has charged a Fire Facilities Tax since 1984. In 2009 the tax ended, but the terms of the tax continue to survive in various development agreements. The City's newer Specific Plan areas include development agreement provisions that extend this tax collection to the buildout of each plan. The Fire Facilities Tax Fund money can only be used for the funding of construction, reconstruction or repair of fire facilities, or the acquisition, repair or maintenance of fire equipment.
- The Fire Department has secured sizable federal grants in the last few years for such projects as the Fire Station Alerting System and thermal imaging cameras.

- The Department continues to be challenged with the replacement of key equipment, RosFD is continuously working with city staff to identify alternative funding methods.
- RosFD adopted a fee schedule in 2014 and charges fees for permits to operate, plan reviews, fireworks, hazardous materials, underground storage tanks, aboveground storage tanks, and administrative fees.
- RosFD's salaries are some of the highest among surrounding fire agencies.
- The City had no long-term debt outstanding at the end of FY 12-13 related to fire services.
- At the end of FY 12-13, the City had $194.7 million in reserves in the general fund, for capital projects, and in other governmental funds. Reserves are classified as nonspendable, restricted, committed, assigned, and unassigned. The total unassigned fund balance was $28.6 million. The amount assigned to fire operations and supplies was $166,091.
- The City contributes to the California Public Employees' Retirement System (CalPERS).

Status of, and Opportunities for, Shared Facilities

- The Fire Training Center is utilized through written agreements by Sierra College to provide training for future firefighters, Sacramento Metropolitan Fire, Rocklin FD, Lincoln FD, Loomis FPD, and the Roseville/Rocklin SWAT teams.
- RosFD does not currently share vehicles or equipment with other agencies, community organization or other entities. The Department participates regionally in hosting some equipment, such as the hazardous materials decontamination trailer.
- A potential opportunity for facility sharing may be a shared communication center for dispatch services.
- The City plans to construct a new city building by 2017 that will provide shared space for several city departments, including Fire Administration.
- The Department is a signatory of the Western Placer County Cooperative Fire Services Response Agreement along with 12 other fire protection agencies in western Placer County according to which, the agencies provide automatic aid to each other and make use of the closest resource dispatching.
- RosFD has automatic aid agreements with Sacramento Metropolitan Fire District, CAL FIRE, City of Rocklin Fire Department, and South Placer Fire Protection District, and a mutual aid agreement with the State of California.
- RosFD is a member of the Western Placer Fire Chiefs Association, Cal Chiefs, International Fire Chiefs Association (IFCA), and International Code Council. The Department participates in the Crude Oil by Rail County Plan, which is currently being developed.

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

- The City generally demonstrated accountability and transparency with regard to its governance by cooperating with the MSR process, publishing agendas for public meetings as legally required, maintaining a website with information regarding its fire department, filing Form 700 Statements of Economic Interest, and Board members receiving timely ethics trainings.
- The City has a set of adopted regulations that provide a framework and direction for City governance and administration, including policies on code of ethics, Brown Act requirements, public requests for information, expense reimbursement, and conflict of interest code.
- Governance structure options for the City include annexation of unincorporated areas within the Roseville SOI.

CITY OF ROSEVILLE
SPHERE OF INFLUENCE UPDATE

The options identified here for the City of Roseville are only in respect to the fire services reviewed as part of this report. An update of the City's overall SOI would have to be completed after a comprehensive MSR is conducted covering all municipal services offered by the City.

Existing Sphere of Influence Boundary

The City's sphere of influence (SOI) is larger than its boundary area and encompasses 37.3 square miles compared to 36 square miles of incorporated area. The SOI outside of the city boundaries contains five subareas comprised of Booth Road, PFE Road, Livoti Tract, Annabelle, and M.O.U. Remainder Area.

SOI Options

Two options were identified with respect to RosFD's SOI.

Option #1 – Maintain existing SOI

If the Commission determines that no changes to the existing service provision arrangement are needed and annexation of South Placer FPD areas within Roseville's SOI is encouraged, retention of the existing SOI is appropriate.

Option #2 – Western Placer County SOI

If the Commission determines that one fire protection agency serving the entirety of Western Placer County is the preferred alternative, then it would be appropriate to adopt a single SOI (for fire services only) that encompasses Western Placer County, including all fire service providers serving both unincorporated and incorporated areas.

Recommended Sphere of Influence Boundary

Although, a single agency serving the entirety of unincorporated and incorporated Western Placer County is the ideal option, as it would result in the greatest benefits in terms of unified leadership, increased coordination, fiscal advantages, greater leveraging of available resources, logical borders, improved regional planning, and more equitable distribution of services to name a few, there is a disconnect in Western Placer County between fire districts and cities providing fire services. While in the long run a single Western Placer agency should be the ultimate goal, and the City of Auburn could potentially take lead on bridging the gap since some interest in consolidation has been already expressed by the City's Fire Department, currently, there is a lack of compatibility between the cities typically serving more densely populated areas offering a higher level of services and the fire protection districts that generally serve the rural unincorporated areas with a heavier reliance on volunteer firefighters. Additionally, the cities, in particular Roseville, Rocklin, and Lincoln, have not expressed an interest in involvement in a consolidated fire provider serving within their incorporated boundaries. On the other hand, the study has shown that all of the fire districts in Western Placer County already demonstrate extensive

collaboration with one another and several agencies have taken significant steps towards consolidation.

At this point it is premature to include the cities in plans for a consolidated fire agency. Inclusion of the cities may be more feasible at some point in the future after further collaborative efforts have taken place between the incorporated and unincorporated fire service providers and after the fire protection districts have taken steps toward unification and consistency in service levels in the unincorporated areas.

It is recommended that the Commission maintain the City's existing SOI for fire protection services that among other areas includes the three small parts of South Placer Fire Protection District located to the south of the City of Roseville. Retaining the existing SOI would indicate that annexation of these areas is encouraged considering that the City already provides services ~~there~~ to one of the areas through automatic aid and that it would create more logical boundaries by eliminating small non-contiguous areas. However, the SPFPD noted that it has one of the closest staffed engine companies to one of the areas (off of Sierra College Blvd and Old Auburn Rd). SPFPD reported concerns about losing the revenue associated with the area in light that the service structure in the area would likely remain the same even upon detachment based on the Closest Resource Agreement. The City, ~~however,~~ at present, has no annexation plans for these areas.

Proposed Sphere of Influence Determinations

Nature, location, extent, functions, and classes of services provided

- City of Roseville Fire Department (RosFD) provides fire, emergency medical services, rescue, and hazardous material services, as well emergency preparedness services. The Department also provides services outside of its boundaries through automatic and mutual aid agreements.

Present and planned land uses, including agricultural and open-space lands

- Land uses within the City consist of residential, commercial, office, industrial, public, parks and recreation, open space, and urban reserve.
- The City requires that each specific plan provide a fire facilities phasing plan and require that funding be available at the time of development. The City refers all development proposals to the Fire Department for review and comment and considers the Department's comments during review of a proposed project. The review process considers the provision of access to lands for firefighting purposes, street access to all structures, fire prevention programs, and the enforcement of building and fire codes and city ordinances.
- Fire and EMS services are needed in all areas, are already being provided, and do not, by themselves, induce or encourage growth on agricultural or open space lands.

Present and probable need for public facilities and services

- As indicated by the service call volume and rapid growth there is a present and anticipated continued need for fire protection services in the City of Roseville. The Department's demand is affected by the City's population growth and commercial growth, as well as drought and aging population.

Present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide

- The Department currently has sufficient capacity to provide fire services to its current service area. However, in order to address anticipated future growth, RosFD will need additional resources which the City has already planned for.
- RosFD recognizes that multiple communication and response problems are caused by multiple dispatch centers in the area.
- The Department provides adequate services based on the condition of its facilities, response times to service calls, and exceptionally good ISO rating. The Department has an ISO rating of 1, which is the best in the County. Based on service area served per station RosFD operates at a comparable level to the other urban fire service providers in Western Placer. RosFD's staffing ratio per capita is one of the lowest amongst the fire providers in the study area, while fire service expenditures per capita are amongst the highest of the fire providers.

Existence of any social or economic communities of interest

- Roseville Fire Department directly serves the population within its boundaries, which represents its community of interest.
- Commuters, as well as areas that receive the Department's services through automatic and mutual aid, and contracts and agreements are also considered communities of interest.

Present and probable need for public facilities and services of any disadvantaged unincorporated communities within the existing Sphere of Influence

- Based on Census data mapped by the Department of Water Resources, there are no disadvantaged unincorporated communities within or adjacent to the City boundaries and sphere of influence, and as such no present or probable need for public facilities and services of any disadvantaged unincorporated communities relevant to RosFD were identified.

16. SOUTH PLACER FIRE PROTECTION DISTRICT

South Placer Fire Protection District (SPFPD) provides commercial and residential structural fire protection, wildland fire protection, rescue, emergency hazardous materials, emergency medical, paramedic ambulance transportation, and variety of other non-emergency related services in the communities of Granite Bay, portions of Loomis, Penryn, and Newcastle. A municipal service review (MSR) for SPFPD was last completed in 2004.

AGENCY OVERVIEW

Background

SPFPD was formed on January 10, 1952.

The principal act that governs the District is the Fire Protection District Law of 1987.[201] The principal act empowers fire districts to provide fire protection, rescue, emergency medical, hazardous material response, ambulance, and any other services relating to the protection of lives and property.[202] Districts must apply and obtain LAFCO approval to exercise services authorized by the principal act but not already provided (i.e., latent powers) by the district at the end of 2000.[203]

Boundaries

SPFPD is located entirely within Placer County and encompasses about 37 square miles. The District serves approximately 36 square miles of unincorporated Placer County (including the community of Granite Bay, and parts of Penryn and Newcastle), and approximately one square mile of the Town of Loomis.

The District's boundary area consists of four non-contiguous parts, as shown in Figure 16-1. Three smaller areas are surrounded by the City of Roseville from three sides; in the south they are bordered by Sacramento County. The largest non-contiguous SPFPD portion to the east completely surrounds a small island of the City of Roseville and is bordered by Cities of Roseville and Rocklin in the west, Loomis, Penryn and Newcastle FPDs in the north, and Folsom Lake in the east.

Sphere of Influence

The District's Sphere of Influence (SOI) is currently out of date and will be updated during the current round of SOI updates.

[201] Health and Safety Code §13800-13970.

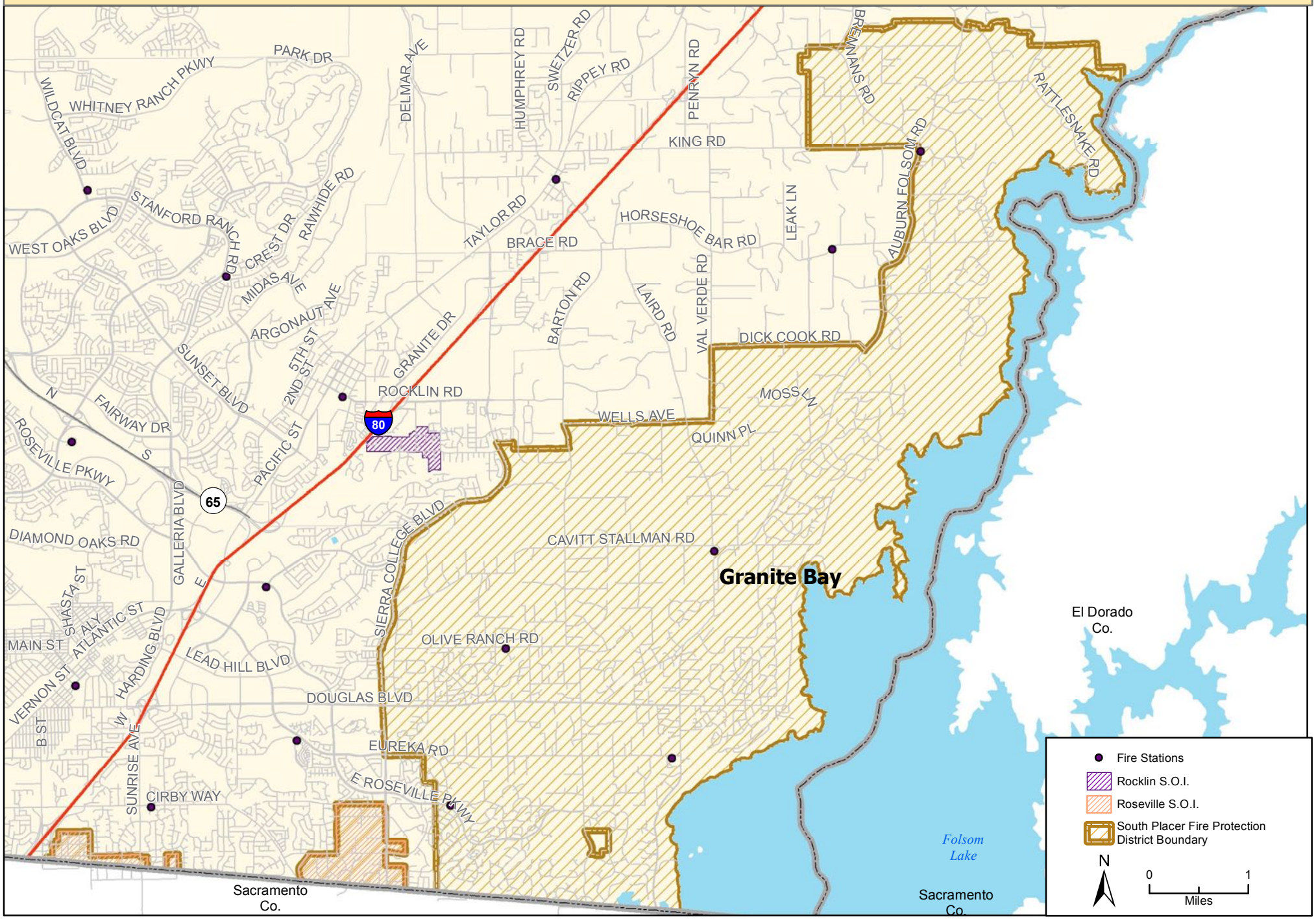
[202] Health and Safety Code §13862.

[203] Government Code §56824.10.

County of Placer

Fire Municipal Services Review

South Placer Fire Protection Department



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Date: 12/4/2015

Type and Extent of Services

Services Provided

Figure 16-2 details the services provided by SPFPD. If a service is not provided by SPFPD, but is offered by another agency, it is indicated in the figure.

Figure 16-2: SPFPD Services

Service	Agency
Fire Suppression Services	
Structural Fire Protection	Yes
Wildland Fire Protection	Yes
Vehicle Fire Protection	Yes
Ladder Truck Capabilities	Yes
Fire Suppression Handcrew	Yes - SMFD~~CAL FIRE in SRA~~
Fire Suppression Dozer	CAL FIRE in SRA
Helicopter Services – Fire Suppression	Yes - SMFD~~CAL FIRE in SRA~~
Boat With Fire Suppression Capabilities	No
Emergency Medical Services	
Basic Life Support Provider	Yes
Advanced Life Support - Non Transport Provider	Yes
Advanced Life Support Transport Provider	Yes
Continuing Education Provider - Medical	Yes
Air Ambulance Transport Helicopter Services	Provided through Dispatch
Helicopter Landing Facilities On Site	No
Vehicle Extrication Tools/Equipment	Yes
Fire Prevention	
Fire Safety Education – Children	Yes
Fire Safety Education – Adults/Seniors	Yes
Juvenile Firesetter Prevention Program	Yes
Fire and Life Safety Business Inspection Program	Yes
Fire Protection Planning	Yes
New Commercial Construction Plan Reviews	Yes
Public Education Provider (CPR, First Aid, etc.)	Yes
Home Fire/Safety Inspections	On request
Fire Origin and Cause Investigations	Yes
Fuel Reduction/Weed Abatement Program	Inspection and Enforcement
Smoke Detector Giveaway/Installation Program	Yes
Address Sign Installation Program	No
Rescue Services	
First Responder Swift Water Rescue Program	Yes
Water Rescue Program	Roseville and Folsom Fire Departments
Ice Rescue Program	No

Dive Rescue Program	Sac Metro
Low angle Rope Rescue Program	Full-time employees RS 1 certified
Helicopter Short/Long Haul Rescue Capabilities	California Highway Patrol
Response To Boating Accidents	State Parks / Folsom Fire
Rescue Dog Services	No
Hazardous Materials	
Hazardous Materials Emergency Response - Basic	Yes
Hazardous Materials Response Team	City of Roseville and Placer County Haz Mat Team
Support Services	
Firefighter Incident Support Unit	Salvation Army and Sacramento Fire Buffs
Mobile Incident Command/Communications Unit	OES and Placer County Sheriffs
Fill Station for Self Contained Breathing Apparatus	Yes
Mobile Breathing Support Unit	Yes
Community Emergency Response Team	No
Chaplain Services	Placer County law Chaplain and Sacramento County Fire Chaplain
Training Academy	Yes
Emergency Operations Center Capabilities	Placer County OES
Miscellaneous	
Public Service Assists	Yes
Motor Vehicle Accident Response	Yes
Welfare Checks	Yes
Public Safety Answering Point	Placer County Sheriff
Fire/EMS Dispatch	Placer County Sheriff
Fundraising Activities	Yes
Firefighters Association - Non Profit	Yes
Auxiliary Association	No

Of note is that the District provides advance life support (ALS) and ambulance transport services at medical emergencies. ALS is a set of life-saving protocols that go a step beyond basic life support (BLS) to further support the circulation and provide an open airway and adequate ventilation. Ambulance services is the transport of a patient to medical care. These services are regulated by California code, which empowers a local emergency medical service agency (LEMSA) to create exclusive operating areas for emergency ambulance and advanced life support systems. Emergency ground ambulance service for the majority of Placer County is provided by American Medical Response (AMR) under an exclusive operating agreement. In addition to AMR, only Foresthill FPD, North Tahoe FPD, and South Placer FPD also provide emergency ambulance service to their districts or a defined service area under EOAs in Placer County. These services require additional training and apparatus, which is an extra cost for the District. SPFPD has been providing this service since the 1960's.

Collaboration

SPFPD is a signatory of the Western Placer County Cooperative Fire Services Response Agreement along with the 12 other fire protection agencies in western Placer County, including Alta Fire Protection District, CAL FIRE /Placer County Fire Department, Foresthill Fire Protection District, Loomis Fire Protection District, Newcastle Fire Protection District, Penryn Fire Protection District, Placer Hills Fire Protection District, City of Auburn Fire Department, City of Colfax Fire Department, City of Lincoln Fire Department, City of Rocklin Fire Department, and City of Roseville Fire Department. According to the agreement, the agencies provide automatic aid to each other and make use of the closest resource dispatching fire, rescue, and medical emergency response without regard to jurisdiction or statutory responsibility.[204]

The District provides services to other communities in California under the California State Mutual Aid Plan. SPFPD also supports the statewide mutual aid system by staffing a State Of California Office Of Emergency Services Engine. The District is a part of the Placer County strike team deployment plan. District administrators have served as local area coordinators, strike team leaders, strike team assistants participated on State organized management teams and have sent emergency equipment to incidents all over the State of California and surrounding states.

South Placer FPD has automatic aid agreements with Sacramento Metropolitan Fire Protection District and City of Folsom Fire Department.

The District has a good working relationship with American Medical Response (AMR), which is one of the ambulance service providers in Placer County. SPFPD has automatic and mutual aid agreements with AMR to provide ambulance in some of the AMR service areas within eight minutes of SPFPD travel time, while AMR provides backup as needed. SPFPD is a party to two ambulance automatic aid agreements, one of which additionally involves AMR and Loomis FPD, and the other AMR and Penryn FPD. The District also signed a medical services mutual aid agreement with AMR and Newcastle FPD, according to which the closest provider responds to a request for medical transportation within a specific area in Newcastle FPD.

The District is a member of the California Fire Chiefs Association, Western Placer County Fire Chiefs Association, California State Firefighters Association, Fire Districts Association of California, and Fire Agencies Self Insurance System (FASIS). SPFPD participates in the Placer County Closest Resource Agreement, Placer County Emergency Operations Plan, and Region Four Mass Casualty Incident (MCI) Plan.

SPFPD collaborates with multiple other organizations and agencies, details of which are shown in Figure 16-3.

Figure 16-3: SPFPD Collaborations

Entity	Purpose of collaboration
Sierra Sacramento- Valley EMS	EMS delivery

[204] Western Placer County Cooperative Fire Services Response Agreement Operational Plan, June 2012

California Highway Patrol	Auto accidents and law enforcement
Placer County Sherriff Office (PCSO)	Dispatch services, medical aid, auto accidents, scene standbys
Placer County	Payroll, IT, traffic signal, election services
PG&E	Electrical and gas services in emergency situations
Placer County OES	Disaster planning and emergency operations in Haz Mat and EOC activation scenarios
PCWA and San Juan Water District	Water delivery to our hydrants within the District. Hydrant Inspections, plan checks, emergency operations water shut off.
Local Fire Agencies	City of Folsom and all Placer County fire agencies through the closest resource agreement

Service Area

SPFPD provides services beyond its boundaries through the Western Placer County Cooperative Fire Services Response Agreement and other mutual and automatic aid agreements discussed above.

The District responds outside of its boundaries in the Folsom Lake Recreation Area through an agreement described in detail in the *Services to Other Agencies* section.

SPFPD reported that there were no unserved areas within its boundaries. Automatic and mutual aid is available as a backup. The District has not identified any specific areas within its bounds where it has difficulty providing services.

Services to Other Agencies

SPFPD provides contract services to Loomis FPD (LFPD). According to the Administrative Services Agreement, SPFPD provides fire chief and administrative services to LFPD, including functions of organizational direction and control, supervision of operation, training, fire prevention, administration, fiscal management, and disaster management. LFPD pays SPFPD $115~~00~~,000 a year in compensation, with five percent increase annually based on increased personnel costs. In addition, LFPD pays $20,000 for oversight of implementing its new paramedica program.

The District entered into the Emergency Aid Agreement with the United States Department of the Interior Bureau of Reclamation, Central California Area Office (Reclamation), the State of California Department of Parks and Recreation, and Folsom Lake State Recreation Area (State Parks) according to which the District automatically responds and provides emergency medical services to the Folsom Lake Recreation Area that borders SPFPD. The District's response is unfunded. SPFPD is currently looking into a

possibility of getting compensated by Placer County through the Federal Government payment in lieu~~ou~~ of taxes (PILT) funds that the County receives to provide services in Folsom Lake State Recreation Area and Tahoe National Forest. CAL FIRE is responsible for wildfire response in the Folsom Lake Recreation Area, while South Placer provides initial attack resources to all wildland fires under the C~~c~~losest R~~r~~esource A~~a~~greement.

SPFPD has a contract with Sierra-Sacramento Valley Emergency Medical Services Agency[205] to provide emergency ambulance transportation services within SPFPD boundary area. The initial agreement was entered into in 2007 for the term of five years; the agreement was subsequently renewed in 2012 for another five years.

Contracts for Services

Similar to other fire protection districts serving unincorporated western Placer County, SPFPD contracts with the County Sheriff's Office for dispatch services. The structure of these services is discussed in more detail in the *Facilities and Capacity* section of this chapter.

Additionally, SPFPD receives fire prevention services from the City of Roseville. The City of Roseville Fire Department Prevention Division also provides the majority of the District's development plan checks at a revenue neutral agreement. The District has ~~plans in FY 15-16 to hire~~hired a division chief in charge of Community Risk Reduction (prevention), which ~~will~~ has reportedly reduced the reliance on third party involvement and streamlined prevention operations between LFPD and the Town of Loomis.

Robert Johnson provides financial audit services to the District, while Kingsly Bogart and Thompson is used for legal counsel.

Overlapping Service Providers

The California Department of Forestry and Fire Protection (CAL FIRE) provides services throughout the State. Generally, CAL FIRE services are focused in wildland areas defined as State Responsibility Areas (SRA). Similarly, the United States Forest Service (USFS) also provides services in California, primarily within forests and grasslands. Areas where USFS services are focused are defined as Federal Responsibility Areas (FRA). The northern part of SPFPD is designated as SRA land and classified as a moderate severity zone; the rest of the District is designated as local responsibility area (LRA), which is not considered by CAL FIRE to be very high fire hazard severity zone. CAL FIRE also provides technical support throughout the County in the form of specialized services such as fire suppression handcrews, dozers, and helicopter services when necessary. SPFPD noted that, while not officially classified by the State, it considers most of its territory as having a significant wildland-urban interface threat. In areas where LRA is bordered by SRA, CAL FIRE will provide assistance through the Closest Resource Agreement, as those areas are considered mutual threat zones.

[205] Regional Joint Powers Local Emergency Medical Services Agency for the counties of Placer, Yolo, Nevada, Sutter, and Yuba.

ACCOUNTABILITY AND GOVERNANCE

Accountability of a governing body is signified by a combination of several indicators. The indicators chosen here are limited to 1) agency efforts to engage and educate constituents through outreach activities, in addition to legally required activities such as agenda posting and public meetings, 2) timely ethics training for board members and an adopted reimbursement policy, 3) a defined complaint process designed to handle all issues to resolution, 4) adopted bylaws that provide a framework and direction for governance and administration, 5) adoption of a conflict of interest code as required, 6) proper filing of Form 700 by the governing body members, and 7) transparency of the agency as indicated by cooperation with the MSR process and information disclosure.

The principal act requires that the board of directors of a fire protection district must have an odd number of members, with a minimum of three and a maximum of 11 members. Directors may be appointed or elected.[206] SPFPD is governed by a five-member Board of Directors elected at large to staggered four-year terms. The latest contested election took place in 2010. If a position opens up mid-term, the District posts an ad for the opening in the newspaper and promotes the position through word of mouth. The Board of Directors conducts interviews and appoints a director. The District has 60 days to fill a vacancy.

The Board of Directors generally meets on the third Wednesday of each month at 7:00 p.m. at Station 17 located at 6900 Eureka Road in Granite Bay. Agendas and minutes are posted on the District's website. Information about board meetings is shown in Figure 16-4.

Figure 16-4: South Placer Fire Protection District Governing Body

South Placer Fire Protection District		
Governing Body		
Manner of Selection	Elections at large.	
Length of Term	4 years	
Meetings	Third Wednesday of the month at 7:00 p.m.	South Placer Fire Protection District Station 84 6900 Eureka Road, Granite Bay.
Agenda Distribution	Posted online.	
Minutes Distribution	Posted online.	
Contact		
Contact	~~Deputy~~ Fire Chief, Eric Walder	
Mailing Address	6900 Eureka Road, Granite Bay, CA 95746	
Phone	916-791-8464	
Fax	916-791-2199	
Email/Website	ewalder@southplacerfire.org www.southplacerfire.org	

[206] Health and Safety Code §13842.

In addition to the legally required agendas and minutes, the District reaches out to its constituents through Facebook page, community events and school visits. The District maintains a website where information is made available to the public on a variety of subjects, including Board of Directors, staff, fire prevention, firefighter training, career opportunities, fire stations, equipment, and contact information.

SPFPD Board members are compensated at $100 per meeting. Government Code §53235 requires that if a district provides compensation or reimbursement of expenses to its board members, the board members must receive two hours of training in ethics at least once every two years and the district must establish a written policy on reimbursements. It was reported that the District's board members last received ethics training in 2014. The District has established a written policy on expense reimbursement.

If a customer is dissatisfied with the District's services, complaints may be submitted at Board meetings and directly to fire chief (Monday through Friday between 8:00 a.m. and 5:00 p.m.) or battalion chief (24/7). All complaints are to be forwarded to the fire chief or his/her designee. Most complaints are handled at the staff level. The most common complaint submitted is regarding mitigation fees; the District receives occasional complaints concerning medical issues and development requirements. SPFPD does not track its complaints and was not able to provide the number of complaints received in 2014. Reportedly, the Board of Directors did not receive any complaints during the same calendar year.

The District's Board of Directors has adopted a set of policies that provide a framework and direction for district governance and administration. Included in the Board policies are policies on code of ethics, Brown Act requirements as they relate to Board meetings, and public requests for information.

The Political Reform Act (Government Code §81000, et seq.) requires state and local government agencies to adopt and promulgate conflict of interest codes. The Fair Political Practices Commission has adopted a regulation (California Code of Regulations §18730), which contains the terms of a standard conflict of interest code, which can be incorporated by reference in an agency's code. The District's Board policies include a conflict of interest code.

Government Code §87203 requires persons who hold office to disclose their investments, interests in real property and incomes by filing appropriate forms with the appropriate filing agency (i.e., the County or the Fair Political Practices Commission) each year. All members of the Board of Directors have filed the required Forms 700 for 2014.

During the course of this MSR process, SPFPD demonstrated full accountability in its disclosure of information and cooperation with Placer LAFCO. The District responded to questionnaires and cooperated with interview and document requests.

PLANNING AND MANAGEMENT PRACTICES

While public sector management standards vary depending on the size and scope of the organization, there are minimum standards. Well-managed organizations evaluate employees annually, track employee and agency productivity, periodically review agency performance, prepare a budget before the beginning of the fiscal year, conduct periodic

financial audits to safeguard the public trust, maintain relatively current financial records, conduct advanced planning for future service needs, and plan and budget for capital needs.

SPFPD has a total of 60 positions, 58 of which are currently filled. Personnel include 56 firefighting staff and two non-firefighting staff consisting of one fiscal operations/human resources administrator and one administrative assistant. Firefighting staff consists of one chief, one deputy chief, 12 fire captains, eight fire engineers, five paramedic engineers, eight paramedic firefighters, three apprentice firefighters, and 18 volunteer, reserve apprentice and intern positions. Captains, engineers, paramedics engineers, paramedics, and apprentice firefighters are employed at 56 hours per week. Two vacant positions are being filled by overtime and are currently under a recruitment program.

The Board of Directors oversees the SPFPD fire chief, who oversees the deputy chief, fiscal operations/human resources administrator and administrative assistant. Deputy chief manages mechanics, battalion chiefs and EMS coordinator. The rest of the personnel are subordinate to battalion chiefs. Chief EMS~~,~~ and chief training ~~and chief prevention~~ positions are currently vacant.

All regular employees are formally evaluated once a year; new staff are evaluated quarterly. Fire chief evaluates administrative personnel and deputy chief who evaluates battalion chiefs. Captains are evaluated by battalion chiefs; captains evaluate staff on his or her shifts. Fire chief is evaluated by the Board of Directors.

SPFPD reported that it evaluated its own district performance regularly. Every August, the District holds a goals and objectives workshop. Goals and objectives are re-evaluated in September and adopted in October. At the same workshop, goals of the previous year are assessed to determine if these goals have been met or need to be carried over to the next year. Progress is recorded in report form. Additionally, the District evaluates its progress mid year. SPFPD has adopted standards of coverage to monitor its own service adequacy.

The District's staff workload tracking is computerized and reflected in daily, weekly and monthly assignments. SPFPD employees record their work hours and submit to the District. Mechanics track vehicle service schedule. Administrative staff informally track employee workload through ensuring that jobs are completed, people are getting paid, ambulance services are billed for, and agenda packets are going out on time. According to the District's ambulance contract with S-SVEMS, SPFPD must initiate a patient Care Report form for every dispatched response and submit the required data elements to S-SVEMS.

In the last three years the District undertook several efforts to improve its operational efficiency and reduce costs. SPFPD reduced its staffing greatly since 2009 due to decline in economy. At the same time the District experienced an increase in service calls and took on the Loomis FPD administrative contract. SPFPD is considering consolidation as means to further improve efficiency. Although due to recent staffing reductions there may be few immediate benefits since further staff reductions are unlikely, the District believes consolidation benefits can be achieved through economies of scale. Because SPFPD is nearly built out, which leads to inability to gain additional revenues from new mitigation generating projects, consolidation may become a solution to this challenge as well.

The District's financial planning efforts include an annually adopted budget and annually audited financial statement. SPFPD establishes its goals and objectives through an August workshop discussed earlier. The mission of the South Placer Fire Protection District

is to protect the lives and property of the community from the adverse effects of fires, sudden medical emergencies or exposure to dangerous conditions created by either man or nature.

SPFPD has adopted a Master Service Plan that consists of multiple sections and is constantly being updated. Included in the Master Service Plan are the 2008 Long Term Facility Maintenance Plan and the 2010 Capital Facilities Plan with the planning horizon of 15 years, through which the District plans for its capital improvement needs.

Government Code §53901 states that within 60 days after the beginning of the fiscal year each local agency must submit its budget to the county auditor. These budgets are to be filed and made available on request by the public at the county auditor's office. All special districts are required to submit annual audits to the County within 12 months of the completion of the fiscal year, unless the Board of Supervisors has approved a biennial or five-year schedule.[207] SPFPD reported that it had submitted its FY 14-15 budget and its financial statement for the most recently completed fiscal year to the County Auditor's Office.

The District has not reportedly been under review or received citations from the California Division of Operational Safety and Health (CALOSHA) between 2011 and 2014.

EXISTING DEMAND AND GROWTH PROJECTIONS

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

Land Use

Land uses within the District consist mostly of rural residential, and rural agricultural in the Town of Loomis. Other land uses include urban residential, commercial and open space.[208] The District's bounds encompass approximately 36 square miles.

Current Population

There are approximately 26,100 residents within the District. The population density is 725 people per square mile.

Projected Growth and Development

The District reported that it generally experienced minimal population growth over the last five years although in the last year SPFPD observed an increase in building starts and plan submittals. Population growth thus is trending toward moderate. No formal population projections, however, have been done by the District. SPFPD estimates its future service needs through Placer County General Plan, Granite Bay Community Plan and Placer County Municipal Advisory Councils (MACs) planning meetings. The District also looks at

[207] Government Code §26909.

[208] Placer County, *General Plan*, 2013, Figure 1-1.

the available lots for residential and commercial construction and plans for future construction.

The population of the District is anticipated to be 34,330 at full build-out of this rapidly developing area. The area is evenly divided between suburban and wildland areas, and mostly comprised of large-scale estates and ranch properties with many subdivisions, including wildland interface subdivisions and medium-scale retail shopping areas. The current average home is 6,110 square feet, with several homes over 15,000 square feet. Commercial building growth has been slower than residential growth.

SPFPD reports that growth has been concentrating in the southern area of the District. There are large parcels of land located near Station 16 ~~(which is currently closed)~~ that will be developed in the future. In fact, there has already been some construction in that area in the last year. Apart from the southern part of SPFPD, there are mainly lot splits and small parcels of land that will be developed on a regular basis until build out.

As already mentioned, the District anticipates moderate population growth over the next 10 years. Service demand is expected to remain relatively stable with unknowns of weather conditions (drought, etc.) affecting the service demand. The continued use of the closest resource agreement and understaffing of local agencies may also impact the District's service demand.

Based on a review of the Granite Bay Community Plan and the Horseshoe Bar Community Plan, as well as through site survey of the properties in the District, District staff estimate that an additional 974 residential units will be constructed in the District over the next 10 to 15 years. SPFPD also anticipates construction of an additional 980,000 square feet of commercial, office, and industrial building space during this time. In total, the District estimates that approximately 6.9 million square feet of building construction will occur in the District over the next 10 to 15 years.[209] Figure 16-5 details the locations and amount of future development in the District.

Figure 16-5: Future Development in SPFPD

Residential Development	Lots	Description
Lomida/Stirlin Point/Nakao Property	150	For sale
Cavitt Stallman/Barton	50	Northwest corner
Cavitt Stallman Tanner	30	Cavitt Stallman
Cavitt Stallman South & North	15	
Dick Cook East of Val Verde	90	
Sierra College & Eureka N/E	25	
Miscellaneous Lot Splits	178	
Creek side Oaks	10	Farchon/Douglas
Micherra Place	20	Aub-Fol & Eureka
Elmhurst and Swan Lake	19	Back of Oakhills School

[209] SPFPD , Update of the Fire Fee Program Nexus Study, 2013, p. 5.

(Pastor Project)		
Vista Del Lagos	19	Lake Forest
Eden Roc II	17	Eden Roc
Patterson Subdivision	30	Sierra College & Eureka
Rolling Greens Golf Course	10	Golf Course
Peacock Ranch	8	Old Auburn and Sierra College
Beaver Creek	7	Douglas East of St. 16
Ridgeview Subdivision	31	Aub-Fol & Eureka
Grey Hawwk II	21	West of Greyhawk
4901 Olive Ranch	8	Near Station 16
Rancho Del Oro Estates	89	Near Station 16
4977 Olive Ranch	12	Bay Station 16
Terracina	6	Laird and Gold Drive
Village at Green Hills	13	Newcastle Road
Alexandra Estates	10	Barton Douglas
Chelshire North	6	Eureka Road
Walden Woods II	3	Ardea
The Grove	32	Berg & Olive Ranch
Woodbride #2 & #3	11	Old Auburn & Annabelle
Granite Lake Estates	3	Behind Quarry Pond
Cavitt Ranch, Polo Ranch, King Ranch	10	Top of Sierra College Hill
Bella Tierra	5	Barton & Eureka
Los Lagos (1st phases)	11	Los Logos
Los Lagos IV	4	West Side Auburn Folsom
Clos Du Loc	3	Lo Mida
Stirling Pt.	8	End of Lomida
Via Milano	2	Near Berg
Residences	4	Near Ojai
Wexford	4	East Roseville Pkwy.
Total Residential Lots	974	
9-year average square footage for new construction	x 6,103	
Total Projected Residential Square Footage	5,944,322 square feet	
Commercial Development	**Footage**	**Description**
Sierra College & Eureka N/E	130,000	
Douglas and Berg	10,000	North side
Douglas Seeno	20,000	

Miscellaneous Commercial Expansion	50,000	
Southeast corner Douglas & Partee	10,000	
Amazing Facts Church	120,000	Top of Sierra College
Duplex Housing South Side	130,000	Douglas and Partee
Condominium Housing	120,000	Sierra College and Old Auburn
Fuller and Auburn Folsom S/E	50,000	North of Whispering Pines
Duplex Housing North Side	77,0000	Douglas and Partee
Laird and Cavitt Stallman	50,000	Catholic Church
Creek Side Church	48,000	Sierra College and Old Auburn
Quarry Pond EAst	26,000	Boat Storage
Commercial Building Duplex Housing	8,752	Douglas and Partee
Car Wash	5,000	Douglas
Bayside Church Expansion	50,000	Sierra College & Cavitt Stallman
Horseshoe Bar & Auburn Folsom	8,000	
Granite Lakes	17,000	Douglass and Barton
Granite Bay Business Park	40,000	2, Multi Story Buildings
Quail Ridge Plaza	5,000	Near Walgreens
Bushnell's	5,000	Douglas
Total Projected Commercial Square Footage	979,752 Sq. Ft.	
Total Projected Combined (residential and commercial) Square Footage	6,924,074 Sq. Ft.	

There are 20 development projects within SPFPD boundaries that are currently being worked on by the prevention division of the District (pre-planning and planning process), as shown in Figure 16-6. The District anticipates providing services to all these developments.

Figure 16-6: Planned and Proposed Developments in SPFPD

Development	Location	Description
Greyhawk 2 subdivision	Woodgrove Circle	Approximately 20 houses
Amazing Facts Church	Sierra College Blvd	2-3 large buildings
Granite Bay Medical Office	Douglas Blvd	3 medical offices
Granite Estates Medical Office	Douglas Blvd	4 medical offices
Granite Bay Senior Living unit	Douglas Blvd	1 large senior living housing-about 70 memory patients
Elim Glen Senior Living Residential Care Facilities for Elderly (RCFE)	Eureka Road	20 patients
Granite Bay Montessori School	Sierra College	Adding 1 office
The Grove	Pine Grove	36 residential homes
Care Meridian RCFE	Sierra Ponds	20 patient care
Minor Land Division	Newcastle and Auburn Folsom Road	2-3 homes
Los Lagos D Subdivision	Los Lagos	10-12 residential homes
Enclave at Granite Bay	Pastor Drive	20+ residential homes
The Park at Granite Bay	Sierra College south of Annabelle	94 residential homes
Rockwood Subdivision	9755 Sierra College	7 residential homes
The Ponds Pavilion and Business Lofts	5630 Douglas Blvd	7,500 square feet event center and 27 business lofts totaling 23,000 square feet
Granite Bay Senior Site	Barton and Douglas	40 Alzheimer's living units
Olive Glen Court		12 residential homes
Micherra Place	Eureka and Auburn Folsom	20 residential homes

Hidden Valley Subdivision		Water system update to 21 hydrants
Olive Ranch subdivision	Briar Way	About 60 residential homes

According to California Department of Finance (DOF) data, the population of Placer County is expected to grow by 12 percent over the 10 year period from 2010 to 2020. Thus, the average annual population growth in the County is anticipated to be approximately 1.12 percent. Based on these projections, the District's population would increase from 26,100 in 2010 to approximately 29,232 in 2020.

Based on the Sacramento Area Council of Governments (SACOG) projections, the population of Placer County is anticipated to grow by 19 percent from 2008 to 2020. SACOG, therefore, expects the average annual growth in the County to be about 1.45 percent. According to the SACOG projections, the District's population would increase to 31,059 in 2020.

Growth Strategies

The District is not a land use authority, and does not hold primary responsibility for implementing growth strategies. The land use authority for unincorporated areas is the County; the land use authority for the incorporated portion of the District is the Town of Loomis.

The County General Plan, that was last updated in May 2013, requires new developments to develop or fund fire protection facilities, personnel, and operations and maintenance that, at a minimum, maintains the service level standards outlined in the General Plan. In addition, through its General Plan, the County tries to ensure that all proposed developments are reviewed for compliance with fire safety standards by responsible local fire agencies per the Uniform Fire Code and other county and local ordinances. SPFPD reported that a third party provides development plan checks on behalf of the District. Additionally, t~~T~~he District has~~plans to~~ hired a full-time Community Risk Reduction Officer for the 2015-2016 budget year, which has~~will~~ reduced the need for a third party to assist with fire prevention. SPFPD prevention department takes part in pre-planning and planning process. ~~The District plans to hire a full-time Community Risk Reduction Officer for the 2015-2016 budget year, which will reduce the need for a third party to assist with fire prevention.~~ The District is currently involved in the Granite Bay Community Specific Plan and Emergency Operations Plan.

The General Plan policies also support annexations and consolidations of fire districts and services to improve service delivery to the public. The County works with CAL FIRE and local fire protection agencies and city fire departments to maximize the use of resources to develop functional and/or operational consolidations and standardization of services and to maximize the efficient use of fire protection resources. Additionally, the County periodically evaluates fire protection services in Placer County to determine if fire protection resources are being effectively and efficiently used. Placer County policies also attempt to maintain and strengthen automatic aid agreements to maximize efficient use of available resources.

SPFPD territory is included in the two community plans developed by the County. Northern part of the District belongs to the Horseshoe Bar/Penryn Community Plan (CP), while southern part is in Granite Bay Community Plan.

Horseshoe Bar/Penryn CP was last updated in 1994 and amended in 2005 and was designed to guide the development of the area to at least 2010. When the plan area reaches its build out, the total population is projected to be 13,740 and the number of housing unites approximately 5,165. The plan relies heavily on the 1975 Loomis Basin General Plan and carries forward many of the same ideas. The territory covered in the plan is known for visually pleasing, predominantly rural/residential areas. Land use policies are designed to prevent the overuse of land and to control the intensity of use, as well as enhance the rural and natural qualities of the community. Four fire protection districts including, SPFPD, Penryn FPD, Loomis FPD, and Newcastle FPD serve the planning area. Response times to the northern Horseshoe Bar area are typically the longest because of the lack of nearby fire stations.

Granite Bay CP was last updated in 2012. The planning area of 26 square miles is considered to be a desirable place to live being located close to employment centers in Roseville, Sacramento, and Folsom. It offers a rural lifestyle characterized by the predominance of large lots in the northern section of the community, limited commercial development, high-quality schools, proximity to Folsom Lake, and the prevalence of small agricultural and animal raising uses in the area. Over the past several decades, growth in the Sacramento region, especially employment growth and housing development, has been concentrated in south Placer County, which includes the Granite Bay area. The Granite Bay CP area will continue to experience low to moderate growth as adjacent cities and the Sacramento region continue to develop. The rural characteristics and availability of vacant land will continue to attract development to the plan area. With the growing population, the plan's goal is to protect and preserve the unique rural character of the community and maintain the identity of Granite Bay as rural residential community. The maximum overall build-out population of the Community Plan is not expected to exceed 26,000 residents based on current zoning.

The Town of Loomis General Plan was last updated in 2001. The Town is characterized by a village-style core containing a historical, small-scale downtown, surrounded by medium-density housing and some light industry. The land use goals and policies of the General Plan are all oriented toward maintaining this historical arrangement of land uses. The community's vision for the future of Loomis is based primarily on: 1) retaining the small town aspects of its character through the revitalization of the downtown village and the expansion of family oriented community facilities; and 2) maintaining the rural aspects of its character by continuing the pattern of progressively lower residential densities as distance increases from the downtown, thereby preserving low-intensity agricultural uses and natural open spaces. While the projections estimate that Loomis will grow by approximately three percent annually through the year 2020, employment is expected to grow by over eight percent annually. As with any population projections, there is also the possibility that continuing rapid economic growth in the region could cause higher annual growth rates in Loomis. Building heights in Loomis are limited to three stories, not to exceed 45 feet, provided that any height over 35 feet shall require fire department approval. A fire safety plan is required of all new businesses and multi-family occupancies.

SPFPD has a development impact fee (DIF) established by the Nexus Fire Fee Program Nexus Study last updated in 2013. The purpose of the Fire Fee is to fund the planned fire facilities identified in this Nexus Study that are needed to mitigate the impacts from new development within SPFPD. Fee revenue is used to fund the construction and acquisition of fire facilities, vehicles, and equipment that are necessary to accommodate future demand resulting from new development in the District.

To calculate the fire fee, the District combined the cost of all existing facilities and planned future facilities and allocated to all development in the District, existing and future. The total estimated value of existing facilities, including buildings, land, apparatus, vehicles, and equipment is $23,092,000. The total cost of planned future facilities is $9,683,000. The combined total of existing and future facilities is $32,775,000. The total estimated value of the District is divided by the total development in the District to arrive at a fee of $0.828 per square foot. SPFPD adds a two percent markup to the fee to cover the cost of administering the fee program; thus, the total fire fee is $0.845 per building square foot.

This uniform rate is applicable to all new construction, including residential, commercial, office, and industrial building space and, pursuant to the District's policy, to building expansions and residential garages. The two percent administration fee component funds the cost of administering the fee program, including the annual accounting and reporting required by the Fee Act, as well as the cost of future Nexus Study updates.

DISADVANTAGED UNINCORPORATED COMMUNITIES

LAFCO is required to evaluate disadvantaged unincorporated communities as part of this service review, including the location and characteristics of any such communities. A disadvantaged unincorporated community is defined as any area with 12 or more registered voters, or as determined by commission policy, where the median household income is less than 80 percent of the statewide annual median.[210]

The California Department of Water Resources (DWR) has developed a mapping tool to assist in determining which communities meet the disadvantaged communities median household income definition.[211] According to DWR, there are two disadvantaged communities in Placer County, next to the northern area of the City of Auburn and in the community of Newcastle. There are no disadvantaged unincorporated communities within or adjacent to the SPFPD bounds and sphere of influence.

FINANCING

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

[210] Government Code §56033.5.

[211] Based on census data, the median household income in the State of California in 2010 was $57,708, 80 percent of which is $46,166.

The District reported that its financing levels were adequate to deliver services, however at a reduced level. SPFPD closed one of its stations during the economic downturn that caused nearly 20 percent reduction in revenue. Although the revenue is reportedly rebounding the funding level is still not sufficient to re-staff a station with full-time personnel. Although the closed station had the smallest impact on response times there are still areas within SPFPD that have encountered increases in response times.

Additionally, there are currently stations that the District has staffed with two full-time personnel, which is below the minimum effective response level as identified by the National Fire Protection Association (NFPA) and National Institute of Standards and Technology (NIST). The District has augmented its personnel levels with the new intern program to increase full-time staffing to three at one of the stations.

To improve its financial situation, the District adopted a new CalPERS retirement formula as a cost-containment strategy. The District pays up to $1,000 a month—$858 to medical the rest to dental and vision. The basic family medical plan is over $1,600 a month, and the employee makes up the difference from $858. ~~SPFPD employees are now paying nine percent of medical benefits at $1,000 per month.~~ The District is also considering some new revenue sources, including collaborating with other fire protection districts and requesting a share of Proposition 172 funds from the County. SPFPD is looking for ways to be reimbursed for services it is providing in Folsom Lake Recreation Area. Furthermore, the District ~~is exploring a possibility of charging~~has initiated a first responder fee for paramedic engines with reimbursement. SPFPD was~~is currently~~ a part of the committee that ~~is~~ worked~~ing~~ on the contract renewal between Placer County, AMR and S-SVEMS. A contract was agreed to establishing a fire fund that AMR pays to support EMS operations of fire agencies. However, SPFPD cannot receive this funding due to already supporting fire EMS operations out of its own budget to support EOA ambulance rights.

Revenues and Expenses

In 2013, the SPFPD Board of Directors updated~~adopted~~ a set of fundamental budgeting principles that still guide the District's financing. The Board decided that the District would allocate 80.25 percent to staffing, 12 percent to services and operations, one percent to fixed assets, three percent to apparatus replacement, 0.75 percent to major equipment replacement, and three percent to capital facilities. Additional guidelines include keeping contingent reserve at five percent of estimated expenditures, earmarking fund balance not utilized for contingent reserve for capital improvements, dividing capital reserves into three areas (apparatus replacement, major equipment replacement and capital facilities), and including future retiree benefits in salaries.

In FY 12-13, the District received $8,084,253 in revenue, including 66 percent from property taxes, eight percent from special tax, 14 percent from ambulance service charges, two percent from mitigation fees, three percent from OES reimbursements, one percent from cellular tower lease, four percent from proceeds from capital lease, and one percent from other sources. Interest income and fees also constituted a small percentage of the District's income (less than one percent).

The District is primarily funded by property tax, special tax and the District's ability to generate revenue by providing ambulance service and contracting for other services. Reportedly, the District's collection rate on ambulance services is about 42 percent.

A special tax was originally passed in 1980 and 1984 and is collected every year with no cost of living allowance at $70 per residence or $2 per acre of vacant land. The FY 14-15's tax roll is anticipated at $671,000 for 9,500 parcels. The special tax is collected by the County, which charges one percent of collected amount.

Loomis FPD pays SPFPD $115~~00~~,000 a year with five percent increase annually based on increased personnel costs for fire chief and administrative services according to the contract between the two districts. Additionally, LFPD pays $20,000 for oversight of its new paramedic program.

In FY 12-13, the District spent $8,322,765 in total expenditures that included 75 percent on salaries and benefits, 12 percent on services and operations, 13 percent on capital expenditures, one percent on fixed assets, and less than one percent on mitigation expenditures.

The District pays its pro rata share of an annual fee in an amount estimated to be sufficient to cover the S-SVEMS costs related to monitoring and enforcing the provisions of the agreements between S-SVEMS and SPFPD.

As of 2014, the District's annual compensation for an administrative assistant was between $50,904 and $61,884, for battalion chief between 77,040 and $93,636, for captain between $66,504 and $84,876, for deputy chief between $103,164 and $125,400, for division chief between $89,160 and $108,360, for engineer between $57,444 and $73,308, for firefighter between $49,620 and $63,324, for fire chief between $119,424 and $145,164, for fiscal operations/HR administrator between $67,320 and $81,828, for journey person mechanic between $62,328 and $75,768, and for mechanic between $49,620 and $60,324.

In FY 12-13, the District's expenditures exceeded revenues by $238,512, or about three percent of total expenditures for that fiscal year.

Capital Improvements

The District conducts capital improvement planning through multiple plans, including the apparatus replacement plan, capital facilities plan, long-term facility maintenance plan, and major equipment plan. Every year fire chief and senior staff meet with Board members to update all the plans.

Capital improvements are financed through development impact fees and other financial reserves. In FY 12-13, the District spent $690,000 in capital expenditures that included the initial down payment of $500,000 on Truck 17 and purchase of a new medic unit at $190,000. There was an additional $129,700 in fixed asset expenditures.

In FY 13-14, SPFPD spent $465,224 on capital improvements, including, truck replacement, aerial upgrades, Stryker Stair Chairs, automatic heart defibrillators, structure PPE, chain saws/rotary saws, capital facilities projects, station 17 sleeping quarters, station 15 plans, and Placer County Deccan projects.

In FY 14-15, the District spent approximately $294,000 on capital improvements that included an upgrade to the Breathing Support/Rescue Unit, new 12 lead monitors, Station 17 sleeping quarters upgrade, 20 sets of Structure PPE, and the Station 20 bathroom remodel project.

Outstanding Debt

In 2013, the District entered into a capital lease agreement to finance the purchase of a new 100 feet aerial ladder fire truck. The capitalized value of the engine subject to the capital lease is $816,733. The minimum future lease payments under capital leases as of June 30, 2013 were $162,623 in FY 13-14 and $162,623 in FY 14-15. The District has made the last payment in FY 14-15 and is now debt free.

Reserves

As was previously described in the *Revenues and Expenses* section, the District's Board of Directors has adopted a guideline to keep financial reserves. In FY 13-14, the reserves were funded as follows:

- Facilities reserve at 1.6 percent with balance of $463,528
- Apparatus reserve at two percent with balance of $42,446
- Major Equipment reserve at 1.7 percent with balance of $65,018
- Contingency reserve at 5.7 percent with balance of $440,000
- Mitigation reserve with balance of $377,007

Joint Financing Mechanisms and Employee Benefits

SPFPD reportedly does not participate in any Joint Powers Authorities (JPAs).

The District uses the defined benefit retirement plan and contributes to the California Public Employees Retirement System (CalPERS).

PRESENT AND PLANNED CAPACITY

SPFPD reported that it had sufficient capacity to provide fire services to its current service area. The District is also confident that it will be able to provide services to planned developments. It was reported that relevant plans in place and appropriate mitigation fees ensure that there will be enough capacity. The new construction is forecasted to fund the personnel cost to staff the closed station in some modified fashion.

Reduced financing and ~~consequently~~ staffing, as well the closed station ~~that had been closed~~ constitute capacity constraints. Staffing levels went down from 17 per day in 2007 to 12 on duty per day currently. Augmented by part-time employees and interns, there are about 14 FTEs per day.

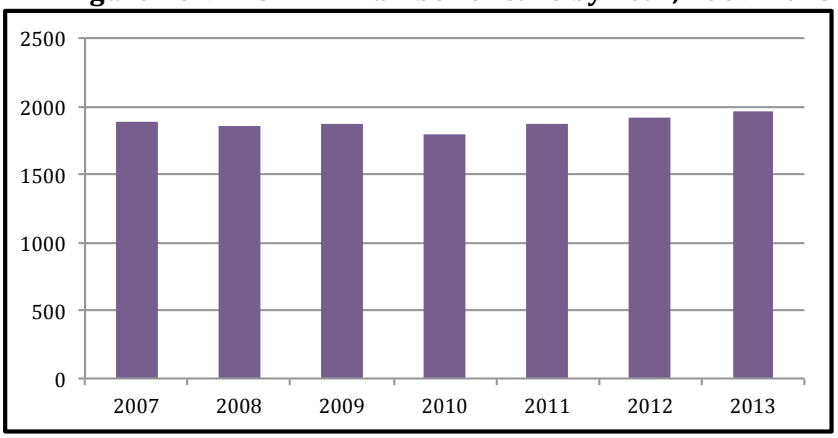
SPFPD currently has sufficient capacity to provide administrative and fire chief services to Loomis FPD and eliminate the need for duplication.

Existing Demand

The District reported that its peak demand times occurred in the afternoon around 5:00 p.m. in 2013.

SPFPD reported that its demand for services generally had stayed the same over the last five years, although it had to be met with one less station due to the economic downturn. It was also reported that an increase in demand is anticipated. Besides an anticipated growth in population, drought conditions are increasing the need for prevention activities in the wildland urban interface areas. Additionally, increased traffic through the area is also affecting the District's service demand.

Figure 16-7: SPFPD Number of Calls by Year, 2007-2013



As shown in Figure 16-7, the District experienced a slight dip in demand in 2010 after which the number of service calls went back up.

In 2013, SPFPD received a total of 1,964 calls, including 1,538 within its boundaries. The majority of the calls within the SPFPD's boundaries were for emergency medical services (64 percent) and the remainder constituted motor vehicle accidents (five percent), false alarms (five percent), fires and hazardous materials (seven percent), miscellaneous emergencies (eight percent), and miscellaneous non-emergency calls (12 percent). Of the total calls reported, 22 percent were mutual aid calls. The District averaged 59 service calls per 1,000 residents within its boundaries.

Staffing

SPFPD has 59~~6~~ firefighting staff that consists of one chief, one deputy chief, three battalion chiefs, 12 fire captains, eight fire engineers, five paramedic engineers, eight paramedic firefighters, three apprentice firefighters, and 18 volunteer, reserve apprentice and intern positions. Volunteers are compensated at $20 per call they respond to and $20 per scheduled volunteer drill. The District reported that its pay rate for every rank was lower by about 20 percent on average than of other agencies in the area, including Rocklin FD, Roseville FD and Folsom FD. The median age of the firefighters is 44, with a range from 20 to 74.

There are 13 firefighting personnel working each shift each day in addition to a minimum of one intern firefighter for a total of 14 personnel assigned per shift. One temporary training captain is working temporary day assignment and overtime as a fire captain.

The District reported that it was not actively recruiting volunteer firefighters; however, there is an Intern Firefighter program that was established by SPFPD to enable interns to act as volunteer firefighters when not participating in their intern program. It was reported

that the District had 12 interns who go through the program every year with a new group of six brought in every six months.

As shown in Figure 16-7, SPFPD experienced fairly low personnel turnover between 2011 and 2014. However, there has been an overall decline in the total number of firefighting staff overtime.

There are 13 budgeted full-time positions per shift on each day, including the shift work battalion chief, one captain and one engineer paramedic at Station 20, one captain, and one engineer/engineer paramedic at Station 19, one captain, one engineer, two paramedic firefighters or paramedic engineers, one apprentice firefighter at station 17, one captain, one engineer, and one paramedic firefighter. There are a total of 39 full-time staff.

Figure 16-8: Staffing Changes Overtime[212]

Year	2011	2012	2013	2014
Total Staff	44	39	38	39
New Staff	5	2	2	0
Departed Staff	0	1	2	0

Currently, there are three certifications in the California firefighter series; Volunteer Firefighter, Firefighter I, and Firefighter II. While the Volunteer Firefighter focuses on skills and tasks necessary to assure safety on the fire ground, Firefighter I & II prepares the firefighter to perform essential and advanced fire ground tasks, as well as allowing entry into all tracks of the certification system. The level of certification required for each firefighter is determined by the individual fire department. However, according to the California State Fire Marshal, there are plans to phase out the Volunteer Firefighter certification level and the most basic level of certification will eventually be Firefighter I. Firefighter I certification requires completion of the 259-hour Firefighter I course, which includes training on various fireground tasks, rescue operations, fire prevention and investigation techniques, and inspection and maintenance of equipment. In addition to this course, Firefighter I certification also requires that the applicant have a minimum of six months of volunteer or call experience in a California fire department as a firefighter performing suppression duties.[213] The number of SPFPD personnel certified in each category is shown in Figure 16-9. Each firefighter, including volunteers, is able to hold multiple certifications, including strike team certifications. The additional certification levels shown in this table are described in more detail in Chapter 3 of this report.

Figure 16-9: SPFPD Certified Personnel (Based on 56 firefighting personnel)

Certification Level	Number of Firefighting Staff	% of Total Firefighting Staff
Volunteer Firefighter	0	0%
Firefighter I	40	71%
Firefighter II	23	41%

[212] Numbers in the table do not include volunteer, reserve, and intern positions.

[213] State Fire Marshal, Course Information and Required Materials, 2007, p. 44

First Responder EMS	2	4%
Emergency Medical Technician 1	38	68%
Paramedic	17	30%
Apparatus Engineer	15	27%
Company Officer	14	25%
Chief Officer	5	9%
Haz Mat FRO	38	68%
CICCS FFT 2	7	13%
CICCS FFT 1	15	27%
CICCS Engine Boss	12	21%
CICCS Strike Team Leader	5	9%

Paramedic firefighter is the District's entry-level paid firefighter. Volunteer candidates must maintain a valid first responder first aid certification. Before a new volunteer can operate in an IDLH environment the operations chief must give final approval and verification of in-service training. Typical ways to achieve this approval is to complete the operational sections of the SPFPD volunteer firefighter task book, complete the CSFM Volunteer Firefighter certification record and/or complete a Volunteer Fire Academy or have completed a Regional Firefighter I Academy.

The District provides in-house training for its personnel. It is required for SPFPD firefighters to undergo at least 20 hours per month and two hours per shift of training. Volunteer drills take place on Thursday nights usually for two hours, so there are eight hours of drills scheduled per month. Volunteers are required to have 240 hours a year of training and are welcome to attend any scheduled drill in the District. In addition, there are online and outside trainings available to volunteers.

The District reported that community volunteer firefighters were a challenge to employ due to the training demands on volunteers. Most of SPFPD new volunteers enter through the District's intern program, which is a continuation of the fire academy so new interns join with the Regional Firefighter I Academy already completed. This reportedly makes the entry level training part of a volunteer firefighter position easily completed.

Facilities and Capacity

SPFPD owns and operates five fire stations. The function and condition of each fire facility is described in more detail in Figure 16-10.

Figure 16-10: SPFPD Facilities

	Station #15	Station #16	Station #17
Property owner	SPFPD	SPFPD ~~—currently closed~~	SPFPD
Address	4650 East Roseville Parkway Granite Bay CA 95746	5300 Olive Ranch Rd Granite Bay, CA 95746	6900 Eureka Road Granite Bay, CA 95746
Purpose	All Hazard Fire and ALS Service	Volunteer Station ~~Limited Fire Response~~	All Hazard Fire and ALS Service
Additional uses or other entities using the facility	Voting facility	Voting Facility	Administration, Training, Vehicle Maintenance, Cell

	Station #15	Station #16	Station #17
			tower, Meeting Room for VFW and Granite Bay Community Association
Hours station is staffed	24 hours	Volunteer Live- In program	24 hours
Date acquired or built	1987	2008	1975
Condition of facility[214]	Fair/Good	Excellent	Fair/Good
Number and type of vehicles at facility	Type 1 Engine Type 6 Grass Unit	Water Tender Antique Apparatus Air Unit OES Type 1 Engine	100' Aerial Truck ALS Ambulance Type 3 Brush Unit Rescue Unit Reserve Type 1 Engine
Number and classification of paid staff staffing facility	1 Captain 1 Engineer 1 Paramedic FF	None	1 Captain 1 Engineer 2 Paramedic FF 1 Apprentice FF
Number and classification of another agency's paid staff staffing the facility	0	0	0
Number of volunteers available at facility	0	0-5	0
Current facility sharing practices	Voting	Voting	Available to VFW and Granite Bay Community Association
Future facility sharing opportunity	Unknown	Unknown	Training room rental, regional training
Infrastructure needs	Larger day room Larger truck room	None	Complete remodel Administrative Offices Training Facility
Cost of upgrades	$500,000 Est.	None	$1,000,000 Est.
Sources of financing of needed upgrades	Mitigation Fees General revenue	N/A	Mitigation Fees General Revenue
Timeline of needed upgrades	1-3 years	N/A	4-5 years

[214] Facility condition definitions: **Excellent**—relatively new (less than 10 years old) and requires minimal maintenance. **Good**—provides reliable operation in accordance with design parameters and requires only routine maintenance. **Fair**—operating at or near design levels; however, non-routine renovation, upgrading and repairs are needed to ensure continued reliable operation. **Poor**—cannot be operated within design parameters; major renovations are required to restore the facility and ensure reliable operation.

	Station #19	Station #20
Property owner	SPFPD	SPFPD
Address	7070 Auburn Folsom Road Granite Bay, CA 95746	3505 Auburn Folsom Road Loomis, CA 95650
Purpose	All Hazard Fire and ALS/BLS Service	All Hazard Fire and ALS Service
Additional uses or other entities using the facility	Voting facility	Voting Facility
Hours station is staffed	24 hours	24 hours
Date acquired or built	2003	1985
Condition of facility[215]	Excellent	Fair
Number and type of vehicles at facility	Type 1 Engine Type 3 Brush B/C Command Vehicle OES Type 1 Engine	ALS Ambulance Type 1 Engine Type 6 Grass Unit
Number and classification of paid staff staffing facility	1 Battalion Chief 1 Captain/Captain Paramedic 1 Engineer/Engineer Paramedic 1 Intern FF	1 Captain 1 Engineer/Paramedic
Number and classification of another agency's paid staff staffing the facility	0	0
Number of volunteers available at facility	0-1 Volunteer Intern on Duty	0
Current facility sharing practices	Voting	Voting
Future facility sharing opportunities	Unknown	Unknown
Infrastructure needs	None	Remodel needed in future. Bathroom is under construction.
Cost of upgrades	N/A	$400,000 are needed
Sources of financing of needed upgrades	N/A	Mitigation Fees General Revenue

[215] Facility condition definitions: **Excellent**—relatively new (less than 10 years old) and requires minimal maintenance. **Good**—provides reliable operation in accordance with design parameters and requires only routine maintenance. **Fair**—operating at or near design levels; however, non-routine renovation, upgrading and repairs are needed to ensure continued reliable operation. **Poor**—cannot be operated within design parameters; major renovations are required to restore the facility and ensure reliable operation.

	Station #19	Station #20
Timeline of needed upgrades	N/A	1-2 years

The District's water for firefighting purposes is supplied by San Juan Water District and Placer County Water Agency. SPFPD boundary area is split in two in terms of water availability with half of the District being covered by a very strong water supply system. The areas that do not contain hydrants reportedly do not have satisfactory water supply on their own without bringing water in ~~in~~ case of a fire. SPFPD has a 4,300-gallon water tender, which is dispatched to all calls in areas without hydrants. The tender however is staffed by volunteers and is not entirely reliable. Before the economic downturn, the apparatus was staffed by one full-time employee.

It appears that currently the District's facilities have sufficient capacity to provide adequate services to the existing service area based on the condition of the District's facilities and SPFPD's response times to service calls. All of the District's facilities are in excellent to fair condition and are appropriately maintained and upgraded when needed. SPFPD meets the National Fire Protection Association (NFPA) standards for response to structural fire calls. The District also meets the Sierra-Sacramento Valley EMS (S-SVEMS) Agency standards for response to medical emergencies

Dispatch and Communications

Fire agencies serving the unincorporated territory in western Placer County are dispatched by two separate agencies. Fire districts are dispatched by the Placer County Communications Division of the Placer County Sheriff's Department. Placer County Fire Department, which is providing services through a contract with CAL FIRE, is dispatched by the CAL FIRE Grass Valley Emergency Command Center. The cities of Roseville, Rocklin and Lincoln have their own dispatch centers and frequencies, while the cities of Auburn and Colfax contract with CAL FIRE.

SPFPD maintains a contract for dispatch services with Placer County Sheriff's Department. Dispatch services are currently provided free of charge. Placer County, in lieu of sharing Proposition 172 funds, offered fire districts in Placer County free dispatch services.

In addition to fire agencies, the Communications Division of the Placer County Sheriff's Department provides dispatching services for the sheriff, animal control, and county roads. The division is staffed 24 hours a day, 365 days a year. All communications personnel are trained in emergency medical dispatch protocols wherein the dispatcher can give life-saving emergency medical instructions over the telephone prior to the arrival of the first responders.

SPFPD reports that the Communication Division is working with outdated software and has pulled out from the collaboration to find a new program with the City of Roseville that is currently moving forward with the purchase of new CAD program on its own, which would disrupt the interoperability of the two dispatch agencies.

The District believes there should be a single dispatch center for all the fire service providers in western Placer County (outside of CalFire) to solve the problems caused by different CAD systems. SPFPD would like to see a dispatch center with Placer County as

PSAP. A reported constraint to implementation, however, is lack of Proposition 172 funds. SPFPD also believes that an obstacle to a joint dispatch center is law enforcement agencies that are trying to purchase a system that will work as a CAD and a records management system for their jails and records departments.

Capability at an Incident

The District reported that its actual response capability at an incident consisted of three engines, a truck, ambulance, a battalion chief, and all 14 personnel on duty at any given time. There is also an additional capability of volunteer and intern firefighters who respond off duty on a regular basis.

Status of, and Opportunities for, Shared Facilities

All of the District's fire stations are used as voting facilities. Additionally, station 17 is used as a meeting room for the Veterans of Foreign Wars (VFW) and Granite Bay Community Association. SPFPD also would like to use station 17 in the future as a possible training room rental and as a regional training facility satellite site.

SPFPD has a contract with Loomis FPD to share operations (duty officer coverage 24/7), personnel, training, vehicle maintenance, and prevention. The District currently uses LFPD's command vehicle. The two districts are on the verge of consolidation. ~~SPFPD sees additional opportunities for the two districts to continue sharing resources and personnel. Furthermore,~~ Under the previous Chief, SPFPD~~the District~~ saw~~sees~~ a benefit of expanding such collaboration and cost saving operations to Penryn FPD and Newcastle FPD. These agencies ~~would~~ could reportedly benefit from around the clock duty officer services as well as other services covered in the agreement between SPFPD and LFPD. This could be the first step to bringing these departments together to one agency.

Infrastructure Needs

The District identified multiple capital improvement needs, as shown in Figure 16-9. Station 15 needs larger day and truck rooms, which will require approximately $500,000. Station 17 requires complete remodel in addition to training facility and administrative offices that will cost about $1 million. ~~Station 20 needs a facility upgrade that is estimated to cost about $100,000.~~ All infrastructure needs will be financed through mitigation fees and general revenues. The District is currently in planning stage of remodel at station 15; the upgrade project at S~~s~~tation 20 has been completed~~is being executed~~ (constructing the bathroom and retrofitting an exhaust system in current truck room). Remodeling is planned to be completed in current budget year.

Apparatus will be replaced as per the apparatus replacement schedule, which has been revamped to consider budget constraints. Some apparatus and support vehicles have been eliminated from the replacement plan and others have been pushed back due to economic conditions. Additionally, when station 16 opens with full-time personnel, SPFPD will need a new engine.

Challenges

One of the challenges faced by SPFPD may be presented by the Affordable Care Act (ACA), the effects of which the District is still unsure about. Currently, SPFPD is being reimbursed for Medicare patients at six percent for transport ALS. The District receives more revenue on average from uninsured population. Additionally, SPFPD has been able to be reimbursed through Ground Emergency Medical Transport. The District is concerned that reimbursement rates may be reduced due to the ACA; the effects are currently being investigated. Furthermore, it was reported that Governor Brown has recently vetoed a bill that would allow collecting more revenue on medical transport services.

The District is also still coping with the effects of recent economic downturn as was previously discussed. SPFPD currently have a station that is not staffed 24 hours a day and another station (Sstation 20) with only two personnel, which compromises safety and efficiency. Turnover in personnel due to lower compensation compared to city fire departments is another challenge. Over the years, the District has lost a number of employees to other higher paying jobs.

The District attempts to solve its personnel problems with an intern program that feeds into its apprentice program, which ultimately serves as a precursor for full-time employment with SPFPD. To improve its financing, the District took on an administrative contract with LFPD. There are reportedly additional opportunities to do more of these types of collaborations with other agencies.

SERVICE ADEQUACY

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

Fire services in the communities are classified by the Insurance Service Office (ISO), an advisory organization. This classification indicates the general adequacy of coverage, with classes ranking from 1 to 10. Communities with the best fire department facilities, systems for water distribution, fire alarms and communications, and equipment and personnel receive a rating of 1. Placer County encourages local fire protection agencies in the County to maintain minimum ISO ratings of 4 in urban areas, 6 in suburban areas and 8 in rural areas. SPFPD has an ISO of 3 in urban areas and 3Y in rural area[216]. The District was last evaluated in August 2014.

The National Fire Protection Association (NFPA) has issued response time performance standards depending on the service structure of the agency. The response time is measured from the completion of the dispatch notification to the arrival time of the first-responder at the scene. Though not a legal mandate, these standards provide a useful benchmark against which to measure fire department performance. For agencies with paid staff, NFPA 1710 identifies the response time guideline of six minutes at least 90 percent of the time.

[216] Insurance Service Office has adopted new classification system effective July 1st, 2014. The classification of 3/3Y was formerly 3/8B. http://www.isomitigation.com/ppc/articles/PPC-Announcement-Brochure.pdf

For volunteer and combination fire departments, NFPA 1720 recommends that the response times for structure fire be nine minutes in urban demand zones at least 90 percent of the time, 10 minutes in suburban zones at least 80 percent of the time and 14 minutes in rural zones at least 80 percent of the time. Response times in remote zones are directly dependent on travel distances.[217] SPFPD is a combination fire district and falls within the definition of suburban demand zone, and would therefore be subject to the NFPA 1720 guidelines.

The local emergency medical services agency (LEMSA) for Placer County is Sierra-Sacramento Valley Emergency Medical Services Agency (S-SVEMS).[218] Emergency ground ambulance service for the majority of Placer County is provided by American Medical Response under an exclusive operating agreement (EOA) with S-SVEMS. Foresthill FPD, North Tahoe FPD[219] and South Placer FPD also provide emergency ambulance service to their districts under EOAs. Emergency response time standards set by S-SVEMS in Placer County vary for each of the four approved providers and by the level of urbanization of an area (the more urban an area, the faster a response should be).[220] SPFPD is required to have Advanced Life Support (ALS) on scene within 10 minutes 90 percent of the time and ambulance on scene 15 minutes 90 percent of the time.

Placer County encourages local fire protection agencies in the County to have an average response times to emergency calls of four minutes in urban areas, six minutes in suburban areas and 10 minutes in rural areas. The District has adopted service response principles outlined in its Master Service Plan according to which resource deployment should result in an initial unit arriving to 80 percent of reported structure fires and medical emergencies within four minutes of travel time. This assumes that three minutes are taken in alarm processing and turnout time for initial dispatch and two minutes for size-up and set up. The total reflex time for initial attack is nine minutes 80 percent of the time.

SPFPD's 80th percentile response time is 8.4 minutes, the 90th percentile response time is 9.75 minutes, the median response time is 6.3 minutes, and average response time is 6.7 minutes. It appears that the District meets the NFPA 1020 response time standard for suburban zone, the S-SVEMS response time requirement to medical emergencies and its

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

[218] S-SVEMS is responsible for planning, development and implementation of all EMS components, including regional trauma system planning, qualification, accreditation, authorization of all prehospital care personnel, EMS system design, and compliance with local and state regulations.

[219] North Tahoe FPD does not provide ambulance transport services in western Placer County and is therefore out of scope of this report and will not be discussed further.

[220] Response time standards for American Medical Response (AMR) are eight minutes 90 percent of the time in the cities of Roseville and Rocklin and in the City of Auburn and the County (all of the City of Auburn and County area half a mile west of SR 49 from the City of Auburn to Dry Creek Road, east of SR 49 up to and including I-80 North to include Bell Road, and half a mile east of SR 49 from Bell Road to Dry Creek Road), 15 minutes 90 percent of the time in Auburn east to include Colfax and Auburn west to Rocklin, 10 minutes 90 percent of the time in Lincoln, 20 minutes 90 percent of the time in rural areas of AMR service area in Placer County, and as soon as possible in wilderness areas. South Placer FPD is required to respond with ALS on scene 10 minutes 90 percent of the time and ambulance on scene 15 minutes 90 percent of the time. The requirement for Foresthill FPD is to respond within 15 minutes 90 percent of the time in Foresthill, Todd Valley Estates and Baker Ranch.

own service response principles. The District's average response time is slightly longer than what is recommended by Placer County in suburban areas. For the calendar year 2013, the District's average response time exclusively to medical emergencies was 6.12 minutes.

The service area size for each fire station varies between the fire districts. The median fire station in Placer County serves approximately seven square miles. ~~Placer Hills FPD~~PCF station serves the most expansive area of 34~~46.7~~ square miles per each of its stations. Densely populated areas tend to have smaller service areas. For example, the median service area of the city fire department stations is 4.5 square miles. By comparison, each fire station in SPFPD serves approximately 7.2 square miles.

The number of firefighters serving within a particular jurisdiction is another indicator of level of service; however, it is approximate. The providers that rely on volunteer or call firefighters may have differing staff availability and reliability. An agency with more firefighters could have fewer resources, if availability is limited due to work and personal obligations. Staffing levels in Placer County vary from 0.5 firefighters per 1,000 residents in in the City of Lincoln to 37.7 firefighters in Alta FPD. By comparison, SPFPD has on average approximately two firefighters per 1,000 residents.

Operating expenditures per capita is often reflective of the level of service offered by a fire provider as determined by financing constraints. The least amount of money per capita was spent by the Colfax Fire Department ($18.77). South Placer FPD expended the most per capita ($274.90).

Figure 16-11: South Placer FPD Fire Service Profile

Agency Resource Statistics	
Staffing base year	2014
Fire stations in agency boundaries	5
Fire stations serving the agency	5
Square miles served per station	7.2
Total staff	59
Total firefighting staff	55
Total firefighting staff per station	11
Total firefighting staff per 1,000 residents	2
Operating expenditures per capita	$275
Service Demand	
Statistical base year	2013
Total service calls	1,964
% EMS	64%
% Fire/hazardous materials	7%
% Motor vehicle accidents	5%
% False alarms	5%
% Miscellaneous emergency	8%
% Non-emergency	12%
% Mutual aid calls	22%
Calls per 1,000 residents	59[221]
Service Adequacy	
Median response time	6.27
80th percentile response time	8.43
90th percentile response time	9.75
ISO Rating	3/3Y

[221] Based on 1,538 service calls that occurred within the District's boundaries.

SOUTH PLACER FIRE PROTECTION DISTRICT DETERMINATIONS

Growth and Population Projections

- South Placer Fire Protection District (SPFPD) currently has a district-estimated population of 26,100.
- SPFPD reported that it generally experienced minimal population growth over the last five years, although in the last year the District observed an increase in building starts and plan submittals. Commercial building growth has been slower than residential growth.
- The District anticipates moderate population growth over the next 10 years. Growth is concentrated mainly in the southern part of SPFPD. A third party provides development plan checks on behalf of the District. ~~SPFPD prevention department takes part in the pre-planning and planning process.~~ The District ~~plans to~~has also hired a full-time Community Risk Reduction Officer, to~~which will~~ reduce the need for a third party to assist with fire prevention.
- At complete buildout the population of the District is anticipated to be about 34,330.
- The District currently has an established development impact fee (DIF) to fund facility upgrades and new facilities needed to serve new developments.
- Based on the Department of Finance (DOF) population forecasts, the District's population is projected to increase by 12 percent from 2010 to 2020. According to the Sacramento Area Council of Governments (SACOG) projections, the population of SPFPD is anticipated to increase by 19 percent between 2008 and 2020.

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

- According to Census data mapped by the Department of Water Resources, there are two communities in Placer County, located south of the City of Auburn and in the community of Newcastle, that meet the disadvantaged community's median household income definition. There are no disadvantaged unincorporated communities within or adjacent to SPFPD's bounds and sphere of influence.

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

- The District anticipates an increase in service demand due to population growth and other factors including a drought-induced increase in prevention activities and increased traffic levels.

- SPFPD reported that it currently had sufficient capacity to provide services to its existing service area and future growth. Services to planned developments will be largely financed by development impact fees.
- Capacity is currently constrained by staff reductions and the station closure caused by the economic downturn. However, it was reported that the closed station has had only a limited impact on response times.
- The District has infrastructure needs that consist of station remodeling projects and apparatus and vehicle purchases, for which are appropriately planned.
- SPFPD currently has enough capacity to provide administrative and fire chief services to Loomis FPD and eliminate the need for duplication.
- The District's facilities have sufficient capacity to provide adequate services to the existing service area based on the condition of the District's facilities and its response times to service calls. Stations are generally in excellent to fair condition. The District meets the Sierra-Sacramento Valley EMS (S-SVEMS) Agency standards for response to medical emergencies and NFPA 1720 response to structural fires time standards.
- SPFPD recognizes dispatch problems caused by multiple dispatch centers and CAD systems in the County and supports a single joint dispatch center solution.
- The District reported that its actual response capability at an incident consisted of three engines, a truck, ambulance, a battalion chief vehicle, and all 14 personnel on duty at any given time. There is also an additional capability of volunteer and intern firefighters who respond off duty on a regular basis.
- SPFPD services appear to be adequate based on its better than average ISO rating and response times that meet generally accepted standards. Based on other indicators of service adequacy, including service area per station and firefighters per capita, SPFPD's services are comparable to other urban providers in Western Placer County. SPFPD expends the most per capita compared to the other fire providers reviewed here due to the more expansive nature of services provided compared to most other providers in the County, such as ambulance transport.
- District management methods appear to generally meet accepted best management practices. The District prepares a budget before the beginning of the fiscal year, conducts financial audits for each fiscal year, maintains current transparent financial records, tracks employee and district workload, has an established process to address complaints, and conducts strategic and capital improvement planning.

Financial Ability of Agencies to Provide Services

- The District reported that its financing levels were adequate to deliver services, albeit at a reduced level. SPFPD closed one of its stations and reduced staffing due to financial hardships.
- SPFPD has implemented some cost containment strategies and has been trying to find new sources of revenue.

- The District is primarily funded by property taxes, special taxes, and the District's ability to generate revenue by providing ambulance service and contracting for other services. Reportedly, the District's collection rate on ambulance services is about 42 percent.
- Capital improvements are financed through development impact fees and general revenues.
- ~~SPFPD has no long-term debt.~~
- The District has an adopted guideline to keep five financial reserves, including a facilities reserve (1.6 percent of estimated expenditures), apparatus reserve (two percent), major equipment reserve (1.7 percent), contingency reserve (5.7 percent), and mitigation reserve.
- SPFPD uses a defined benefit retirement plan and contributes to the California Public Employees Retirement System (CalPERS).

Status of, and Opportunities for, Shared Facilities

- All of the District's fire stations are used as voting facilities.
- Station 17 is used as a meeting room for Veterans of Foreign Wars and Granite Bay Community Association. The station may also be used in the future as a regional training facility satellite site, as well as a training room for rent.
- SPFPD shares operations, personnel, training, vehicle maintenance, and prevention with Loomis FPD (LFPD). The District stated t~~T~~here is a possibility of expanding such collaboration to Penryn FPD and Newcastle FPD if it is on a revenue neutral basis.
- ~~Expanding resource sharing with LFPD may lead to eventual consolidation.~~ SPFPD is on the verge of consolidation with LFPD.
- The District is a member of the California Fire Chiefs Association, Western Placer County Fire Chiefs Association, California State Firefighters Association, Fire Districts Association of California, and Fire Agencies Self Insurance System (FASIS).
- SPFPD participates in the Placer County Closest Resource Agreement, Placer County Emergency Operations Plan, and Region Four Mass Casualty Incident (MCI) Plan.
- SPFPD is a signatory of the Western Placer County Cooperative Fire Services Response Agreement along with 12 other fire protection agencies in western Placer County according to which, the agencies provide automatic aid to each other and make use of the closest resource dispatching.
- SPFPD has automatic and mutual aid relationships with Sacramento Metropolitan FPD, City of Folsom FPD, and American Medical Response. The District participates in the California State Mutual Aid Plan.

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

- The District generally demonstrated accountability and transparency with regard to its governance by cooperating with the MSR process, publishing agendas for public meetings as legally required, maintaining a website, filing Form 700 Statements of Economic Interest, and Board members receiving timely ethics trainings.
- SPFPD has a set of adopted bylaws that provide a framework and direction for district governance and administration, including policies on code of ethics, Brown Act requirements, public requests for information, expense reimbursement, and conflict of interest code.
- The District could improve its accountability and transparency by posting district policies and procedures and financial information, such as budgets and financial statements on its website.
- Governance structure options for SPFPD include consolidation with Loomis FPD, and possibly with Penryn and Newcastle FPDs. An additional option is consolidation with other fire districts to create a single Western Placer fire protection agency or a fire protection district to serve the unincorporated areas. The District will only consider revenue neutral consolidation options.

SOUTH PLACER FIRE PROTECTION DISTRICT SPHERE OF INFLUENCE UPDATE

Existing Sphere of Influence Boundary

SPFPD's existing sphere of influence (SOI) is out of date after not having been updated concurrently with boundary reorganizations that have occurred over time.

SOI Options

Five options were identified with respect to SPFPD's SOI.

Option #1 – A single fire agency SOI containing unincorporated Western Placer County (excluding territory within SMFD and Rocklin FPD), City of Colfax, and Town of Loomis

If the Commission determines that one fire protection agency taking over services provided by fire districts and Placer County Fire Department in Western Placer County is the preferred governance structure, then it would be appropriate to adopt a single fire agency SOI for unincorporated Western Placer (excluding territory within the Sacramento Metropolitan Fire District boundaries), City of Colfax, and Town of Loomis.

Option #2 – Western Placer County SOI

If the Commission determines that one fire protection agency serving the entirety of Western Placer County is the preferred alternative, then it would be appropriate to adopt a single fire agency SOI that encompasses Western Placer County, including all fire service providers serving both unincorporated and incorporated areas.

Option #3 – Joint SOI with Loomis FPD

Should the Commission determine that the consolidation of Loomis FPD with South Placer FPD, which already closely collaborate and share resources, would be the most likely and beneficial step in the immediate future, then a joint SOI for the two districts would be appropriate.

Option #4 – Joint SOI with Loomis FPD, Newcastle FPD, and Penryn FPD

If the Commission decides that consolidating LFPD, SPFPD, NFPD, and PFPD, which are geographically connected and presently already collaborate and share some resources, would be the most appropriate current option, then a joint SOI for the four agencies should be adopted.

Option #5 – Coterminous SOI (less areas of overlap with Roseville SOI)

If the Commission determines that no changes are needed in the existing service provision arrangement and that the City of Roseville will be serving the areas where its SOI overlaps the District, then adopting a coterminous SOI less those areas of overlap for the agency is appropriate.

Recommended Sphere of Influence Boundary

Adopting a coterminous SOI for the District would indicate that the current service provision structure is adequate, which is currently not the case. While SPFPD operates at a level similar to the urban service providers in the County, the District has experienced financing, personnel and other constraints that has, in the past, limited its operational efficiency and caused a reduction in level of service. SPFPD has rebounded since, but many other agencies have not rebounded and service levels amongst most of the other districts have not recovered, which makes the current service structure in the County unstable with opportunities for enhancement.

A~~lthough a~~ joint sphere of influence with Loomis FPD (with which SPFPD already closely collaborates and shares resources including personnel) and subsequent consolidation would be a step in the right direction~~, it will achieve only minimal benefits~~. The District is already on the verge of complete consolidation with LFPD, and has documented several benefits as part of its Consolidation Service Plan, including but not limited to, reduction of several costs and several improved operational efficiencies, such as standardized training, streamlined policies and procedures, and centralization under a single governing body.

A sphere of influence that includes LFPD, SPFPD, NFPD, and PFPD, which already collaborate and share some resources and boundaries would encourage consolidation of the four districts. This kind of reorganization would legally unite these agencies that are already tied together, including geographically. Although this is an attractive option that will bring opportunities for improvement and increase in efficiency and may be fairly easily executed in a short period of time, the study has shown that time might be ripe for broader consolidation to achieve a greater number of benefits. SPFPD notes that the differing funding levels between the agencies could pose a challenge to garnering support by LFPD and SPFPD's constituents.

As outlined in the *Governance Structure Options and Recommendations* section of Chapter 3, the solution that will achieve the greatest savings, improvements in efficiency, and increase in capacity, and deliver the most benefits to constituents, while also taking into consideration the current political climate in the County, would be a single agency taking over services provided by Placer County Fire and fire districts (excluding Rocklin FPD) in Western Placer County.

Despite the fact that a single agency serving the entirety of unincorporated and incorporated Western Placer County is the ideal option, as it would result in the greatest benefits in terms of unified leadership, increased coordination, fiscal advantages, increased number of career firefighters, logical borders, and more equitable distribution of services to name a few, there is a disconnect in Western Placer County between fire districts and cities providing fire services. While in the long run a single Western Placer agency should be the ultimate goal and the City of Auburn could potentially take lead on bridging the gap since some interest in consolidation has been already expressed by the City's Fire Department, currently, there is a lack of compatibility between the cities typically serving more densely populated areas offering a higher level of services and the fire protection districts that generally serve the rural unincorporated areas with a heavier reliance on volunteer firefighters. Additionally, the cities, in particular Roseville, Rocklin, and Lincoln,

have not expressed an interest in involvement in a consolidated fire provider serving within their incorporated boundaries. On the other hand, the study has shown that all of the fire districts in Western Placer County already demonstrate extensive collaboration with one another and several agencies have taken significant steps towards consolidation.

It is recommended, therefore, that the Commission adopt a single SOI for unincorporated Western Placer (excluding the portion within SMFD's boundaries and Rocklin FPD), the City of Colfax and Town of Loomis, thus encouraging all of the fire districts and the County to work together to achieve the goal of a single agency serving a majority of the western territory of the County. Consolidation would aid in resolving some of the districts' challenges and constraints, including ~~SPFPD's~~ financing difficulties, and reduced service levels, through enhanced economies of scale, greater leveraging of resources, and unified procedures.

It should be noted that to the south of the City of Roseville, between the City and the county line, there are three pockets that have not yet been annexed by the City that are within SPFPD's bounds. These areas are within the City of Roseville's SOI, indicating that LAFCO anticipates the City will ultimately annex these areas. Once that occurs, it is likely that the areas will be detached from SPFPD. In order to send a clear signal as to what agency will be providing fire services in the area in the future, ~~LAFCO should exclude these areas from the SPFPD's SOI when adopting one for the District~~ LAFCO will need to either keep these areas within the SPFPD's SOI, indicating that the District will continue to keep these areas within its bounds even upon annexation, or remove these areas from the District's SOI to indicate that the area will be detached upon annexation.. At present, there are certain response agreements between SPFPD and the City of Roseville regarding these areas and others within the City limits. The City of Roseville water treatment plant is within SPFPD'S boundary. Roseville provides response into the Livoti track in exchange for a response to the water treatment plant. Additionally, the area not contiguous to SPFPD on the Sacramento County line along Sierra College and Old Auburn Road, including the Woodbridge Ranch Subdivision, is served by SPFD Station 15 as the closest fire station to this area. SPFPD reports that this would continue to be the case even if the territory is annexed to the City through the Closest Resource Agreement. The District noted that city annexations and subsequent detachment of district territory over time has incrementally eroded the tax base of those fire districts serving urban areas adjacent to the cities. The SPFPD Fire Chief asserts that loss of this territory would result in a loss of revenue for the District although it would likely continue to provide services there based on agreements between the agencies. Should city annexation occur and the areas be detached from the District based on LAFCO's goal of logical and orderly boundaries, the two agencies could still come to an agreement for reimbursement of services to these areas that could satisfy all of those involved. The District indicated interest in being involved in all discussions regarding it SOI update.

~~These areas are within the City of Roseville's SOI, indicating that LAFCO anticipates the City will ultimately annex these areas. Once that occurs, it is likely that the areas will be detached from SPFPD. In order to send a clear signal as to what agency will be providing fire services in the area in the future, LAFCO should exclude these areas from the SPFPD's SOI when adopting one for the District.~~

The District noted that, at present, it supports Option #3 as the two agencies are already going through the consolidation process. In order for the District to support any future consolidation efforts, the District reported that it would need to be revenue neutral so that services offered are not degraded at the benefit of another agency.

Proposed Sphere of Influence Determinations

Nature, location, extent, functions, and classes of services provided

- South Placer Fire Protection District (SPFPD) provides commercial and residential structural fire protection, wildland fire protection, rescue, emergency hazardous materials, emergency medical, paramedic ambulance transportation, and a variety of other non-emergency related services in the communities of Granite Bay, portions of Loomis, Penryn, and Newcastle.

Present and planned land uses, including agricultural and open-space lands

- Land uses within the District consist mainly of rural residential in its unincorporated areas, and residential agricultural in the Town of Loomis. The recommended SOI is consistent with land uses approved by the County and Town of Loomis, which have land use authority within the District's boundaries. SPFPD has no authority over land use.
- County and Town of Loomis policies require new developments to comply with fire code.
- Fire services are needed in all areas, are already being provided, and do not, by themselves, induce or encourage growth on agricultural or open space lands.

Present and probable need for public facilities and services

- As indicated by the service call volume and projected increase in service demand, there is a present and anticipated continued need for fire protection services within SPFPD. Besides an anticipated growth in population, drought conditions are increasing the need for prevention activities in the wildland urban interface areas. Additionally, increased traffic through the area is also affecting the District's service demand.

Present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide

- SPFPD reported that it currently had sufficient capacity to provide services to its current service area and future growth. Services to planned developments will be largely financed by DIFs.
- Capacity is currently constrained by the staff reductions and closed station caused by the economic downturn. However, it was reported that the closed station has had only a limited impact on response times.
- SPFPD currently has enough capacity to provide administrative and fire chief services to Loomis FPD and eliminate the need for duplication of staff.
- The District's facilities have sufficient capacity to provide adequate services to the existing service area based on the condition of the District's facilities and its response times to service calls. Stations are generally in excellent to fair condition. The District meets the Sierra-Sacramento Valley EMS (S-SVEMS) Agency standards

for response to medical emergencies and NFPA 1720 response to structural fires time standards.

- SPFPD recognizes dispatch problems caused by multiple dispatch centers and CAD systems in the County and supports a single joint dispatch center solution.
- SPFPD services appear to be adequate based on better than average ISO rating, response times that meet generally accepted standards, service area served per station, staffing levels per capita, and expenditures per capita.
- District management methods appear to generally meet accepted best management practices.

Existence of any social or economic communities of interest

- The population within SPFPD's boundaries is a community of interest for the District.
- The residents within Loomis FPD's boundaries constitute a community of interest, as SPFPD provides contract administrative services to the District.
- Areas that receive the District's services through automatic and mutual aid, as well as contracts and agreements are also considered communities of interest.

Present and probable need for public facilities and services of any disadvantaged unincorporated communities within the existing Sphere of Influence

- Based on Census data as mapped by the Department of Water Resources, there are no disadvantaged unincorporated communities within or adjacent to the SPFPD bounds and sphere of influence, and as such no present or probable need for public facilities and services of any disadvantaged unincorporated communities relevant to SPFPD were identified.

17. SACRAMENTO METROPOLITAN FIRE DISTRICT

Sacramento Metropolitan Fire District (SMFD or Metro Fire) is a multi-county fire protection district that provides fire protection and emergency medical services in Sacramento County and a small portion of Placer County.

Sacramento County LAFCO is the principal LAFCO for SMFD, as the assessed value of property within the District is greater in Sacramento County. As principal LAFCO, Sacramento LAFCO, and not Placer LAFCO, is responsible for adopting municipal service review determinations and updating the District's sphere of influence (SOI). SMFD's abbreviated review is including in this report for the complete overview of fire services in Western Placer County. The most recent MSR for the District was completed by Sacramento LAFCO in 2004.

AGENCY OVERVIEW

Background

SMFD is a combination of 16 smaller fire departments that have consolidated. The last consolidation occurred in December of 2000 when American River Fire and Sacramento County Fire merged into Sacramento Metropolitan Fire District.

The 16 districts that merged include Arcade, Arden, Carmichael, Citrus Heights, Elverta, Fair Oaks, Florin, Mather Field, McClellan Field, Michigan Bar, Mills, North Highlands, Orangevale, Rancho Cordova, Rio Linda, and Sloughhouse. Some of them have been founded as early as 1920s.

The principal act that governs the District is the Fire Protection District Law of 1987.[222] The principal act empowers fire districts to provide fire protection, rescue, emergency medical, hazardous material response, ambulance, and any other services relating to the protection of lives and property.[223] Districts must apply and obtain LAFCO approval to exercise services authorized by the principal act but not already provided (i.e., latent powers) by the district at the end of 2000.[224]

Boundaries

As shown in Figure, 17-1, SMFD is located in the northeastern portion of Sacramento County and southwestern part of Placer County. It borders Placer County Fire Department in the north, City of Sacramento in the west, City of Folsom in the northeastern corner, El Dorado and Amador counties in the east, and City of Elk Grove, Wilton FPD, and Herald FPD

[222] Health and Safety Code §13800-13970.

[223] Health and Safety Code §13862.

[224] Government Code §56824.10.

in the south. The District encompasses about 417 square miles in Sacramento County, and 1.5 square miles in Placer County. The District's boundaries include cities of Citrus Heights and Rancho Cordova

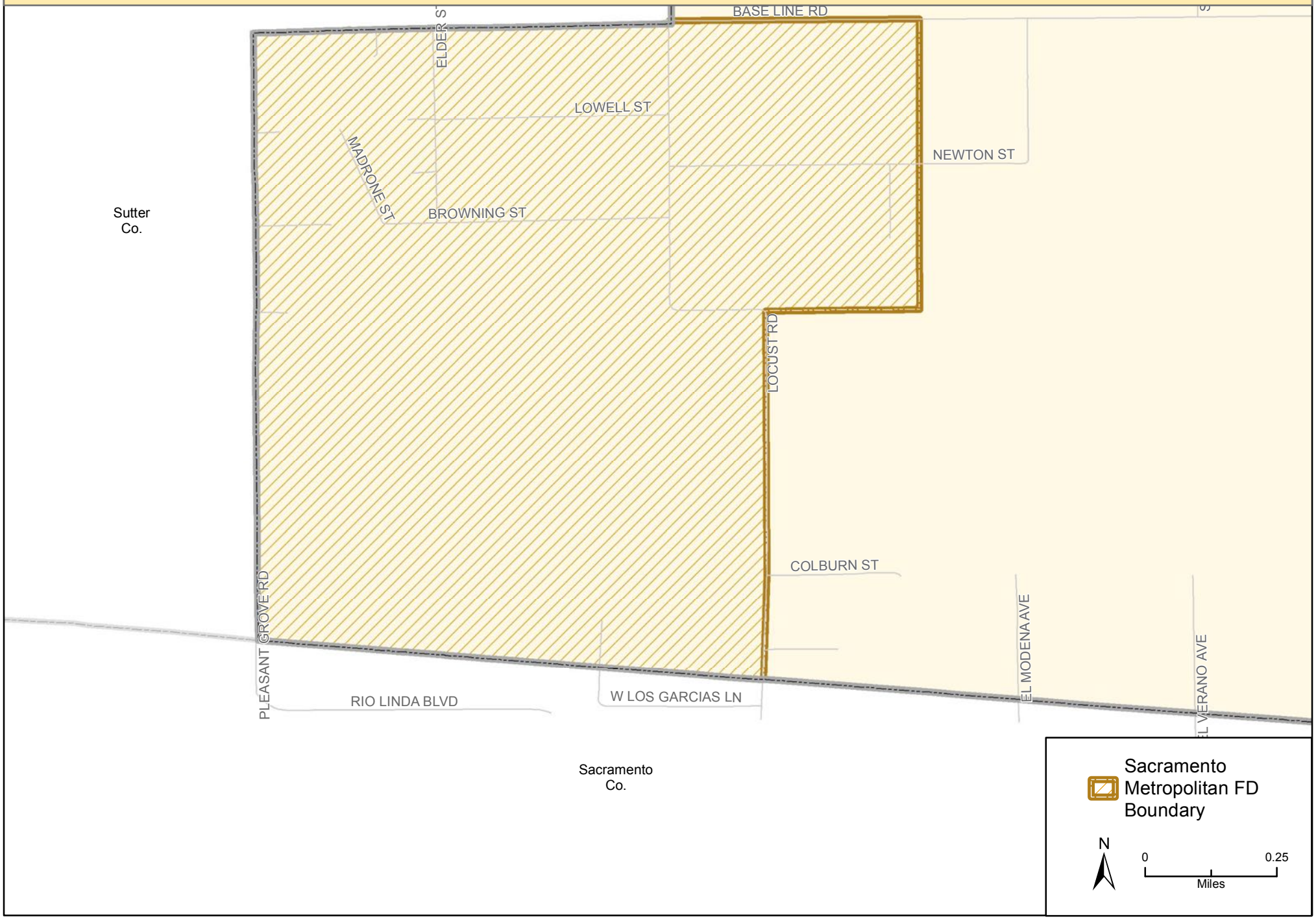
Sphere of Influence

The sphere of influence (SOI) for the District is currently coterminous with its boundaries.

County of Placer

Fire Municipal Services Review

Sacramento Metropolitan Fire District



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Date: 12/1/2015

Type and Extent of Services

Services Provided

Services provided by SMFD include fire suppression, fire prevention (inspection, investigations, and building plan review), public education services, emergency medical advanced life support services, rescue services, and hazardous material response.

The varied demographics of the District require its personnel to respond to emergencies in rural, suburban and urban settings. The wide diversity of emergency incidents require firefighters to be proficient in wildland fire fighting, structural fire fighting, crash fire rescue, technical rescue, swift water rescue, hazardous material mitigation, and paramedic medical services.

SMFD provides advanced life support (ALS/Paramedic) services from all its engines and medics. The helicopters can also provide air ambulance service when other private or public air transport units such as Life Flight, Reach, or the California Highway Patrol (CHP) are not available.

Collaboration

The District has multiple automatic and mutual aid agreements for fire and/or EMS assistance with other public safety agencies.

Service Area

The District's service area contains both unincorporated areas in Sacramento County and incorporated cities of Citrus Heights and Rancho Cordova, as well as a small area in southwestern Placer County. The cities receive the same life safety, fire protection, rescue and emergency medical services, as those provided to the residents of the unincorporated portion of the District.

Metro Fire responds outside of its boundaries through automatic and mutual aid agreements.

ACCOUNTABILITY AND GOVERNANCE

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

The principal act orders that the board of directors of a fire protection district must have an odd number of members, with a minimum of three and a maximum of 11 members. Directors may be appointed or elected.[225] The District is governed by a nine-member Board of Directors. Members are elected to four-year staggered terms, by resident voters within each of the nine geographical divisions.

The Board of Directors' regular meetings are held on the second and fourth Thursday of each month at 6:00 p.m., with the exception of holidays and other recesses, at district headquarters in suite 310. Agendas are posted at the district headquarters and on the website. Minutes are available online.

Figure 17-2: Sacramento Metropolitan Fire District Governing Body

Sacramento Metropolitan Fire District		
Governing Body		
Manner of Selection	Elections by geographical divisions.	
Length of Term	4 years	
Meetings	Second and fourth Thursday of each month at 6:00 p.m.	Metro Fire headquarters 10545 Armstrong Ave., Ste. 310, Mather, CA 95655
Agenda Distribution	Posted online and at headquarters.	
Minutes Distribution	Posted online.	
Contact		
Mailing Address	10545 Armstrong Ave., Ste. 200, Mather, CA 95655	
Phone	916-859-4300	
Fax	916-859-3702	
Email/Website	www.metrofire.ca.gov	

In addition to the required agendas and minutes, the District tries to reach its constituents through various outreach activities and its website. Metro Fire encourages community participation and public input on issues.

Government Code §53235 requires that if a district provides compensation or reimbursement of expenses to its board members, the board members must receive two hours of training in ethics at least once every two years and the district must establish a

[225] Health and Safety Code §13842.

written policy on reimbursements. The District's Board members receive ethics trainings as required. SMFD established a written policy on reimbursements.

The District's Board of Directors has adopted policies and procedures that provide a framework and direction for district governance and administration and include policies on code of ethics, Brown Act requirements, and public requests for information.

The Political Reform Act (Government Code §81000, et seq.) requires state and local government agencies to adopt and promulgate conflict of interest codes. The Fair Political Practices Commission has adopted a regulation (California Code of Regulations §18730), which contains the terms of a standard conflict of interest code, which can be incorporated by reference in an agency's code. The District has adopted a conflict of interest code.

Government Code §87203 requires persons who hold office to disclose their investments, interests in real property and incomes by filing appropriate forms with the appropriate filing agency (i.e., the County or the Fair Political Practices Commission) each year. The District's Board members file Forms 700 as required.

PLANNING AND MANAGEMENT PRACTICES

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

According to the FY 15-16 Budget, the District has eight actual filled positions in the office of the fire chief, 540 actual filled positions in operations, 53 actual filled positions in support services, and 28 in administration.

The District's fire chief reports to the Board of Directors and supervises deputy chief of support services, deputy chief of operations, deputy chief of administration, department of economic development, department of inter-governmental affairs, day staff captains, and senior staff coordinator. The rest of the staff report to deputy chiefs.

The District consists of a number of branches and and organizational divisions, including office of the fire chief, economic development division, public information division, administrative branch containing finance, human resources, and information technology divisions, operations branch that includes operations division, emergency medical services, single rope paramedic program, training, and health and fitness divisions, and support services branch consisting of community risk reduction, facilities, fleet, and logistics.

The District's financial planning efforts include an annually adopted budget and annually audited financial statement. SMFD performs formal strategic and long-range planning. Goals are outlines in annual budgets for every department and division. The District's mission statement is to provide professional and compassionate protection, education, and service to the community.

EXISTING DEMAND AND GROWTH PROJECTIONS

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

Land Use

The District includes a mix of urban, suburban, and rural lands. Land uses consist of industrial, commercial, residential, and agricultural. SMFD's boundaries encompass approximately 418.5 square miles.

Current Population

According to the 2010 US Census Data, the population of the District was 655,728. The population density within the District is about 1,567 people per square mile.

Projected Growth and Development

According to California Department of Finance (DOF) data, the population of Sacramento County is expected to grow by nine percent over the 10 year period from 2010 to 2020. Based on these projections, the District's population would increase from 655,728 in 2010 to approximately 714,744 in 2020.

Based on the Sacramento Area Council of Governments (SACOG) projections, the population of Sacramento County is anticipated to grow by 12 percent from 2008 to 2020. According to the SACOG projections, the District's population would increase to about 734,415 in 2020.

Growth Strategies

The District is not a land use authority, and does not hold primary responsibility for implementing growth strategies. The land use authorities within the District are Sacramento County, Placer County, City of Citrus Heights, and City of Rancho Cordova.

DISADVANTAGED UNINCORPORATED COMMUNITIES

LAFCO is required to evaluate disadvantaged unincorporated communities as part of this service review, including the location and characteristics of any such communities. A disadvantaged unincorporated community is defined as any area with 12 or more registered voters, or as determined by commission policy, where the median household income is less than 80 percent of the statewide annual median.[226]

The California Department of Water Resources (DWR) has developed a mapping tool to assist in determining which communities meet the disadvantaged communities median household income definition.[227] According to DWR, there are four disadvantaged

[226] Government Code §56033.5.

[227] Based on census data, the median household income in the State of California in 2010 was $57,708, 80 percent of which is $46,166.

communities and four severely disadvantaged communities within SMFD boundaries and sphere of influence.

FINANCING

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

SMFD has experienced financing challenges in the last few years mainly due to the recent economic downturn. In order to cut costs and increase efficiencies, the District operations were relocated to the headquarters building at the end of calendar year 2011. The move allowed a consolidation of all administrative staff to one location for maximum efficiency and staff coordination. When fully executed, the leasing of the two office buildings formerly occupied by the District will generate positive cash flow for further reinvestment in infrastructure replacement. Despite these efforts, the District is still unable to fully meet its infrastructure needs and is continuing to defer other needed facilities projects and equipment replacement.

In order to avoid incurring further deficits, over the last few years, the District has closed six engine companies and eliminated one battalion chief. SMFD attempts to minimize the impact to its constituents by putting in place a strategic service delivery model, which works to shorten dispatch time by strategically changing ambulance locations, leveraging technology, decentralizing training, and implementing dynamic movement of emergency units for maximum coverage. Despite these measures, the District's response times to serious emergencies had eroded. In 2012, the District was able to meet its goal of four minutes travel time to only 56 percent of incidents, down from 64 percent in 2007.

Revenues and Expenses

Funding for the services provided by the District primarily comes from property taxes, which averaged 72 percent of total revenues for the last three years.

The District's revenues in FY 12-13 amounted to about $147.4 million and included 71 percent of property taxes and special assessments and 25 percent of charges for services. Other revenue sources consisted of intergovernmental revenue, use of money and property, development fees, grants, fines and penalties, and other miscellaneous.

Metro Fire has a fee-for-services schedule, which covers permits, plan checking, new construction inspections, general fire and life safety inspections, and other miscellaneous services it provides. The District bills its patients for ambulance services, including a first responder fee and medical assessment fee if an EMS call does not result in an ambulance transport.

Additionally, on June 8, 2005, SMFD adopted an ordinance establishing a Capital Fire Facilities Fee Schedule for new construction and development within the District. The fee per square foot of all non-sprinklered commercial development is $0.95, $0.75 per square foot of all sprinklered commercial development, and $0.56 for single-family units and duplexes.

In March 2000 the voters in Rancho Murieta/Sloughhouse area passed a special fire tax augmenting fire protection capability to their community. The additional funding ($300,000 a year) is being used to provide structural and wildland firefighting units as well as an ALS ambulance, staffed with paramedic personnel. The special fire tax assessment is established annually by the Board of Directors at an amount not to exceed $100 per parcel, per year.

The District runs a successful grant program. In FY 12-13, Metro Fire was awarded $7.1 million in grant money. The majority of the awards came from a $5.6 million two-year SAFER federal grant awarded to the District in December 2012. This grant provided funding for 24 new firefighters to staff two fire trucks through March 2015. In addition, the District for the first time received an additional $3.7 million in cost reimbursements provided by the ground emergency medical transportation (GEMT) program, which is a new federal program designed to better reimburse the cost of GEMT services provided to Medi-Cal beneficiaries.

The majority of the District's expense results from labor costs, which comprise over 80 percent of total expenses.

Total expenses in FY 12-13 amounted to about $145 million. The District spent 84 percent on compensation and benefits, 12 percent on services and supplies, 0.6 percent on capital improvements, and the rest on debt service, interest, and depreciation. Operating expenditures were $140.3 million during the same fiscal year.

The District incurs costs associated with deploying strike teams to fight fires, for which it receives reimbursement from other agencies for the salary and other costs reimbursed by the District.

Capital Improvements

At the end of FY 12-13, the District had $91.6 million invested in a broad range of capital assets, including buildings, fire stations, and various pieces of equipment.

Funding for infrastructure historically has come from development fees. With the downturn in construction in the area, however, the District has been unable to fund infrastructure improvements and replacements in its usual way. To begin funding the District's aging infrastructure and fire service apparatus needs, $11.2 million in debt was incurred in FY 10-11, and another $13 million was incurred in FY 11-12. A large portion of the FY 11-12 debt proceeds repaid the District's reserves, which had been advanced to purchase the headquarters building. Offsetting the debt service payments is lease revenue from the District's new tenant sharing space in the District's headquarters building located on the former Mather Air Force Base in Rancho Cordova.

Budgeted expenditures for FY 15-16 total $14.1 million, which includes $11.4 million for capital outlay and $2.7 million for debt service. Of the $11.4 million in capital outlay, approximately $10.6 million is expected to be financed, the largest component of which is a $7 million planned burn tower at the Zinfandel training site. The remaining capital expenditures and debt service are funded with a $3.1 million transfer from the general fund and a $0.4 million transfer from the leased properties fund.

For FY 16-17, expenditures in the Capital Facilities Fund are budgeted at $12.9 million, which includes $9.3 million for capital outlay and $3.5 million for debt service. Of the $9.3 million in capital outlay, approximately $7.9 million is expected to be financed. The remaining capital outlay and debt service are funded with a $5 million transfer from the general fund.

Outstanding Debt

Current liabilities include amounts for trade payables, labor costs payable, unearned revenue, accrued interest payable and debt principal due within one year. Long-term liabilities include the capital leases, bonds, compensated absences, OPEB liability and workers' compensation liability.

The District's outstanding long-term debt at the end of FY 12-13 was represented by pension bonds payable ($68,376,000), lease revenue bonds payable ($11,981,000), and capital leases ($8,895,000). New debt resulted mainly from issuing lease revenue bonds for covering the costs of the District's new headquarters, as well as purchase of various pieces of equipment.

Reserves

The Board of Directors' reserve policy calls for 15 percent of general fund operating expenditures to be set aside to cover unanticipated or extraordinary expenditures. As a result of an approximate $7.3 million surplus generated in FY 14-15, the District's reserve ratio increased from 8.2 percent as of July 1, 2014 to 12.5 percent as of June 30, 2015.

This budget results in a projected June 30, 2016 unassigned reserve of $20.1 million, representing 11.4 percent of general fund operating expenditures (net of capital-related transfers and one-time expenditures). The projected unassigned reserve as of June 30, 2017 is $17.7 million, representing 9.7 percent of general fund operating expenditures (net of capital-related transfers and one-time expenditures). While the continued fiscal challenges faced by the District have prevented full funding of the 15 percent reserve, establishing and maintaining adequate reserves is one of the District's goals.

At the end of FY 12-13, the District had $3.4 million as non-spendable fund balance, $4.4 million restricted for specific purposes, including capital acquisition, debt service reserves, workers compensation claims, deferred compensation, and flexible spending claims, $15.9 million committed to workers compensation claims and pension bond retirement, and $14.9 million as assigned balance.

Joint Financing Mechanisms and Employee Benefits

SMFD is a member of the California Regional Fire and Rescue Training Authority (CFRTA) and the Sacramento Regional Fire/EMS Communications Center (SRFECC).

The District contributes to three defined benefit pension plans, including CalPERS, Sacramento County Employees' Retirement System (SCERS), and California Public Employees' Pension Reform Act of 2012 (PEPRA) plan.

PRESENT AND PLANNED CAPACITY

Existing Demand

The District responds to approximately 80,000 service calls a year. Because the majority of calls are medical in nature, all firefighters are also certified as paramedics or emergency medical technicians (EMT).

In 2013, Metro Fire responded to 84,222 service calls, including 65 percent for EMS, two percent for fire, and 33 percent for good intent/citizen assist, hazardous conditions, false alarms, and other similar types of activity.

The District responded to 8,749 automatic aid calls, 576 mutual aid calls, and 744 other aid calls during 2013.

Staffing

The District currently has 540 employees in its operations branch. All units are staffed with full-time professional firefighter/paramedics assigned on 48-hour shifts.

Metro Fire conducts daily operational training drills based on internally developed operation manuals. Additionally, SMFD is a member of the California Regional Fire and Rescue Training Authority (CFRTA), a joint powers agency, which membership also includes the Sacramento Fire Department and the California State Office of Emergency Services (Cal OES). All firefighting personnel are trained to a minimum level of Firefighter I and are classified as Firefighter II after the successful competition of a one-year probationary period.

Facilities and Capacity

The District owns 42 fire stations, including 37 fire stations for fire suppression/EMS responses, one station for air operations, and four stations closed for cost savings. The District also owns its headquarters building, a fire prevention/supply warehouse building, a training facility, a fleet maintenance shop, and two surplus office buildings, as well as 25 other parcels located throughout the District.

District resources include more than 330 vehicles and units of equipment consisting of fire engines, fire trucks, ambulances, a hazardous materials truck, aerial ladder trucks, two aerial platform truck, rescue boats, one heavy rescue unit, two firefighting rescue helicopters, a bulldozer, a decontamination unit, and multiple support staff vehicles.

Figure 17-3: SMFD Fire Stations

Facility	Address
HQ	10545 Armstrong Ave., Suite 200, Mather, CA 95655
111	6609 Rio Linda Blvd., Rio Linda, CA 95673
112	6801 34th St., North Highlands, CA 95660

114	5824 Kelly Way, McClellan, CA 95652
115	4727 Kilzer Ave., McClellan, CA 95652 (Air Ops)
116	7995 Elwyn Ave., Elverta, CA 95626
117	7961 Cherry Brook Dr., Elverta, CA 95626
24	4942 College Oak Dr., Sacramento, CA 95841
25	7352 Roseville Rd., Sacramento, CA 95842
26	8000 Palmerson Dr., Antelope, CA 95843
41	6900 Thomas Dr., North Highlands, CA 95660
42	5608 North Haven, North Highlands, CA 95660
101	3000 Fulton Ave., Sacramento, CA 95821
102	4501 Marconi Ave., Sacramento, CA 95821
103	3824 Watt Ave., Sacramento, CA 95821
105	2691 Northrop Ave., Sacramento, CA 95864
106	2200 Park Towne Cir., Sacramento, CA 95825
108	6701 Winding Way, Fair Oaks, CA 95628
109	5634 Robertson Ave., Carmichael, CA 95608 (HazMat)
110	1432 Eastern Ave., Sacramento, CA 95864
50	8880 Gerber Rd., Sacramento, CA 95828
51	8210 Meadowhaven Dr., Sacramento, CA 95828
53	6722 Fleming Ave., Sacramento, CA 95828
54	8900 Fredric Ave., Sacramento, CA 95828
55	7776 Excelsior Rd., Sacramento, CA 95828
62	3646 Bradshaw Rd., Sacramento, CA 95827
64	9116 Vancouver Dr., Sacramento, CA 95826
21	7641 Greenback Ln., Citrus Heights, CA 95610
22	6248 Chestnut Ave., Orangevale, CA 95662

23	6421 Greenback Ln., Citrus Heights, CA 95621
27	7474 Grand Oaks Blvd., Citrus Heights, CA 95621
28	8189 Oak Ave, Citrus Heights, CA 95610
29	8681 Greenback Ln., Orangevale, CA 95662
31	7950 California Ave., Fair Oaks, CA 95628
32	8890 Roediger Lane, Fair Oaks, CA 95628
33	5148 Main Ave., Orangevale, CA 95662
58	7250 Sloughhouse Rd., Elk Grove, CA 95624
59	7210 Murieta Dr., Rancho Murieta, CA 95683
61	10595 Folsom Blvd., Rancho Cordova, CA 95670
63	12395 Folsom Blvd., Rancho Cordova, CA 95742
65	11201 Coloma Rd., Rancho Cordova, CA 95670
66	3180 Kilgore Rd., Rancho Cordova, CA 95670
68	4381 Anatolia Dr., Rancho Cordova, CA 95742

The District's in-service apparatus includes four self-contained breathing apparatus refill units, four aircraft rescue firefighting units, 54 ambulance vehicles, one decontamination unit, two dozers, 53 engines, 40 wildland engines, two helicopters, one pumper/foam, two recue boats, 10 ladder trucks, one hazmat truck, two rescue trucks, and six water tenders. Metro Fire is the only fire agency in the region with aircraft and dozer response programs.

Other apparatus (non-response) include support vehicles, such as tow vehicles, trailers, duty chief vehicles, flatbeds, forklifts, fuel trucks, helicopter tender, pallet jack, ARFF ramp unit, SCBA repair, scissor lift, tractors, and an aircraft tug vehicle.

Dispatch and Communications

Metro Fire is a part of the Sacramento Regional Fire/EMS Communications Center (SRFECC). The SRFECC is a 911 Secondary Public Safety Answering Point (PSAP) receiving over 300,000 calls a year, and dispatching over 160,000 fire and medical emergency incidents. SRFECC provides fire protection and EMS dispatching for nearly all of Sacramento County and part of Placer County. SRFECC operates under the authority of a Joint Powers Agreement (JPA), representing four all-risk, paid fire department agencies, including Sacramento Metro FD, Sacramento Fire Department, Consumnes CSD, City of Folsom FD, and four volunteer fire agencies (Courtland, Herald, Walnut Grove, and Wilton).

Due to its large coverage area, Sac Metro Fire operates a central dispatch center and a unified communications system to keep all fire companies connected.

Status of, and Opportunities for, Shared Facilities

A building on Gold Canal Drive in Rancho Cordova owned by the District is currently being leased by the Sacramento Regional Fire/EMS Communications Center. Sacramento County Sheriff's Department leases SMFD's building located on Hurley Way in Sacramento. Additionally, Metro Fire has an agreement with Sacramento County authorizing the use of two fire stations along with the building that house SMFD's fleet division and radio shop at the former McClellan Air Force base complex.

Infrastructure Needs

The District has a 20-year rolling vehicle and apparatus replacement plan that measures the proper utilization period for each piece of apparatus and when replacement should occur.

The District has planned multiple capital improvements and purchases for FYs 15-16 and 16-17, including land acquisition, structure repairs, and replacement and repair of vehicles, apparatus, and other equipment.

Challenges

Despite modest growth in property tax revenues, the District continues to be impacted by the economic recession, resulting in service reductions. Additionally, the expiration of the Staffing for Adequate Fire and Emergency Response (SAFER) grant funding, which was exhausted in FY 2014/15, has put further pressure on the District's ability to maintain service levels.

SERVICE ADEQUACY

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

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

The District's current ratings are broken down into five geographical areas. Most of these areas have a lower score for properties near hydrants, and a higher score for properties further away from hydrants.

Figure 17-4: ISO Ratings Effective Since 2007

Area	Watered area	Unwatered area
Rancho Cordova	3	8B

Citrus Heights	3	-
West	4	9
East	4	8B
North	4	8B

Metro Fire's response goals as approved by its Board of Directors are for a four-minute travel time to 90 percent of all major emergencies (in addition to a one minute dispatch and two minute turnout time). In 2012, the District was able to meet its goal for 56 percent of incidents, down from 64 percent in 2007.

18. PLACER COUNTY FIRE DEPARTMENT

Placer County Fire (PCF) provides fire suppression, emergency medical services and fire prevention activities to some unincorporated communities located throughout the County. All services are offered by the California Department of Forestry and Fire Protection (CAL FIRE) via contract with PCF.

AGENCY OVERVIEW

Background

Placer County FD is a department of the County of Placer overseen by the County Office of Emergency Services. The territory served by Placer County FD is consistent with the boundaries of County Service Area (CSA) 28, which is used as a means to fund the services offered by the Department. CSA 28 is broken down into ten zones based on the territories previously served by independent fire districts that have dissolved at some point in the past with services transferred to the County or areas originally served by the County, seven of which are active with revenues and budgets, consisting of Dry Creek (Zone 165), Dutch Flat (Zone 150), Sheridan (Zone 6B), Western Placer (Zone 76), Bickford Ranch (Zone 189), Auburn vicinity (Zone 193) and Sunset Industrial Area. The other three zones of benefit (Serene Lakes (Zone 16), Summit Area (Zone 143), Bowman and Colfax vicinity (Zone 137)) are inactive with no dedicated revenue sources or adopted budgets. Community Facilities District (CFD) 2012-1 was created to finance infrastructure and services for the Sunset Industrial Area, which is also identified as CSA 28 Zone 97.

Boundaries

As a department of the County, PCF does not have separate legal boundaries from that of the County. The Department's service area is defined as all unincorporated areas that are outside of another city fire department's or special district fire provider's boundaries. PCF's service area is approximately 475 square miles.

As shown in Figure 18-2, the Department serves the areas generally along the western and northwestern portions of the County. PCF's service area abuts each fire provider in the western portion of the County included in this review with the exception of South Placer FPD.

Sphere of Influence

Placer County FD is not under the jurisdiction of LAFCo, and as such does not have an adopted SOI. However, the Department's funding source, CSA 28, is under the jurisdiction of LAFCo. The exact SOI of CSA 28 is unknown due to a lack of records, and is therefore assumed to be out of date. The CSA's SOI will be updated following the completion of this MSR.

Type and Extent of Services

Services Provided

Fire prevention and protection in those areas of Placer County not served by independent fire protection districts or municipal fire departments is provided by a combination of a contract with CAL FIRE and eight volunteer fire companies, all operated by CAL FIRE under the name Placer County Fire (PCF). In addition, PCF personnel comprise the members of the Central Division of the County's Interagency Hazardous Materials Response Team (Hazmat team), which responds with other fire entities, law enforcement, and the Environmental Health Division of the Placer County Department of Health and Human Services countywide.

Figure 18-1 details the services provided by PCF. If a service is not provided by PCF, but is offered by another agency, it is indicated in the figure.

Figure 18-1: PCF Services

Service	Agency
Fire Suppression Services	
Structural Fire Protection	Yes
Wildland Fire Protection	Yes
Vehicle Fire Protection	Yes
Ladder Truck Capabilities	Yes
Fire Suppression Handcrew	CAL FIRE
Fire Suppression Dozer	CAL FIRE
Helicopter Services – Fire Suppression	No
Boat With Fire Suppression Capabilities	No
Emergency Medical Services	
Basic Life Support Provider	Yes
Advanced Life Support - Non Transport Provider	Yes
Advanced Life Support Transport Provider	AMR
Continuing Education Provider – Medical	Yes
Air Ambulance Transport Helicopter Services	CalStar
Helicopter Landing Facilities On Site	No
Vehicle Extrication Tools/Equipment	Yes
Fire Prevention	
Fire Safety Education – Children	Yes
Fire Safety Education – Adults/Seniors	Yes
Juvenile Firesetter Prevention Program	CAL FIRE
Fire and Life Safety Business Inspection Program	Yes
Fire Protection Planning	Yes
New Commercial Construction Plan Reviews	Yes
Public Education Provider (CPR, First Aid, etc.)	No
Home Fire/Safety Inspections	Yes
Fire Origin and Cause Investigations	Yes
Fuel Reduction/Weed Abatement Program	Yes

Smoke Detector Giveaway/Installation Program	No
Address Sign Installation Program	Yes
Rescue Services	
First Responder Swift Water Rescue Program	Yes
Water Rescue Program	Yes
Ice Rescue Program	No
Dive Rescue Program	No
Low angle Rope Rescue Program	Yes
Helicopter Short/Long Haul Rescue Capabilities	Yes
Response To Boating Accidents	Yes
Rescue Dog Services	No
Hazardous Materials	
Hazardous Materials Emergency Response – Basic	Yes
Hazardous Materials Response Team	Placer County OES
Support Services	
Firefighter Incident Support Unit	Yes
Mobile Incident Command/Communications Unit	Yes
Fill Station for Self Contained Breathing Apparatus	Yes
Mobile Breathing Support Unit	Yes
Community Emergency Response Team	Alta FPD
Chaplain Services	Yes
Training Academy	Yes – volunteers only
Emergency Operations Center Capabilities	Yes
Miscellaneous	
Public Service Assists	Yes
Motor Vehicle Accident Response	Yes
Welfare Checks	Yes
Public Safety Answering Point	Sheriff
Fire/EMS Dispatch	CAL FIRE
Fundraising Activities	Yes – through the non profit
Firefighters Association - Non Profit	Yes
Auxiliary Association	No

Collaboration

PCF is a signatory of the Western Placer County Cooperative Fire Services Response Agreement along with the 12 other fire protection agencies in western Placer County, including Alta Fire Protection District, CAL FIRE, Foresthill Fire Protection District, Loomis Fire Protection District, Newcastle Fire Protection District, Penryn Fire Protection District, Placer Hills Fire Protection District, South Placer Fire Protection District, City of Auburn Fire Department, City of Colfax Fire Department, City of Lincoln Fire Department, City of Rocklin Fire Department, and City of Roseville Fire Department. According to the agreement, the agencies provide automatic aid to each other and make use of the closest

resource dispatching fire, rescue, and medical emergency response without regard to jurisdiction or statutory responsibility.[228]

The Department is a member of the Western Placer County Fire Chiefs Association and Tahoe Fire Chiefs Association.

Service Area

PCF provides services within the boundaries of other fire service providers through the Western Placer County Cooperative Fire Services Response Agreement and automatic aid agreement discussed above. Given that the Department's contract provider, CAL FIRE, is a statewide agency, contract staff also respond to wildfires outside of Placer County throughout California as part of the California Master Cooperative Wildland Fire Management and Stafford Act Response Agreement.

Additionally, PCF (via its contract with CAL FIRE) conducts fire inspections and assists with land development functions within its own service area and the bounds of Alta FPD, Newcastle FPD, and the City of Colfax.

The Department reported that there were no unserved areas within its defined service area.

Services to Other Agencies

As previously mentioned, PCF conducts fire inspections within the bounds of Alta FPD, Newcastle FPD, and the City of Colfax.

Contracts for Services

PCF contracts with CAL FIRE for all operations.

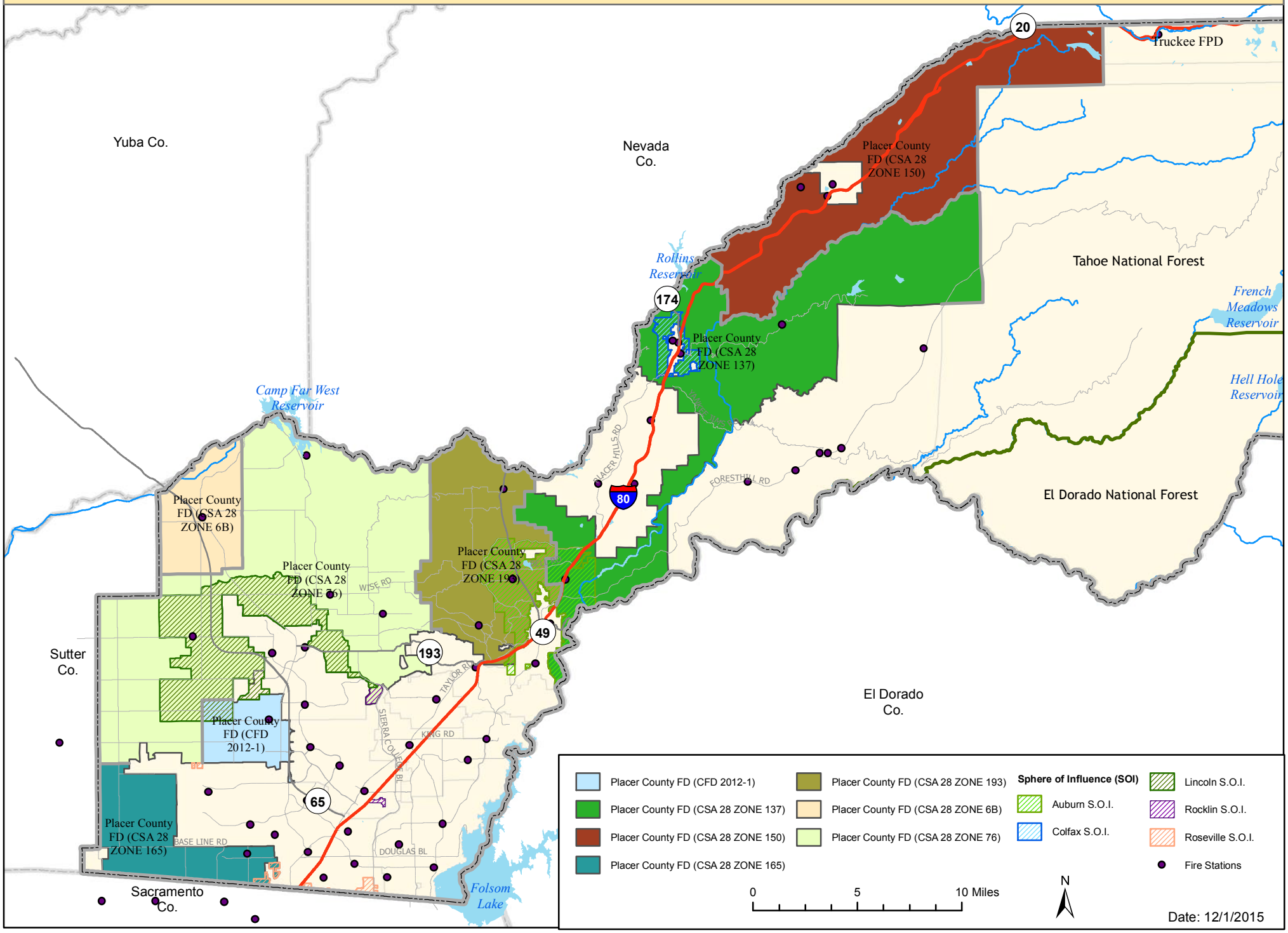
Overlapping Service Providers

CAL FIRE provides services throughout the State. Generally, CAL FIRE services are focused in wildland areas defined as State Responsibility Areas (SRA). Similarly, the United States Forest Service (USFS) also provides services in California, primarily within forests and grasslands. Areas where USFS services are focused are defined as Federal Responsibility Areas (FRA). A majority of the area served by PCF is designated as SRA and FRA lands, excepting the unincorporated territory to the southwest corner of the County. The northeastern portion of the County is considered a mix of very high and high fire hazard severity, while the central portion of the County is considered a moderate fire hazard severity. CAL FIRE also provides technical support throughout the County in the form of specialized services, such as fire suppression handcrews, dozers, and helicopter services when necessary.

[228] Western Placer County Cooperative Fire Services Response Agreement Operational Plan, June 2012

County of Placer

Placer County Fire Department



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ACCOUNTABILITY AND GOVERNANCE

Accountability of a governing body is signified by a combination of several indicators. The indicators chosen here are limited to 1) agency efforts to engage and educate constituents through outreach activities, in addition to legally required activities such as agenda posting and public meetings, 2) timely ethics training for board members and an adopted reimbursement policy, 3) a defined complaint process designed to handle all issues to resolution, 4) adopted bylaws that provide a framework and direction for governance and administration, 5) adoption of a conflict of interest code as required, 6) proper filing of Form 700 by the governing body members, and 7) transparency of the agency as indicated by cooperation with the MSR process and information disclosure.

As a department of the County, PCF is governed by the County Board of Supervisors, which are elected by district to staggered four-year terms. The Board of Supervisors generally meets on the first and third Tuesday of each month at 9:00 am in the Board's chambers at the County Administrative Center in Auburn. Agendas and minutes are posted on the County's website. Information about board meetings is shown in Figure 18-3.

Figure 18-3: Placer County Fire Department

Placer County Fire Department		
Governing Body		
Manner of Selection	Elections by supervisorial district.	
Length of Term	4 years	
Meetings	Second and fourth Tuesday of the month at 9:00 a.m.	County Administrative Center 175 Fuelweiler Avenue, Auburn, CA 95603
Agenda Distribution	Posted online	
Minutes Distribution	Posted online	
Contact		
Contact	Placer County OES	
Mailing Address	13760 Lincoln Way, Auburn, CA 95603	
Phone	530-889-0111	
Email/Website	http://www.placer.ca.gov/departments/fire	

In addition to the legally required agendas and minutes, PCF tries to reach its constituents through community meetings, municipal advisory council meetings, home owners association meetings, social media activities such as Facebook, YouTube, and Twitter, press releases, radio and television interviews, and Fire Station Pancake Breakfasts. The County maintains a website where information is made available to the public on a variety of subjects such as tips for fire safety, volunteer opportunities, and the various stations serving the County.

Until the end of 2014, County Supervisors received a maximum salary of $30,000 per year. In November 2014, voters approved Measure B to increase the Supervisors' salaries to approximately $71,000 per year. In addition, Supervisors receive reimbursement for travel and incidental expenses incurred in the performance of official business of the County. Government Code §53235 requires that if an agency provides compensation or

reimbursement of expenses to its governing body members, the members must receive two hours of training in ethics at least once every two years and the agency must establish a written policy on reimbursements. It was reported that each of the Supervisors receives training every two years depending on when elected and all Supervisors are up to date on the training as of April 2015. The County has established a written policy on expense reimbursement.

If a customer is dissatisfied with the Department's services, complaints may be submitted to the Office of Emergency Services via writing, email, or by phone. The Program Manager of OES would then delegate department staff or CAL FIRE staff to resolve the issue depending on the nature of the complaint. There is no formal policy for tracking complaints, but all complaints are rapidly responded to and resolved if at all possible. -PCF reported that there were no complaints in 2014. In the past, the Department has received complaints regarding weed control of a resident's neighbors, but there have been no complaints regarding fire services rendered to the recollection of staff.

The County has adopted a County Code and County Charter that provide a framework and direction for county governance and administration. Included in the code are policies on code of ethics and Brown Act requirements as they relate to public meetings, as well as several policies on requests for information. In addition, CAL FIRE operates under a policy handbook, which guides operations and procedures of the agency statewide.

The Political Reform Act (Government Code §81000, et seq.) requires state and local government agencies to adopt and promulgate conflict of interest codes. The Fair Political Practices Commission has adopted a regulation (California Code of Regulations §18730), which contains the terms of a standard conflict of interest code, which can be incorporated by reference in an agency's code. The County's Code includes a conflict of interest code.

Government Code §87203 requires persons who hold office to disclose their investments, interests in real property and incomes by filing appropriate forms with the appropriate filing agency (i.e., the County or the Fair Political Practices Commission) each year. All members of the Board of Board of Supervisors have submitted the required Form 700 for 2014 to the Elections Department.

During the course of this MSR process, PCF demonstrated full accountability in its disclosure of information and cooperation with Placer LAFCO. The Department responded to questionnaires and cooperated with interview and document requests.

PLANNING AND MANAGEMENT PRACTICES

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

PCF is administered by the Office of Emergency Services. All paid firefighting staff are provided via contract with CAL FIRE. The Unit Chief of CAL FIRE acts as the Chief of PCF. CAL FIRE employs 69 personnel that respond to PCF calls for service—42 permanent personnel that are assigned to serve PCF stations full time, and an additional 27 personnel that are considered "Amador" personnel, meaning the State funds the positions during fire season and PCF funds the positions for the seven months outside of fire season. In addition, PCF also staffs a brush engine with five personnel during the fire season. PCF does not fund several CAL FIRE positions that provide part-time support to PCF administration and operations, including but not limited to the Unit Chief, Administrative Division Chief, Fleet Manager, Finance Specialist, Office Technician, and battalion chiefs. Personnel serve the area within PCF from five full-time staffed stations in Lincoln (two stations), Roseville, and Auburn (two stations). In addition, CAL FIRE relies on 101 resident and volunteer firefighters[229] to supplement fire services in the communities of Dutch Flat, Fowler, Thermalands, Paige, Sheridan, and Dry Creek.

All County and CAL FIRE employees associated with PCF are evaluated at least annually with probationary employees evaluated more often. Employees are evaluated by their direct supervisor.

The Unit Chief of CAL FIRE reports to the Director of the County Office of Emergency Services, the County Administrative Officer, and the County Board of Supervisors. There is no regular reporting structure in place, but the two agencies are reportedly in regular contact with one another as needed. CAL FIRE makes staff available at Board of Supervisor meetings when there is something of relevance to fire services on the agenda. CAL FIRE's contract is reviewed and renewed annually during the budget process. At that time, CAL FIRE's performance is informally evaluated.

With regard to overall evaluation of the effectiveness of services provided, CAL FIRE tracks and reviews its response times to identify areas for improvement; however, assessment of response times is not compiled in a formal report. Overall performance evaluation is not conducted as part of an annual or benchmarking report specific to the services provided within PCF's service area.

CAL FIRE tracks staff workload through time sheets, maintenance logs, and training logs. The number of and type of service calls are tracked as an indicator of overall workload of the agency. In an effort to improve operational efficiency, a comprehensive Western Slope Fire Service Improvement Study is currently underway. This Study is

[229] The number of resident and volunteer firefighters varies at any given time. The number reported here was as of the drafting of this report on 12/17/15.

evaluating all aspects of fire service from funding to organizational structures to operational efficiencies. All west side fire districts are participating in this process. Estimated completion of this Study is March 2016.

The County's financial planning efforts include an annually adopted countywide budget, an annual budget for CSA 28, and an annually audited countywide financial statement, of which PCF and CSA 28 are not specified but are components. There is no adopted mission statement specific to the functions of PCF or the County Office of Emergency Services.

Other formal planning documents that guide PCF efforts include the County General Plan (2013) and the PCF Fire Facilities Impact Fee Study (2013). Capital improvements necessary to serve anticipated development through 2060 are identified in the impact fee study. In order to plan for capital improvements and replacements, a short and long range capital maintenance plan is currently under development. This plan will identify and prioritize building maintenance needs with resources to ensure best use of available funding and the best long term sustainability. Long range goals and objectives are to manage in place infrastructure as efficiently as possible in order to ensure operational capability, maximize useful life, and stretch finite funding to maximize the use of taxpayer dollars.

PCF, and CAL FIRE as its contractor, have never been under review or received citations from the California Division of Operational Safety and Health (CALOSHA).

EXISTING DEMAND AND GROWTH PROJECTIONS

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

Land Use

Given the expansive nature of PCF's service area, it encompasses a wide range of land use designations. Land uses are defined in the County's General Plan and several other community plans for specifically identified geographic areas with more concentrated development. Outside of the community plan areas, land uses are predominantly agriculture and timberland with some rural residential uses. Inside the community plan areas, land uses include residential agricultural, residential forest, single family residential, farms, and some commercial uses, while industrial uses are primarily concentrated in the Sunset Industrial Area.

Current Population

According to the Department's estimates, there are approximately 44,400 residents within its service area.[230] The population density within PCF is about 93 people per square mile.

[230] PCF, Fire Facilities Impact Fee Study, 2013, p. 1.

Projected Growth and Development

The Department reported that it had experienced growth in population primarily in the western portion of the County, which resulted in an increase in demand for fire protection and emergency medical services over the last five years. PCF makes formal population projections in its *Fire Facilities Impact Fee Study* (2013). Projections anticipate an additional 114,516 residents over a 48-year period through 2060, which equates to approximately 258 percent overall growth or 2.7 percent average annual growth. While long-term growth is anticipated to be moderately high, the Department anticipates minimal growth over the next 10-year period within its service area.

The Department is aware of five planned or proposed developments that are to be located within its service area in the western and southwestern portions of the County, including Placer Vineyards consisting of 14,132 residential units and 3.6 million square feet of non-residential development, Riolo Vineyards consisting of 933 residential units and 88,000 square feet of non-residential development, Placer Ranch with 6,759 proposed residential units, Regional University comprised of 3,232 residential units and 246,000 square feet of non-residential development, and Bickford Ranch (CSA 28 Zone 189) with 1,962 proposed residential units. PCF anticipates serving each of these new developments upon completion.

In addition to population growth, aging of existing residents has also resulted in an increase in demand for emergency medical services and is anticipated to continue to further heighten demand for those services. Additionally, the Department anticipates full implementation of the Affordable Care Act to also increase demand for emergency medical services in the coming years. The Department projects future service needs in its five-year development impact fee nexus study and annual capital improvement plan. PCF's impact fee study anticipates needs through 2060.

According to California Department of Finance (DOF) data, the population of Placer County is expected to grow by 12 percent over the 10 year period from 2010 to 2020. Thus, the average annual population growth in the County is anticipated to be approximately 1.12 percent. Based on these projections, the Department's service area population would increase from 44,400 in 2010 to approximately 49,728 in 2020.

Based on the Sacramento Area Council of Governments (SACOG) projections, the population of Placer County is anticipated to grow by 19 percent from 2008 to 2020. SACOG, therefore, expects the average annual growth in the County to be about 1.45 percent. According to the SACOG projections, the population with the Department's service area would increase to approximately 52,836 in 2020.

Growth Strategies

While the Department itself does not have land use planning authority, Placer County does hold primary responsibility for implementing growth strategies in the unincorporated areas of the County.

The County *General Plan*, that was last updated in May 2013, requires new development to develop or fund fire protection facilities, personnel, and operations and maintenance that, at a minimum, maintains the service level standards outlined in the General Plan. In

addition, through its *General Plan*, the County tries to ensure that all proposed developments are reviewed for compliance with fire safety standards by responsible local fire agencies per the Uniform Fire Code and other county and local ordinances. PCF reviews plans for proposed developments within its service area.

The General Plan policies also support annexations and consolidations of fire districts and services to improve service delivery to the public. The County reportedly works with CAL FIRE and local fire protection agencies and city fire departments to maximize the use of resources to develop functional and/or operational consolidations and standardization of services and to maximize the efficient use of fire protection resources. Placer County policies also attempt to maintain and strengthen automatic aid agreements to maximize efficient use of available resources.

PCF presently has a development impact fee (DIF) specific to fire services for the area within the Department's service area. Planned and proposed developments that are covered under other negotiated development agreements (Western Placer Major Developments) are not subject to the adopted development impact fee. The fee was last updated in 2013, and was established to fund facility upgrades and new facilities based on long range needs to meet standards of coverage as recommended by the County General Plan. The DIF was calculated based on a "fair share portion" of anticipated capital needs through 2060 (less those facility needs for the Western Placer Major Developments), which total approximately $50.4 million. The Department's facilities impact fees are $0.84 per square foot of residential development, $1.21 per square foot of commercial development, $1.58 per square foot of office space, and $0.59 per square foot of industrial development. Fees are updated annually or periodically to account for inflation.

DISADVANTAGED UNINCORPORATED COMMUNITIES

LAFCO is required to evaluate disadvantaged unincorporated communities as part of this service review, including the location and characteristics of any such communities. A disadvantaged unincorporated community is defined as any area with 12 or more registered voters, or as determined by commission policy, where the median household income is less than 80 percent of the statewide annual median.[231]

The California Department of Water Resources (DWR) has developed a mapping tool to assist in determining which communities meet the disadvantaged community median household income definition.[232] According to DWR, there are two disadvantaged communities in Placer County, next to the northern area of the City of Auburn and in the community of Newcastle.

FINANCING

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

[231] Government Code §56033.5.

[232] Based on census data, the median household income in the State of California in 2010 was $57,708, 80 percent of which is $46,166.

faced by the Department and identifies the revenue sources currently available to the Department.

PCF reported that financing levels are not adequate to deliver services. Due to the recent economic recession, property tax revenues have not increased as steadily as the PERS rate, administration costs, and other general fire service costs. Additionally, although it is not desired to ask residents to vote themselves an increase to their direct charges for fire services, the implementation of the SRA Fee has hindered the possibility of effectively doing so.

PCF encompasses 10 separate zones of benefit, seven of which are active with widely varying property tax funding structures. While zones of benefit are intended to be self-funded, dedicated property tax revenues are lagging increases in operating expenses. Additionally, the County's SAFER grant funding expired at the end of FY 14-15, which impacts staffing at the North Auburn Ophir Station. The County was forced to reduce services in its FY 15-16 budget to address these revenue reductions and an approximately 18 percent increase in CAL FIRE contract costs. The County reviewed a list of potential service cuts with indication of degree of impact to service delivery. Ultimately, the Board approved a budget to keep the Ophir station open through the end of the Fiscal Year.

Revenues and Expenses

PCF operates out of the Fire Control Fund and seven funds specific to each of the zones of benefit. The Department's revenue as reported for the Fire Control Fund in FY 12-13 amounted to $2.96 million and consisted of property tax revenue (48 percent), a transfer from the County's General Fund (38 percent), intergovernmental sources (11.7 percent), charges for services (1.6 percent), and use of money and property (less than one percent). In FY 13-14, revenues went up to $3.4 million. Revenues attributed to each of the zones of benefit are primarily from property taxes, special taxes, intergovernmental funds, and charges for services. A breakdown of total revenues in FY 12-13 for each fund is shown in Figure 18-4.

Figure 18-4: PCF Revenues by Budget, FY 12-13

Fund	Revenues FY 12-13
Fire Fund	$2,963,752
CSA 28 Zone 6 (Sheridan)	$70,482
CSA 28 Zone 76 (Western Placer)	$261,970
CSA 28 Zone 97 (Sunset West)	$3,096,423
CSA 28 Zone 150 (Dutch Flat)	$69,992
CSA 28 Zone 165 (Dry Creek)	$770,229
CSA 28 Zone 189 (Bickford Ranch)	$14,675
CSA 28 Zone 193 (North Auburn)	$2,921,850
Total Revenues	$10,169,373

PCF's expenditures from the Fire Fund in FY 12-13 totaled $2.41 million, of which 87 percent was attributable to contract administration and operation services offered by CAL FIRE. In FY 12-13, PCF's Fire Fund revenues exceeded expenditures by $553,915. Combined, total expenditures from the Fire Fund and each of the CSA funds totaled $9.7 million in FY 12-13.

Expenditures have consistently risen over the last few years. The recommended financing requirements for FY 15-16 of $3.7 million are supported by $3.5 million in estimated revenue, and $196,000 in carryover fund balance. In FY 2015-16 the fund will continue to receive a contribution for fire services from the General Fund of just under $1.1 million. The recommended operating budget for the Fire Control Fund is $100,509 more than FY 14-15.

The FY 15-16 Proposed Budget includes reductions in service to reduce the $1.7 million CAL FIRE pass-through contract increase. In addition, the budget includes $100,000 for a countywide fire services consolidation and alternative financing study. Recognizing that drought conditions persist and also to allow for development of long-term solutions, the Final Budget may include additional alternative recommendations.

The County reported that the salaries of the firefighting staff are comparable to other providers; however, no specific salaries were provided.

Capital Improvements

To comply with California Government Code §66000, we are required to prepare an impact fee study every five years, and a Capital Improvement Plan annually. Both must be presented to the Placer County Board of Supervisors for approval. Capital projects are funded by a combination of general revenue sources and fire facility fees. New facilities will be needed to meet the demands of growth within the Placer County service area. Those facilities are identified in the Placer County Fire 2013 Impact Fee Study, being financed through either mitigation fees or through development agreements. At this time, there is no date scheduled for the construction of the new facilities. Improvements to existing infrastructure are in the County's Capital Improvement Plan. No capital improvements to fire facilities were found in the FY 15-16 Countywide CIP.

Outstanding Debt

There was no outstanding debt attributable to the County's fire protection services at the end of FY 12-13.

Reserves

PCF has a practice to maintain both three months in operational expenses for contingency purposes and capital reserves for capital projects. The County maintains reserves in a general fire fund as well as for each of CSA 28's zones. The reserve amounts for each of the funds at the end of FY 12-13 are shown in Figure 18-5.

Figure 18-5: PCF Reserves by Fund, FY 12-13

Fund	Revenues FY 12-13
Fire Fund	$3,856,244
CSA 28 Zone 6 (Sheridan)	$300,408
CSA 28 Zone 76 (Western Placer)	$655,065
CSA 28 Zone 97 (Sunset West)	$380,365
CSA 28 Zone 150 (Dutch Flat)	$235,592
CSA 28 Zone 165 (Dry Creek)	$384,108
CSA 28 Zone 189 (Bickford Ranch)	$84,791
CSA 28 Zone 193 (North Auburn)	$1,356,692
Total Reserves	$7,253,265

Joint Financing Mechanisms and Employee Benefits

CAL FIRE provides workers compensation insurance for its paid staff through the State Compensation Insurance Fund. Volunteers are covered by the County.

CAL FIRE is a member of the California Public Employees Retirement System (CalPERS) for retirement benefits for its full-time firefighters.

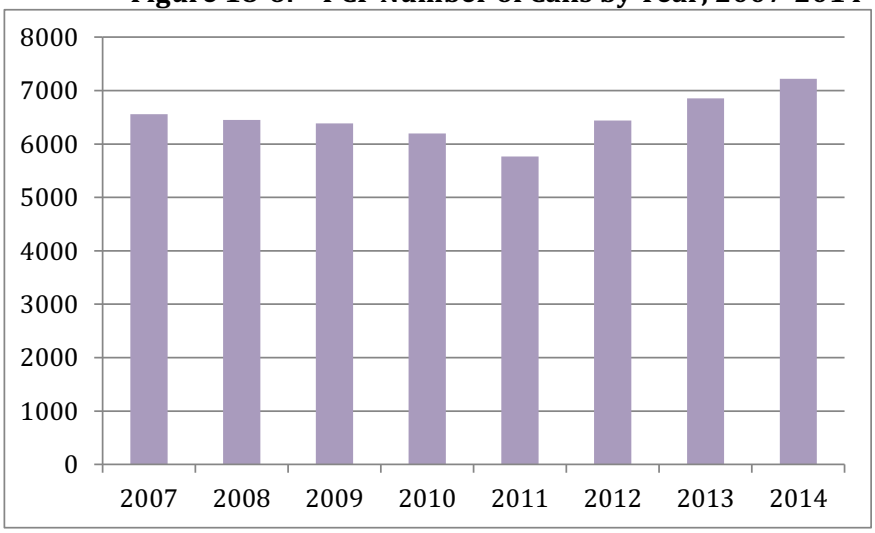
PRESENT AND PLANNED CAPACITY

PCF has marginal capacity to provide fire services to its current service area. The Department faces constraints in identifying sufficient funding to pay for CAL FIRE contract services, which results in some reduction in resources, which may ultimately impact service levels.

Existing Demand

The Department reported that its peak demand times occurred in the daytime, from approximately noon to 6 pm.

Figure 18-6: PCF Number of Calls by Year, 2007-2014



PCF has experienced an overall increase in service demand in the last few years. As shown in Figure 18-6, the number of calls for service received declined through 2011, and then steadily rose through 2014. In total, there was an increase in calls for service of 10 percent between 2007 and 2014.

In 2013, PCF received a total of 5,542, of which 99 percent were within the Department's service area and the

other one percent was mutual aid calls. Similar to other providers, the majority of calls to PCF were for emergency medical services (70 percent) and the remainder consisted of fire and hazardous materials (15 percent), motor vehicle accidents (seven percent), miscellaneous emergencies (seven percent), and miscellaneous non emergencies (one percent). The Department averaged 154 service calls per 1,000 residents within its service area.

Staffing

Through its contract with CAL FIRE, PCF has 69 full-time firefighting personnel. Services are augmented by 101 resident and volunteer firefighters. Additionally, non-firefighting staff consist of 0.5 heavy equipment mechanics and one office technician. Resident firefighters are also considered volunteers. Volunteers are covered by the County's workers compensation insurance. Volunteers also receive $7.50 per training session, and residents receive $7.50 per 12 hour shift and $15.00 per 24 hour shift. The Department reported that in comparison to surrounding fire agencies, its pay rates for various positions were comparable to other providers. The median age of the firefighters is 30, with a range from 20 to 79.

PCF reported that the number of full-time CAL FIRE staff dedicated to providing services in its service area has remained unchanged over the last five years. The Department did not provide the number of new or departed staff in each year to determine the rate of turnover within the organization.

Figure 18-7: PCF Staffing Changes Overtime

Year	2011	2012	2013	2014
Total Staff	69	69	69	69
New Staff	NP	NP	NP	NP
Departed Staff	NP	NP	NP	NP

Currently, there are three certifications in the California firefighter series; Volunteer Firefighter, Firefighter I, and Firefighter II. While the Volunteer Firefighter focuses on skills and tasks necessary to assure safety on the fire ground, Firefighter I & II prepares the firefighter to perform essential and advanced fire ground tasks, as well as allowing entry into all tracks of the certification system. The level of certification required for each firefighter is determined by the individual fire department. However, according to the California State Fire Marshal, there are plans to phase out the Volunteer Firefighter certification level and the most basic level of certification will eventually be Firefighter I. Firefighter I certification requires completion of the 259-hour Firefighter I course, which includes training on various fireground tasks, rescue operations, fire prevention and investigation techniques, and inspection and maintenance of equipment. In addition to this course, Firefighter I certification also requires that the applicant have a minimum of six months of volunteer or call experience in a California fire department as a firefighter performing suppression duties.[233] The number of PCF personnel (contract CAL FIRE

[233] State Fire Marshal, Course Information and Required Materials, 2007, p. 44

personnel) certified in each category is shown in Figure 18-7. Each firefighter, including volunteers, is able to hold multiple certifications, including strike team certifications. The additional certification levels shown in this table are described in more detail in Chapter 3 of this report.

Figure 18-8: PCF Certified Personnel

Certification Level	Number of Firefighting Staff	% of Total Firefighting Staff
Volunteer Firefighter	66	39%
Firefighter I	113	66%
Firefighter II	63	37%
First Responder EMS	66	39%
Emergency Medical Technician 1	143	84%
Paramedic	16	9%
Apparatus Engineer	18	11%
Company Officer	29	17%
Chief Officer	6	4%
Haz Mat FRO	170	100%
CICCS FFT 2	17	10%
CICCS FFT 1	63	37%
CICCS Engine Boss	20	12%
CICCS Strike Team Leader	17	10%

CAL FIRE provides training for its personnel, offering a minimum of 12 to 16 hours of training each month to its paid firefighters and eight to 10 hours per month for volunteer firefighters. Newly hired paid firefighters are required to have FF1, EMT, Confined Space Awareness, Hazmat FRO, and CPR certifications. Volunteers are not required to have any level of training before becoming a volunteer firefighter; however, new volunteers are required to complete the Placer County Volunteer Academy within their first year with the Department. The Department reported that the most consistent issues with regard to attaining federal state and local levels of training for volunteers was time and money. PCF budgets appropriately for training; however, volunteers generally have other full-time careers, which creates difficulties in finding time for training. In order to recruit more volunteer firefighters, PCF has posted job announcements, flyers, banners, and advertisements at local fire academies.

Facilities and Capacity

PCF provides services via eight fully staffed fire stations located in Alta, Colfax, Bowman, North Auburn/Atwood, Ophir, Lincoln, Sunset Industrial Area, and Dry Creek, as well as six volunteer stations located in Dutch Flat, Fowler, Paige, Thermalands, Lone Star, and Sheridan. The function and condition of each fire facility is described in more detail in Figure 18-8.

Within Placer County, CAL FIRE operates 17 stations and the unit headquarters. Of the 17 stations, 14 stations fall under the contract services provided to PCF. Of the 14 stations, 11 are owned by PCF and operated by CAL FIRE by contract; of those stations owned by PCF, five are staffed entirely by volunteers and one is not staffed. Three stations are

considered "Amador stations" that fall under the jurisdiction of CAL FIRE during the fire season and are under the jurisdiction of PCF during the winter season (Bowman Station in Auburn-CAL FIRE Headquarters, Colfax Station, and the Alta Station).

Figure 18-9: PCF Facilities

	Station #32	Station #70	Station #73
Property owner	Placer Union High School District	Placer County	Placer County
Address	980 Sacramento St. Dutch Flat, CA 95714	1112 Wise Road Lincoln, CA 95648	4710 Fruitvale Road Lincoln, CA 95648
Purpose	Fire station	Fire station	Fire station
Additional uses or other entities using the facility			Polling facility
Hours station is staffed	Volunteer	24/7	Volunteer
Date acquired or built	Acquired in 1998	Built in 2009	Built in 1982
Condition of facility[234]	Fair	Excellent	Fair
Infrastructure Needs	None reported	Convault system, second apparatus bay, back-up generator power	None reported
Number and type of vehicles at facility	One Type III Fire Engine One Type I Fire Engine	One Type I Fire Engine One Utility	One Type III Fire Engine One Type I Fire Engine One Water Tender
Number and classification of paid staff staffing facility	Volunteer only	2 Fire Captains 1 Engineer 2 Firefighter	Volunteer only
Number and classification of another agency's paid staff staffing the facility	NA	NA	NA
Number of volunteers available at facility	8 volunteers	10 Residents	4 volunteers

[234] Facility condition definitions: **Excellent**—relatively new (less than 10 years old) and requires minimal maintenance. **Good**—provides reliable operation in accordance with design parameters and requires only routine maintenance. **Fair**—operating at or near design levels; however, non-routine renovation, upgrading and repairs are needed to ensure continued reliable operation. **Poor**—cannot be operated within design parameters; major renovations are required to restore the facility and ensure reliable operation.

	Station #74	Station #75	Station #77
Property owner	Placer County	Placer County	UAIC
Address	8500 Lakeview Lane Lincoln, CA 95648	5390 Nicolaus Road Lincoln, CA 95648	1300 Athens Av. Lincoln, CA 95648
Purpose	Fire station	Fire station	Fire station
Additional uses or other entities using the facility			
Hours station is staffed	Volunteer	Volunteer	24/7
Date acquired or built	Built in 1977	Acquired in 1992	Built in 2004
Condition of facility[235]	Good	Good	Excellent
Infrastructure Needs	None reported	None reported	None reported
Number and type of vehicles at facility	One Type III Fire Engine One Type II Fire Engine One Water Tender	One Type III Fire Engine One Type I Fire Engine One Water Tender	One Command Vehicle One Type I Fire Engine One Type III Fire Engine One Ladder Truck One Utility
Number and classification of paid staff staffing facility	Volunteer only	Volunteer only	1 Battalion Chief 4 fire captains 11 engineers 12 firefighters
Number and classification of another agency's paid staff staffing the facility	NA	NA	NA
Number of volunteers available at facility	6 volunteers	12 volunteers	1 resident

[235] Facility condition definitions: **Excellent**—relatively new (less than 10 years old) and requires minimal maintenance. **Good**—provides reliable operation in accordance with design parameters and requires only routine maintenance. **Fair**—operating at or near design levels; however, non-routine renovation, upgrading and repairs are needed to ensure continued reliable operation. **Poor**—cannot be operated within design parameters; major renovations are required to restore the facility and ensure reliable operation.

	Station #78	Station #100	Station #180
Property owner	Placer County	Placer County	Placer County
Address	4952 Riosa Rd Sheridan, CA 95681	8350 Cook Riolo Rd. Roseville, CA 95747	11645 Atwood Rd. Auburn, CA 95603
Purpose	Fire station	Fire station	Fire station
Additional uses or other entities using the facility		Polling place	
Hours station is staffed	Volunteer	24/7	24/7
Date acquired or built	Acquired in 1990	Acquired in 2001	Acquired in 2006
Condition of facility[236]	Fair	Fair	Fair
Infrastructure Needs	None reported	None reported	None reported
Number and type of vehicles at facility	One Type I Fire Engine	One Command Vehicle Three Type I Fire Engines One Water Tender One Utility	Four Chippers One Command Vehicle Two Type I Fire Engines One Rescue One Type III Fire Engine One Ladder Truck One Water Tender Six Utilities
Number and classification of paid staff staffing facility	Volunteer only	1 Battalion Chief 2 Fire Captains 1 Engineer 2 Firefighter	1 Battalion Chief 2 fire captains 3 engineers 5 firefighters
Number and classification of another agency's paid staff staffing the facility	NA	NA	NA
Number of volunteers available at facility	3 volunteers	12 Residents 12 Volunteers	11 Residents

[236] Facility condition definitions: **Excellent**—relatively new (less than 10 years old) and requires minimal maintenance. **Good**—provides reliable operation in accordance with design parameters and requires only routine maintenance. **Fair**—operating at or near design levels; however, non-routine renovation, upgrading and repairs are needed to ensure continued reliable operation. **Poor**—cannot be operated within design parameters; major renovations are required to restore the facility and ensure reliable operation.

	Station #182	Station #184	Station #10
Property owner	Placer County	Placer County	State of California
Address	9305 Wise Rd. Auburn, CA 95603	6150 Grass Valley Hwy Auburn, CA 95603	13760 Lincoln Way Auburn, CA 95603
Purpose	Fire station	Fire station	Fire station
Additional uses or other entities using the facility			
Hours station is staffed	24/7	Volunteer	24/7
Date acquired or built	Acquired in 2006	Acquired in 2006	Unknown- state owned stations
Condition of facility[237]	Fair	Fair	Good
Infrastructure Needs	None reported	None reported	None reported
Number and type of vehicles at facility	One Type III Fire Engine One Type I Fire Engine One Utility One Water Tender	One Type I Fire Engine One Type III Fire Engine One Water Tender	One Command Vehicle One Type I Fire Engine One Hazmat Rig One Hazmat Trailer One MCI Trailer One Mechanic Vehicle One Utility
Number and classification of paid staff staffing facility	1 Fire Captain 2 Engineers 2 firefighters	Volunteer only	2.33 FF (Winter Only)
Number and classification of another agency's paid staff staffing the facility	NA	NA	NA
Number of volunteers available at facility	1 resident	Not staffed	10 Residents (winter only)

[237] Facility condition definitions: **Excellent**—relatively new (less than 10 years old) and requires minimal maintenance. **Good**—provides reliable operation in accordance with design parameters and requires only routine maintenance. **Fair**—operating at or near design levels; however, non-routine renovation, upgrading and repairs are needed to ensure continued reliable operation. **Poor**—cannot be operated within design parameters; major renovations are required to restore the facility and ensure reliable operation.

	Station #30	Station #33	
Property owner	State of California	State of California	
Address	24020 Fowler Road Colfax, CA 95713	33752 Alta Forestry Rd. Alta, CA 95701	
Purpose	Fire station	Fire station	
Additional uses or other entities using the facility			
Hours station is staffed	24/7	24/7	
Date acquired or built	Unknown- State owned stations	Unknown- State owned stations	
Condition of facility[238]	Excellent	Good	
Infrastructure Needs	None reported	None reported	
Number and type of vehicles at facility	State owned equipment	State owned equipment	
Number and classification of paid staff staffing facility	2.33 FF (Winter Only)	2.33 FF (Winter Only)	
Number and classification of another agency's paid staff staffing the facility	NA	NA	
Number of volunteers available at facility	6 residents (winter only)	7 residents (winter only)	

PCF relies on 215,500 gallons of water reserves to fight fires. The Department reported that its water reserves were generally satisfactory, but that additional reserves could be beneficial as well, specifically in the form of water tenders.

It appears that PCF has marginal capacity to provide adequate services to the existing service area based on financial constraints that have forced the Department to consider

[238] Facility condition definitions: **Excellent**—relatively new (less than 10 years old) and requires minimal maintenance. **Good**—provides reliable operation in accordance with design parameters and requires only routine maintenance. **Fair**—operating at or near design levels; however, non-routine renovation, upgrading and repairs are needed to ensure continued reliable operation. **Poor**—cannot be operated within design parameters; major renovations are required to restore the facility and ensure reliable operation.

cutbacks. However, overall the services provided by the Department appear to be satisfactory based on condition of facilities and response times to calls. The Department appropriately saves funds for any necessary capital improvements and reported few infrastructure needs at each of its facilities. PCF reportedly meets the National Fire Protection Association (NFPA) standards for response to structural fire calls; however, specific response times were not provided to confirm this.

Dispatch and Communications

Fire agencies serving the unincorporated territory in western Placer County are dispatched by two separate agencies. PCF is dispatched by the CAL FIRE Grass Valley Emergency Command Center. Fire districts are dispatched by the Placer County Communications Division of the Placer County Sheriff's Department. The cities of Roseville, Rocklin and Lincoln have their own dispatch centers and frequencies, while the cities of Auburn and Colfax contract with CAL FIRE.

PCF recognizes that multiple communication and response problems are caused by multiple dispatch centers in the area. The Department indicated that there is a loss of efficiency when trying to coordinate between the separate systems, which limits the effectiveness of the boundary drop system that is somewhat in place right now. According to the Department funding is the primary constraint to instituting such a system.

Capability at an Incident

Response capability at an incident depends on the type of the call for service and the location of the call. At a minimum PCF can response with an engine staffed with at least two personnel; however, engines can be staffed with up to four personnel at some stations. Specialized equipment is available if necessary. Response to a wildfire incident typically consists of six engines at a minimum. PCF reported that its auto and mutual aid agreements are critical to ensuring that response capabilities are consistently maintained.

Status of, and Opportunities for, Shared Facilities

PCF shares its facilities extensively with CAL FIRE via its contract for services. Additionally, a couple of the stations are used for polling purposes.

PCF did not identify any further facility sharing opportunities.

Infrastructure Needs

Of its 14 stations, the Department only identified needs at Station 70 in Lincoln. The station was in need of a convault system and a back-up generator, and since that time those improvements have been made. There is a continued need for another apparatus bay at that facility. Vehicle needs and a schedule to address those needs are outlined in the Vehicle Replacement Plan.

There are no improvements planned for with regard to fire facilities in the County's CIP through FY 20. PCF is in the midst of working on a system-wide prioritized facility maintenance plan.

Challenges

The primary challenge for PCF is constrained financing combined with increasing costs on the part of its contract provider. During the most recent budget process, SAFER grant funding for the North Auburn/Ophir station (Station 182) was set to expire, forcing PCF to ask CAL FIRE for a list of potential cutbacks and the degree of impact each cutback would have on overall services. As a result the Board approved a budget to keep the Ophir station open and staffed for the entire fiscal year. Additionally a fire planner, previously cut earlier in the summer, is being added back in.

SERVICE ADEQUACY

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

Fire services in the communities are classified by the Insurance Service Office (ISO), an advisory organization. This classification indicates the general adequacy of coverage, with classes ranking from 1 to 10. Communities with the best fire department facilities, systems for water distribution, fire alarms and communications, and equipment and personnel receive a rating of 1. Placer County encourages local fire protection agencies in the County to maintain minimum ISO ratings of 4 in urban areas, 6 in suburban areas and 8 in rural areas. PCF has an ISO of 4 in urban areas and 8B in rural area. The Department was last evaluated in August 2013.

The National Fire Protection Association (NFPA) has issued response time performance standards depending on the service structure of the agency. The response time is measured from the completion of the dispatch notification to the arrival time of the first-responder at the scene. Though not a legal mandate, these standards provide a useful benchmark against which to measure fire department performance. For agencies with paid staff, NFPA 1710 identifies the response time guideline of six minutes at least 90 percent of the time. For volunteer and combination fire departments, NFPA 1720 recommends that the response times for structure fire be nine minutes in urban demand zones at least 90 percent of the time, 10 minutes in suburban zones at least 80 percent of the time and 14 minutes in rural zones at least 80 percent of the time. Response times in remote zones are directly dependent on travel distances.[239] PCF is a combination fire provider and falls within the definition of both urban and rural demand zones, and would therefore be subject to the NFPA 1720 guidelines.

The local emergency medical services agency (LEMSA) for Placer County is Sierra-Sacramento Valley Emergency Medical Services Agency (S-SVEMS).[240] Emergency ground

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

[240] S-SVEMS is responsible for planning, development and implementation of all EMS components, including regional trauma system planning, qualification, accreditation, authorization of all prehospital care personnel, EMS system design, and compliance with local and state regulations.

ambulance service for the majority of Placer County is provided by American Medical Response under an exclusive operating agreement (EOA) with S-SVEMS. Foresthill FPD, North Tahoe FPD[241] and South Placer FPD also provide emergency ambulance service to their districts under EOAs. Emergency response time standards set by S-SVEMS in Placer County vary for each of the four approved providers and by the level of urbanization of an area (the more urban an area, the faster a response should be).[242]

PCF, which is a non-transport ALS service provider, does not have a response time standard imposed by S-SVEMS. The Department has to complete an annual application to receive a permit from S-SVEMS to provide non-transport ALS services.

Placer County encourages local fire protection agencies in the County to have an average response times to emergency calls of four minutes in urban areas, six minutes in suburban areas and 10 minutes in rural areas. PCF strives to attain these response time standards.

PCF did not provide response times that could be used to determine if the agency was meeting response time standards and goals.

The service area size for each fire station varies between the fire districts. The median fire station in Placer County serves approximately seven square miles. ~~Placer Hills FPD~~PCF station serves the most expansive area of 34~~46.7~~ square miles per each of its stations. Densely populated areas tend to have smaller service areas. For example, the median service area of the city fire department stations is 4.5 square miles. By comparison, each fire station in PCF serves approximately 34 square miles.

The number of firefighters serving within a particular jurisdiction is another indicator of level of service; however, it is approximate. The providers that rely on volunteer or call firefighters may have differing staff availability and reliability. An agency with more firefighters could have fewer resources, if availability is limited due to work and personal obligations. Staffing levels in Placer County vary from 0.5 firefighters per 1,000 residents in in the City of Lincoln to 37.7 firefighters in Alta FPD. By comparison, PCF has on average approximately four firefighters per 1,000 residents.

Operating expenditures per capita is often reflective of the level of service offered by a fire provider as determined by financing constraints. The least amount of money per capita was spent by the Colfax Fire Department ($18.77). South Placer FPD expended the most per capita ($274.90). To compare, PCF spent $229 per capita in FY 12-13.

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[241] North Tahoe FPD does not provide ambulance transport services in western Placer County and is therefore out of scope of this report and will not be discussed further.

[242] Response time standards for American Medical Response (AMR) are eight minutes 90 percent of the time in the cities of Roseville and Rocklin and in the City of Auburn and the County (all of the City of Auburn and County area half a mile west of SR 49 from the City of Auburn to Dry Creek Road, east of SR 49 up to and including I-80 North to include Bell Road, and half a mile east of SR 49 from Bell Road to Dry Creek Road), 15 minutes 90 percent of the time in Auburn east to include Colfax and Auburn west to Rocklin, 10 minutes 90 percent of the time in Lincoln, 20 minutes 90 percent of the time in rural areas of AMR service area in Placer County, and as soon as possible in wilderness areas. South Placer FPD is required to respond with ALS on scene 10 minutes 90 percent of the time and ambulance on scene 15 minutes 90 percent of the time. The requirement for Foresthill FPD is to respond within 15 minutes 90 percent of the time in Foresthill, Todd Valley Estates and Baker Ranch.

Figure 18-10: Placer County FD Fire Service Profile

Agency Resource Statistics	
Staffing base year	2014
Fire stations in agency boundaries	14
Fire stations serving the agency	14
Square miles served per station	34
Total staff	180.5
Total firefighting staff	170
Total firefighting staff per station	12
Total firefighting staff per 1,000 residents	4
Operating expenditures per capita	$219
Service Demand	
Statistical base year	2013
Total service calls	5,542
% EMS	70%
% Fire/hazardous materials	15%
% Motor vehicle accidents	7%
% False alarms	0%
% Miscellaneous emergency	7%
% Non-emergency	76%
% Mutual aid calls	1%
Calls per 1,000 residents	125
Service Adequacy	
Median response time	NP
80th percentile response time	NP
90th percentile response time	NP
ISO Rating	4/8B

19. AMERICAN MEDICAL RESPONSE

AGENCY OVERVIEW

American Medical Response (AMR) was founded in 1992 when several well-established regional ambulance providers consolidated into a single company. AMR was created in response to changes in healthcare reimbursement, the demands of new technology and the growth of managed care plans, which created a need to build a larger provider network. AMR expanded in 1997 when it merged with Med Trans, making it the largest ambulance service provider in the United States. AMR is present in more than 2,100 communities nationwide in 40 states and the District of Columbia, employing paramedics, emergency medical technicians, nurses, doctors, and support staff and providing emergency response and dispatch services, air ambulance, even medical services, managed transportation, and paramedic and EMT training.

AMR Sacramento Valley provides emergency medical transport service for eight communities in the Sacramento, Placer and Yolo County, California, area. AMR Sacramento Valley employs approximately 300 paramedics and EMTs and handles about 52,000 calls annually.

AMERICAN MEDICAL RESPONSE SERVICES IN PLACER COUNTY

AMR provides services in Placer County through an agreement with Sierra-Sacramento Valley Emergency Medical Services Agency (S-SVEMS), which is a Joint Powers Local Emergency Medical Services Agency for the Counties of Placer, Yolo, Nevada, Sutter, and Yuba. S-SVEMS, which was designated as the local EMS agency for Placer County, was delegated by the County various EMS responsibilities including the selection of providers for exclusive ambulance operating zones with the County, the award of resulting ambulance agreements on behalf of the County, and the monitoring of ambulance operations generally within the County.

On October 31, 2003, S-SVEMS granted AMR the exclusive right to serve specific areas of operation within the County as the sole 9-1-1 emergency ambulance provider pursuant to the "grandfathering provisions" of the California Health and Safety Code and as indicated in the EMS Plan approved by the State of California Emergency Medical Services Authority.

AMR was established as an exclusive emergency ambulance transportation services provider in an excusive operating area, shown in Figure 19-1. However, this exclusivity does not apply to any Federal or State operated ambulance.

The agreement between S-SVEMS and AMR was signed for an initial term of five years from effective date and is automatically renewed every five years upon review of the provider's acceptable performance.

The agreement requires at a minimum each ALS ambulance to be staffed by at least one licensed paramedic who is S-SVEMS accredited and an EMT-I certified in the State of California. Every ambulance unit must be equipped and staffed to operate at the advanced

life support (paramedic) level on all 9-1-1 ambulance responses. AMR also has to maintain records of driver's licenses and appropriate EMS certificates and provide these records as requested by S-SVEMS. AMR is required to assure that all required licenses are current and valid and that personnel are trained as required in the S-SV region.

Ambulance response times by AMR must meet certain standards, including eight minutes 90 percent of the time in cities of Roseville, Rocklin, and Auburn and its surrounding areas, 10 minutes 90 percent of the time in the City of Lincoln, 15 minutes 90 percent of the time in areas east of Auburn to include Colfax and west of Auburn to Rocklin, 20 minutes 90 percent of the time in rural areas, and as soon as possible in wilderness.

AMR must submit a monthly response time compliance report utilizing CAD data to S-SVEMS. The calculation of the 90 percent requirement must be made on a monthly basis. Based on the fact that the agreement between S-SVEMS and AMR has been continuously renewed, AMR has been meeting the response time standards.

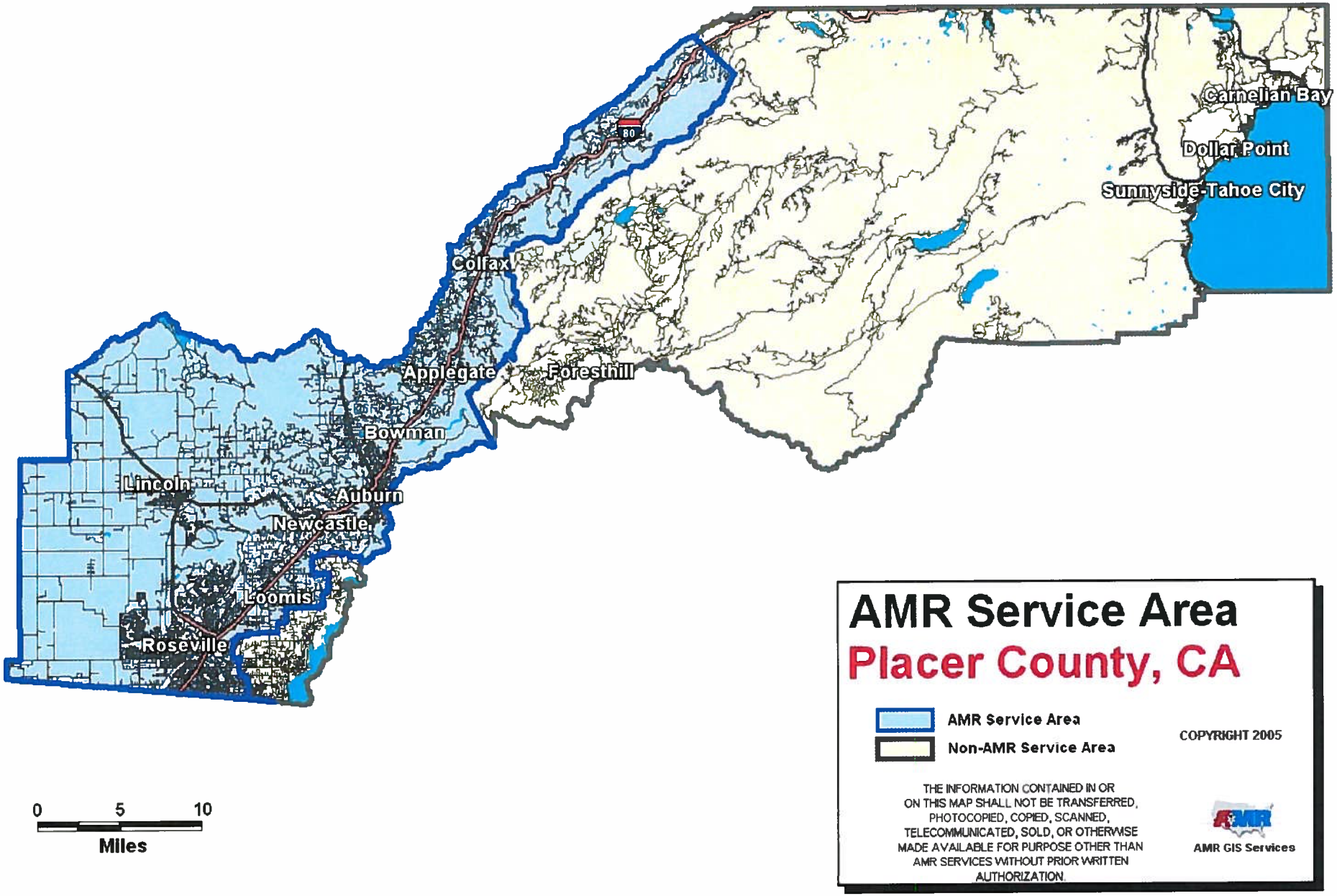
During any period that AMR has insufficient ambulance units for available service, AMR has to make reasonable efforts to obtain backup, move up, posting, mutual aid, and standby services from S-SVEMS authorized ambulance providers in adjacent areas (including Foresthill FPD and South Placer FPD) to provide coverage. If AMR accepts mutual aid, AMR has to assure that contractual response time requirements are met.

Besides its primary responsibility of providing transport ambulance services, AMR is also responsible for making available educational assistance to non-transport first responders to ensure a coordinated and effective patient care delivery system in Placer County.

According to the Emergency Medical Care Committee (EMCC) 2013 Report for Placer County, in 2013 AMR maintained 100 paramedics and 100 EMTs. It responded to 22,295 9-1-1 calls, including 17,589 EMS transports and 1,687 Code 3 emergencies.[243]

[243] Code 3 is an emergency response using red lights and siren.

Figure 19-1: American Medical Response Service Area



20. CALIFORNIA DEPARTMENT OF FORESTRY AND FIRE PROTECTION SERVICES

AGENCY OVERVIEW

California Department of Forestry and Fire Protection Services (CAL FIRE) provides fire prevention, suppression, and fire-related law enforcement for timberlands, wildlands and urban forests. CAL FIRE also responds to other types of emergencies in 36 out of the State's 58 counties via contracts with local governments, including structure fires, vehicle accidents, medical aids, swift water rescues, search and rescues, hazardous material spills, train crashes, and natural disasters. Placer County is served by the Nevada-Yuba-Placer Unit (NEU) of CAL FIRE. NEU is one of 21 administrative units within the CAL FIRE.

CAL FIRE is not under Placer LAFCO jurisdiction and therefore not being reviewed as part of this MSR. Information about CAL FIRE is included to provide a comprehensive picture of fire protection services in Placer County and as a contract provider for Placer County Fire Department. CAL FIRE plays a significant role in service delivery in Placer County and could potentially affect SOIs and government structure options for local agencies that are subject to LAFCO regulation.

NEVADA-YUBA-PLACER UNIT

The NEU is located in the Sierra Foothills northeast of Sacramento. The Administrative Unit boundary encompasses all of Nevada, Yuba, Placer, Sierra, and Sutter counties and extends from the Sacramento Valley floor over the crest of the Sierra Nevada to the Nevada state line. The unit covers 2,911,086 acres. Of the total acres, approximately 65 percent is forested land. The balance of the territory is divided nearly equally between grass and brush lands.

CAL FIRE has direct responsibility for fire protection within portions of Nevada, Yuba, and Placer counties. Total state responsibility area (SRA) acreage within the Unit is approximately 1,200,000 acres. Total direct protection area (DPA) is approximately 875,000 acres, leaving approximately 325,000 acres of state responsibility area serviced by the US Forest Service (USFS) through local operating agreements.

CAL FIRE Services in Placer

CAL FIRE is mandated by statute to provide wildland fire protection on SRA lands. Wildland fire protection on federal responsibility area (FRA) lands is the responsibility of the federal government agencies, such as the USFS and the Bureau of Land Management (BLM). Local agencies are responsible for local responsibility area lands.

The Unit provides various levels of fire protection service through cooperative agreements with three counties and six fire districts. CAL FIRE cooperates with all local city and district fire agencies in Placer County. Local fire providers have primary responsibility

for all emergency incidents within their boundaries, except wildland fires on SRA lands that are within a local agency's boundaries.

In Placer County, NEU provides contract management, operation, dispatch and fire marshal services to Placer County Fire Department (PCF) and the City of Colfax (through a contract with Placer County). CAL FIRE has a full fire protection agreement (known as Schedule A) with PCF. The areas served by PCF via contract with CAL FIRE include North Auburn, Ophir, Dutch Flat, unincorporated Lincoln, Dry Creek, Sheridan, and Camp Far West. In addition, CAL FIRE provides year-round fire protection (also known as Amador Contract services) to the communities of Auburn (Bowman), Colfax, and Alta. CAL FIRE also provides dispatch only services out of its Grass Valley Emergency Command Center for several local fire departments and districts in Placer County including Auburn City Fire Department, Alta Fire Protection district, Truckee Fire Protection District, North Tahoe Fire Protection District, as well as CalSTAR Air Ambulance in Auburn. For more detailed information on the contract services provided to PCF and the City of Colfax, refer to Chapters 18 and 6 of this report.

NEU Headquarters is located along Interstate 80 near Auburn. At peak season, the Unit staffs 25 fire stations, an air attack base, a conservation camp with five year-round hand crews, fire prevention bureau, a pre-fire planning office with fully integrated GIS resource mapping capabilities, and seven registered professional foresters skilled in forest management and CEQA compliance. NEU also maintains three bulldozer/transport combinations, road grader, frontloader and dump truck with numerous operators skilled in all aspects of equipment operations from bulldozer firefighting operations to road repair.

Resources are dispatched and managed through the Grass Valley Emergency Command Center, which is co-located with the Grass Valley Air Attack Base. Peak season air resources include one fixed wing air attack and two air tankers. CAL FIRE NEU supports the use of four lookouts located on state lands in Nevada, Yuba, and Placer Counties and one lookout on contract with the USFS. The lookouts remain the backbone of CAL FIRE's wildland fire detection system. Fixed lookouts are generally staffed in areas of high risk and high fire danger where reliable local reporting is not available.

Within Placer County, CAL FIRE operates 17 stations and the unit headquarters. Of the 17 stations 11 are owned by PCF and operated by CAL FIRE by contract; of those stations owned by PCF, five are staffed entirely by volunteers and one is not staffed. Three stations are considered "Amador stations" that fall under the jurisdiction of CAL FIRE during the fire season and are under the jurisdiction of PCF during the winter season (Bowman Station in Auburn-CAL FIRE Headquarters, Colfax Station, and the Alta Station). There are an additional three CAL FIRE stations within Placer County, which include Foresthill Station, Truckee Station, and Carnelian Bay Station, two of which (Truckee Station and Carnelian Bay Station) are located outside of the report area covered in this review. The stations are described in Figure 19-1. In addition to these stations, the Unit operates two forest fire lookouts in Placer County located at Mount Howell near Colfax and Martis Peak near Truckee.

Figure 20-1: Stations Operated by CAL FIRE

Station	Location	Type	Owner
Station 70	Lincoln	Full-time	PCF
Station 77	Sunset/Lincoln	Full-time	PCF
Station 100	Dry Creek/Roseville	Full-time, volunteer	PCF
Station 180	Atwood/Auburn	Full-time	PCF
Station 182	Ophir/Auburn	Full-time	PCF
Station 32	Dutch Flat	Volunteer	PCF
Station 73	Fowler/Lincoln	Volunteer	PCF
Station 74	Thermalands/Lincoln	Volunteer	PCF
Station 75	Paige/Lincoln	Volunteer	PCF
Station 78	Sheridan	Volunteer	PCF
Station 184	Auburn (Lone Star Station)	Currently not staffed	PCF
Station 10	Bowman/Auburn	Amador Station (CAL FIRE Headquarters)	CAL FIRE
Station 30	Colfax	Amador Station	CAL FIRE
Station 33	Alta	Amador Station	CAL FIRE
Station 11	Foresthill	CAL FIRE	CAL FIRE
Station 50	Truckee	CAL FIRE	CAL FIRE
Station 55	Carnelian Bay	CAL FIRE	CAL FIRE
Station 1 (City of Colfax)	City of Colfax	Volunteer	City of Colfax
Station 2 (City of Colfax)	City of Colfax	Volunteer	City of Colfax

CalFire also administers a number of fire prevention school programs, spreads awareness at county fairs and conducts miscellaneous prevention activities in various communities.

State Responsibility Area Fees

Assembly Bill X1 29, approved by the California Legislature on June 15, 2011 and signed into law on July 7, 2011, established a new annual Fire Prevention Fee to pay for fire prevention services within state responsibility areas. Fees are assessed on owners of habitable structures located in the SRAs throughout California. Reasons for the fee contained in legislative findings include:

- The presence of structures within SRAs can pose an increased risk of fire ignition and an increased potential for fire damage within the State's wildlands and watersheds.
- The presence of structures within SRAs can also impair wildland firefighting techniques and could result in greater damage to state resources caused by wildfires.

- The costs of fire prevention activities aimed at reducing the effects of structures upon state fire protection responsibilities in SRAs should be borne by the owners of these structures.
- Individual owners of structures within SRAs receive a disproportionately larger benefit from fire prevention activities than that realized by the State's citizens generally.
- It is necessary to impose a fire prevention fee upon individual owners of structures in SRAs to fund fire prevention activities in those areas from which such owners derive a specific benefit.

The fee is assessed at a rate of $150 per habitable structure. However, owners of habitable structures that are within the boundaries of a local fire protection agency receive a discount of $35 per habitable structure. Residents in the SRAs receive notice of the specific fee amount and exemptions (if any) on a fee billing notice.

Over time, this fee is intended to fund a variety of fire prevention services in the SRAs, which include fire break construction and other fuel reduction activities that lessen the risk of wildfire to communities and evacuation routes. Fire prevention activities consist of brush clearance around communities, and along roadways and evacuation routes, defensible space inspections, fire prevention engineering, emergency evacuation planning, fire prevention education, fire hazard severity mapping, implementation of the State Fire Plan and fire-related law enforcement activities, such as arson investigation.

21. UNITED STATES FOREST SERVICE

AGENCY OVERVIEW

United States Forest Service (USFS) is an agency that manages and protects 154 national forests and 20 grasslands in 44 states and Puerto Rico. The agency's mission is to sustain the health, diversity, and productivity of the nation's forests and grasslands to meet the needs of present and future generations. USFS has a wildland firefighting team and the world's largest forestry research organization. The agency's staff provide technical and financial help to state and local government agencies, businesses, private landowners, and work government-to-government with tribes to help protect and manage non-federal forest and associated range and watershed lands.

USFS augments its work through partnerships with public and private agencies that help plant trees, improve trails, educate the public, and improve conditions in wildland/urban interfaces and rural areas. USFS team also promotes sustainable forest management and biodiversity conservation internationally.

One of the biggest tasks of the agency is wildfire prevention and protection. In August 1944, to reduce the number of forest fires, USFS and the Wartime Advertising Council began distributing fire education posters featuring a Black Bear. The poster campaign was a success; the Black Bear would later be named "Smokey Bear", and would, for decades, be the "spokesbear" for USFS. Smokey Bear has appeared in innumerable TV commercials; his popular catch phrase, "Only YOU can prevent forest fires", is one of the most widely recognized slogans in the United States.

In September 2000, the Departments of Agriculture and the Interior developed a plan to respond to the fires of 2000, to reduce the impacts of these wildland fires on rural communities, and to ensure sufficient firefighting resources in the future. The report is entitled "Managing the Impacts of Wildfire on Communities and the Environment: A Report to the President In Response to the Wildfires of 2000"— The National Fire Plan for short. The National Fire Plan continues to be an integral part of USFS today.

USFS IN PLACER COUNTY

Federal Responsibility Areas (FRAs) in the United States are areas where the primary responsibility for preventing and suppressing fires is that of the Federal Government. These lands are generally protected by the Department of Agriculture, USFS, and the Department of Interior bureaus (Bureau of Land Management, National Park services, US Fish and Wildlife Service, and the Bureau of Indian Affairs).

In Placer County, USFS is responsible for federal forest lands, and Bureau of Land Management (BLM) is responsible for federal recreation lands under the department of the Interior. U.S. Bureau of Reclamation (BOR) does not employ fire suppression resources but through agreements with other fire service providers receives such services for some lands in Placer County.

In western Placer County FRA lands occupy mostly eastern portion of the study area stretching in a checkerboard pattern west to the City of Auburn. FRA lands west of Foresthill are largely grasslands. Tahoe National Forest and El Dorado National Forest, protected by USFS, are situated east of Foresthill FPD.

Tahoe National Forest

Tahoe National Forest was first established by an act of Congress in 1910. It is located in the northern Sierra Nevada and extends from the foothills across the Sierra crest to the California state line. Tahoe National Forest is bordered in the north by Plumas National Forest, in the south by Eldorado National Forest, and in the east by the Humboldt-Toiyabe National Forests and Lake Tahoe Basin Management Unit. On the western border are the communities of Foresthill and Alta.

The Tahoe National Forest contains about 1.2 million acres within the Forest boundary, however about 400,000 acres are privately owned and the other 800,000 acres are National Forest System land. This land pattern dates back to early railroad grants and appears as a checkerboard on maps. The Forest is divided into four Ranger Districts with offices in Sierraville (Sierraville Ranger District), Truckee (Truckee Ranger District), Foresthill (American River Ranger District), and Camptonville (Yuba River Ranger District). The Forest Headquarters office is located in Nevada City. A District Ranger is responsible for managing each district and supervising district staff. The Forest Supervisor oversees the entire Forest, forest staff, and the Ranger District personnel. Each district has differing terrain, land use patterns, resources and recreation opportunities.

Tahoe National Forest has an active fuels management program, treating thousands of acres of vegetation every year to reduce the fire hazard to woodlands and communities adjacent to National Forest System lands.

Eldorado National Forest

Eldorado National Forest is located in the central Sierra Nevada within portions of Alpine, Amador, El Dorado, and Placer Counties. The Forest is bordered in the north by the Tahoe National Forest, in the east by the Lake Tahoe Basin Management Unit, in the southeast by the Humboldt-Toiyabe, and in the south by the Stanislaus National Forest. The Forest occupies the territory of 786,994 acres. Parcels owned privately or by other agencies (190,270 acres) are mostly isolated and surrounded on all sides by government land.

The Forest is divided into four Ranger Districts with offices in Amador (Amador Ranger District), Camino (Placerville Ranger District), Pollock Pines (Pacific Ranger District), and Georgetown (Georgetown Ranger District). The Forest Headquarters office is located in Placerville. A District Ranger is responsible for managing each district and supervises district staff. The Forest Supervisor oversees the entire Forest, forest staff, and the Ranger District personnel. Each district has differing terrain, land use patterns, resources and recreation opportunities, similarly to Tahoe National Forest.

The Forest operations have been divided into six functional areas, including Commodity and Commercial Uses Facilities, Operations & Maintenance Fire and Aviation Management, Management and Administration, Public Use, and Enjoyment Resource Management. The

Fire and Aviation Management functional area includes all activities related to fire fighting, preparedness for firefighting, and managing the unwanted forest vegetation often responsible for exacerbating wildfires (hazardous fuels). Programs within this area include Fire Pre-Suppression and Preparedness, Hazardous Fuels Reduction, Wildfire Suppression, Fire Management and Administration, and National Fire and Disaster Support.

The Fire Pre-Suppression and Preparedness program includes all activities related to the preparation and availability of sufficient resources to fight wildfires and preventing the occurrence of wildfires. Activities in this program take place on both National Forest system lands and private lands under a cooperative protection agreement with Cal Fire

The Hazardous Fuels Reduction program area includes all activities related to the removal of brush and small wood from the forest to prevent fire and interrupt the spread of fire.

The Wildfire Suppression program entails fire suppression activities performed by Eldorado National Forest staff (including non-firefighting roles) on fires occurring on the Eldorado National Forest. These activities can include initial short-term attack firefighting with the objective of minimizing suppression cost and damages, and preventing the escape of any wildland fire, and extended operations involving many personnel. Wildland and prescribed fire are also used, whenever appropriate, as tools to meet resource management objectives.

Fire Management and Administration program area is responsible for the management, supervision, and oversight of all fire management operations.

The National Fire and Disaster Support program includes a range of fire and disaster activities performed by staff outside the Forest, such as assisting with fires and other disaster support activities.

INTERVIEWS

Agency	Name, Title
Alta Fire Protection District	Rich Thickens, Chief Bryce Birkman, Deputy Chief
City of Auburn Fire Department	Mark D'Ambrogi, Chief
City of Colfax Fire Department	Sean Lomen, Captain
Foresthill Fire Protection District	Ian Gow, Chief
City of Lincoln Fire Department	Mike Davis, Interim Chief
Loomis Fire Protection District	Lawrence Bettencourt, Chief
Newcastle Fire Protection District	Mitch Higgins, Chief
Penryn Fire Protection District	Mitch Higgins, Chief
Placer Hills Fire Protection District	Ian Gow, Chief
City of Rocklin Fire Department	James Summers, Chief Kurt Snyder, Interim Chief
Rocklin Fire Protection District	James Summers, Chief Kurt Snyder, Interim Chief
City of Roseville Fire Department	Greg James, Assistant Fire Chief Katrina Rostam, Administrative Analyst FD Jacquelyn Flickinger, Accounting Supervisor Jenny Neeley, Office Assistant FD
South Placer Fire Protection District	Lawrence Bettencourt, Chief
Placer County Fire	John McEldowney, OES Director
CAL FIRE	Brad Harris, Chief George Morris, III, Chief