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**Resolution 2013-005**  
**of the**  
**Calaveras Local Agency Formation Commission**

*Approving a Municipal Service Review of Fire Services Provided in Calaveras  
County and Adopting Written Determinations Thereon*

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WHEREAS, California Government Code Section 56425 requires that the Local Agency Formation Commission (“LAFCO”) adopt and periodically review Sphere of Influence Plans for all agencies in its jurisdiction; and,

WHEREAS, California Government Code Section 56430 requires that LAFCO conduct a review of the municipal services provided by and within an agency prior to updating or adopting its Sphere of Influence Plan; and,

WHEREAS, the Sphere of Influence Plan is the primary planning tool for LAFCO and defines the probable physical boundaries and service area of a local agency as determined by LAFCO; and,

WHEREAS, the Commission adopted guidelines for conducting Municipal Service Reviews (MSRs) included in its Policies, Standards and Procedures adopted on August 17, 2009, which applies to this MSR for fire services; and,

WHEREAS, the Mokelumne Hill Fire Protection District has requested the MSR for that district be continued to respond to, contest and (or) to clarify statements made in the MSR and a recent Grand Jury Report.

WHEREAS, at the time and in the manner provided by law, the Executive Officer gave notice of the date, time, and place of a public hearing by the Commission for the MSR, including approval of the report and adoption of the written determinations contained therein; and,

WHEREAS, the Commission hereby determines that the hearing draft of the Municipal Service Review for fire services provided by local agencies in Calaveras County and written determinations contained therein will provide information for updating the Spheres of Influence for the local agencies, and is otherwise consistent with the purposes and responsibility of the Commission for planning the logical and orderly development and coordination of local governmental agencies so as to advantageously provide for the present and future needs of the county and its communities; and,

WHEREAS, the Commission has heard all interested parties desiring to be heard and has considered the report by the Executive Officer and all other relevant evidence and information presented at said hearing;

NOW, THEREFORE, the Calaveras Local Agency Formation Commission hereby resolves, orders and determines the following for fire agencies in Calaveras County excepting the Mokelumne Hill Fire Protection District:

## **ALTAVILLE-MELONES FIRE PROTECTION DISTRICT DETERMINATIONS**

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### **Growth and Population Projections**

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- ❖ Altaville-Melones Fire Protection District (AMFPD) currently has an estimated population of 2,759.
- ❖ Since 2008, the District has experienced a decrease in service demand.
- ❖ AMFPD anticipates moderate growth in population within the District in the next few years. There are currently 120 acres for sale to a developer near the Vallecito area by the border with Murphys FPD. In addition, a five-acre parcel is anticipated to be developed in Carson Hill.

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

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- ❖ Based on 2010 Census income information for Census Designated Places in Calaveras County, there are no communities that meet the definition of a disadvantaged unincorporated community within or adjacent to AMFPD's bounds and sphere of influence.

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

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- ❖ The District's existing facilities have the capacity to adequately serve current demand and possible future growth. No need was identified by AMFPD for an additional station. The existing station is in excellent condition. The District's response times meet Mountain Valley Emergency Medical Services Agency response time standards.
- ❖ AMFPD did not identify any short-term infrastructure needs. Long-term needs outlined in the strategic plan include constructing onsite living quarters at Station 1, purchasing an emergency stand-by generator for Station 1, purchasing exhaust extractors, purchasing a washer/extractor for personal protection equipment, and continuing the upgrade/replacement of the communications equipment.

- ❖ AMFPD does not have a capital improvement plan (CIP), but instead plans its capital improvements in its strategic plan. The District should consider adopting a capital improvement plan to identify long-term financing needs and sources for these needs.
- ❖ An area that AMFPD could improve upon is tracking and calculating its 90<sup>th</sup> percentile response time.
- ❖ AMFPD services appear to be adequate. The District has adequate response times and an ISO rating which is comparable to other providers in the County.

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### Financial Ability of Agencies to Provide Services

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- ❖ The District reports that current financing levels are adequate to deliver services.
- ❖ Although the recent recession had a negative effect on AMFPD revenues, the District reported that income received from service charges collected from non-residents has been an additional income source ensuring adequate financing.
- ❖ The District's general operations are funded primarily by property taxes.
- ❖ AMFPD does not have long-term debt.
- ❖ The District maintains two financial reserve funds—one for apparatus replacement and another for contingencies.

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### Status of, and Opportunities for, Shared Facilities

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- ❖ AMFPD collaborates with Murphys FPD, Angels Camp FD and San Andreas FPD via automatic aid agreements. AMFPD maintains a master mutual aid contract with the State of California.
- ❖ AMFPD participated in a countywide grant through the Calaveras Fire Chiefs Association and countywide water tender program. The District is a member of the Fire Districts Association of California.
- ❖ The District is working with all other agencies in the County to set up a countywide closest-unit response system. Under this system both the nearest agency and the agency with jurisdiction would be dispatched to each incident. The chiefs have agreed to this, and are working to implement the change over the next year.
- ❖ The District keeps its type 3 engine at Murphys FPD fire station.
- ❖ An opportunity for further facility sharing and collaboration may be a joint service endeavor with the City of Angels Camp.

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

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- ❖ AMFPD demonstrated partial accountability in its disclosure of information and cooperation with Calaveras LAFCO. The District responded to the initial questionnaires and cooperated with interview and document requests; however, follow-up questions and profile review required multiple follow-up attempts.
- ❖ AMFPD practices public outreach efforts; however, the District lacks a website where district information is made available to public. It is recommended for every public service provider to maintain a website in order to keep their constituents aware of the agency's activities.
- ❖ Governance structure options include consolidation with Murphys FPD and a three-way reorganization with Murphys FPD and Copperopolis FPD.

## **CENTRAL CALAVERAS FIRE AND RESCUE PROTECTION DISTRICT**

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### Growth and Population Projections

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- ❖ Central Calaveras Fire and Rescue Protection District (CCFRPD) currently has an estimated population of 2,743.
- ❖ Over the last few years the District has experienced a decrease in service demand.
- ❖ No or slow residential growth is expected within the District. CCFRPD reported that there were no planned or proposed developments within its boundaries. The only growth is expected to come from possible annexations.

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

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- ❖ Based on 2010 Census income information for Census Designated Places in Calaveras County, the Rail Road Flat Census Designated Place meets the income definition of a disadvantaged unincorporated community. The community is located within and adjacent to CCFRPD's bounds, and is entirely within the District's sphere of influence. The area is receiving fire and EMS services at the same level as all other areas in the County by CCFRPD through a contract with the County.

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

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- ❖ The District's existing facilities do not have capacity to adequately serve current demand and possible future growth. Four of the five stations are in fair and poor condition and require multiple upgrades. The District's 90<sup>th</sup> percentile response time does not meet Mountain Valley Emergency Medical Services Agency standards for response to medical emergencies.
- ❖ Infrastructure needs include deferred maintenance at each of the District's fire stations.
- ❖ Apparatus replacement needs are identified in the apparatus replacement plan. Other capital improvements are planned for at board meetings as needed. The District should consider adopting a capital improvement plan to identify long-term financing needs and sources for these needs.
- ❖ An area that CCFRPD could improve upon is being aware of its average, median and 90<sup>th</sup> percentile response times and collaborating with CalFire on data exchange, which would allow for more structured response and enhanced efficiency and consistency.
- ❖ CCFRPD services appear to be marginally adequate. The District has higher response times than Mountain Valley Emergency Medical Services Agency standards. The District's ISO is high compared to urban service providers, but similar to rural providers and those in the County.
- ❖ Each fire station in CCFRPD serves approximately 30.8 square miles, compared to a median fire station in Calaveras County of 34 square miles. CCFRPD has approximately eight firefighters per 1,000 residents. By comparison, staffing levels in Calaveras County vary from 3.2 sworn firefighters per 1,000 residents in JLFPD's service area to 13 in MHFPD. CCFRPD appears to have sufficient number of sworn personnel.

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## Financial Ability of Agencies to Provide Services

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- ❖ The District reports that current financing levels are inadequate and unsustainable to deliver services.
- ❖ The current economic conditions and rising supply prices were identified as the primary financing constraints for the District.
- ❖ CCFRPD has tried to remedy the lack of financing by cutting paid personnel and switching to cheaper utility providers.
- ❖ The District receives a flat share of property taxes collected from Sheep Ranch, Swiss Ranch and Freccero Road for providing services to these areas under an agreement with Calaveras County.

- ❖ The District's long-term debt is represented by a lease agreement for a new fire truck with an option to purchase. At the end of FY 10-11, the balance was \$257,743.

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### Status of, and Opportunities for, Shared Facilities

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- ❖ CCFRPD collaborates with San Andreas FPD, West Point FPD, Mokelumne Hill FPD, Murphys FPD, and Ebbetts Pass FPD through automatic and mutual aid agreements. CCFRPD is a member of the Calaveras County Fire Chief's Association, California Fire Chief's Association and California Special District Association.
- ❖ The District currently does not share its facilities with other agencies.
- ❖ CCFRPD reported that Station 4 would be well suited for sharing with Mokelumne Hill FPD and West Point FPD for training purposes; however, there is limited parking and the facilities are in need of maintenance.

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

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- ❖ CCFRPD demonstrated partial accountability in its disclosure of information and cooperation with Calaveras LAFCO. The District responded to the initial questionnaires and cooperated with interview and document requests; however, follow-up questions and profile review required multiple follow-up attempts. Some of the requested information has not been provided and is not included in this report.
- ❖ CCFRPD practices extensive outreach efforts, including a website where district information is made available.
- ❖ Governance structure options include annexation of Sheep Ranch, Swiss Ranch and Freccero Road areas, and consolidation with Mokelumne Hill and West Point FPDs. No actions have been undertaken to date in regards to either option.

## **COPPEROPOLIS FIRE PROTECTION DISTRICT DETERMINATIONS**

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### Growth and Population Projections

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- ❖ CFPD currently has an estimated population of 4,627.
- ❖ The District reported that it had observed little change in service demand in the last few years. There was an increase in calls over the last three to four years of approximately five percent.

- ❖ CFPD anticipates moderate growth in population and similarly in service demand within the District in the next few years, due to a significant number of planned and proposed developments. A Copperopolis Community Plan is being developed as part of the County General Plan update.

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

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- ❖ Based on 2010 Census income information for Census Designated Places in Calaveras County, there are no communities that meet the definition of a disadvantaged unincorporated community within or adjacent to CFPD's bounds and sphere of influence.

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

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- ❖ Currently, the District's facilities appear to have sufficient capacity to provide adequate services to existing demand and short-term future growth. Current response times meet Mountain Valley Emergency Medical Services Agency standards for response to medical emergencies. Service capacity is constrained by outdated equipment and a lack of paid personnel.
- ❖ CFPD would require additional staffing level and equipment to address future growth. The District will need to look at additional funding sources to ensure sustainable financing.
- ❖ Infrastructure needs include Station 1 renovations and apparatus replacements.
- ❖ The District does not have a capital improvement plan. Capital improvement needs are reviewed annually at board meetings. It is a recommended practice for all districts to adopt a capital improvement plan to allow for more effective infrastructure improvement and related financing planning.
- ❖ An area that CFPD could improve upon is calculating its median and 90<sup>th</sup> percentile response times and collaborating with CalFire on information exchange.
- ❖ CFPD services appear to be adequate. The District has adequate response times. ISO is high compared to urban service providers, but similar to rural providers and those in the County.

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### Financial Ability of Agencies to Provide Services

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- ❖ The District reported that its current financing levels were not adequate to deliver services. Revenues have declined by over 35 percent in the last five years, due to a decrease in property values.

- ❖ In response to declining financing levels, CFPD had to defer upgrades and maintenance, and cut staff positions.
- ❖ Grants were identified as a possible additional source of financing to fulfill necessary apparatus replacement and personnel needs.
- ❖ The District's general operations are funded primarily by property taxes and two special taxes. Special taxes amount to \$75 each per parcel and are intended to benefit EMS and fire service.
- ❖ CFPD does not have any long-term debt. The District tries to avoid using debt in financing its capital improvements.

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### Status of, and Opportunities for, Shared Facilities

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- ❖ The District has mutual aid agreements with all surrounding fire districts.
- ❖ CFPD is currently working on an agreement with Murphys FPD to share resources. Both districts currently employ the same fire chief.
- ❖ The Copperopolis CalFire station is located across the street from CFPD Station 1, which presents a good opportunity for the two agencies to share one facility.

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

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- ❖ CFPD demonstrated partial accountability in its disclosure of information and cooperation with Calaveras LAFCO. The District responded to the initial questionnaires and cooperated with interview and document requests; however, follow-up questions and profile review required multiple follow-up attempts.
- ❖ CFPD practices extensive outreach efforts; however, the District lacks a website where district information is made available to the public. It is recommended that every public service provider have a website to keep constituents aware of the agency's activities.
- ❖ In regards to governance structure options, it was reported that reorganization with Murphys FPD and Altaville-Melones FPD is a strong possibility. Certain logistical obstacles have to be resolved before the three agencies proceed with reorganization.

# **EBBETTS PASS FIRE PROTECTION DISTRICT DETERMINATIONS**

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## **Growth and Population Projections**

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- ❖ Ebbetts Pass Fire Protection District (EPFPD) currently has an estimated population of 10,636.
- ❖ Over the last few years, the District has experienced an increase in service demand, with an exception of last year when service demand went slightly down due to unusually warm winter and consequently fewer accidents on highways and at the ski resort.
- ❖ EPFPD anticipates growth in population and similarly in service demand within the District in the next few years. This increase is anticipated due to two planned developments, the expansion of Bear Valley Ski Resort, and a surge in transient vacationing population.

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

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- ❖ Based on 2010 Census income information for Census Designated Places in Calaveras County, the Avery and Dorrington Census Designated Places meet the income definition of disadvantaged unincorporated communities. Both communities are located within EPFPD's bounds and sphere of influence.

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

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- ❖ District facilities have sufficient capacity to provide adequate services within EPFPD's current service area. Current response times meet Mountain Valley Emergency Medical Services Agency standards for response to medical emergencies.
- ❖ Capital improvement projects are planned in a Capital Improvement Plan with a planning horizon of five years. The plan is updated every five to seven years.
- ❖ The District reported that it did not have any immediate infrastructure needs. Some short-term needs include upgrades to Stations 2 and 3. In addition, there is a plan to acquire another type I engine and a possible need for a station in the Forest Meadows area.
- ❖ EPFPD services appear to be adequate based on response times, staffing level and ISO rating.

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## Financial Ability of Agencies to Provide Services

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- ❖ The District reports that current financing levels are adequate to deliver services.
- ❖ The only challenge to financing identified by the District was the fact that EPFPD had deferred replacing equipment, due to the State borrowing funds a few years ago.
- ❖ The District expects to receive the money borrowed by the State in 2013 and to purchase a type I fire engine.
- ❖ The District's main financing sources are property taxes, two voter-approved special tax measures and ambulance transport fees.
- ❖ Residents do not pay out-of-pocket fees for the ambulance service provided by EPFPD. Non-residents are charged for ambulance services.
- ❖ The District has a policy to hold three financial reserves—the first is for purchases of apparatus and other vehicles; second is a building fund and third is an emergency/contingency fund. In addition, two emergency medical service trust funds were established to maintain long-term funding for the firefighter/paramedic and ambulance program.
- ❖ EPFPD has three outstanding long-term loans. The current debt balance is approximately \$3.8 million.

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## Status of, and Opportunities for, Shared Facilities

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- ❖ The District has automatic aid agreements with Murphys FPD and Bear Valley/Alpine County Fire Department and mutual aid agreements with CalFire and California State Parks.
- ❖ Ebbetts Pass FPD is a member of an extensive number of collaborative organizations.
- ❖ The District occasionally uses its facilities to provide training services to other fire service providers.
- ❖ EPFPD jointly maintains a two-pad landing facility with USFA in Hathaway Pines.
- ❖ EPFPD did not identify additional opportunities for facility sharing.

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

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- ❖ EPFPD demonstrated accountability in its disclosure of information and cooperation with Calaveras LAFCO. The District responded to the questionnaires and cooperated with the document requests.

- ❖ The District has a website through which it keeps its constituents up to date on EPFPD activities.
- ❖ Governance structure options include consolidation with Murphys FPD or Bear Valley FPD of Alpine County. However, no serious discussions have occurred to date.

## **FOOTHILL FIRE PROTECTION DISTRICT DETERMINATIONS**

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### Growth and Population Projections

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- ❖ Foothill Fire Protection District (FFPD) had a population of approximately 6,563 as of the 2010 Census.
- ❖ The District reported that it had observed a slight increase in call volume in the last few years. FFPD attributed this increase to an influx of people moving into cheaper real estate in the area.
- ❖ FFPD anticipates growth in population and similarly in service demand within the District in the next few years. Several tentative maps for developments have been approved within the District's boundaries. Proposed developments are concentrated around Valley Springs and Wallace. Should these developments come to fruition, then the District anticipates significant growth and a resulting increase in demand.

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

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- ❖ Based on 2010 Census income information for Census Designated Places in Calaveras County, there are no communities that meet the definition of a disadvantaged unincorporated community within or adjacent to FFPD's bounds and sphere of influence.

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

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- ❖ While FFPD appears to have the capacity to provide an adequate level of service to the existing level of demand, based on response times, any further growth would reportedly require full-time staff to respond within a reasonable time.
- ❖ FFPD's services appear to be adequate based on response times and ISO ratings. The District has a low staffing level compared to other providers in the County.

- ❖ Station 2 was identified as being dated and no longer meeting the needs of the District. FFPD has hired an architect to help evaluate how the District may be able to maximize additional living quarters.
- ❖ A new station in the community of Wallace would greatly reduce response times to the area; however, the District does not currently have sufficient funds to develop a station in the area.

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### Financial Ability of Agencies to Provide Services

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- ❖ The District reported that its financing levels were not adequate to deliver services. The recent economic recession has caused a decrease in FFPD's revenues, as a result of declining property values. FFPD has been forced to make significant cost reductions by eliminating two paid positions, as well as, defer equipment and vehicle replacement.
- ❖ The District will greatly benefit from a joint strategic and capital improvement plan, which is in the process of being developed with Jenny Lind FPD.
- ❖ The District maintains healthy reserves equivalent to six months of annual expenditures.

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### Status of, and Opportunities for, Shared Facilities

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- ❖ FFPD practices significant collaboration and cost sharing through its JPA with JLFPD, as well as its various automatic and mutual aid agreements. Additionally, FFPD is a member of the Calaveras County Fire Chiefs' Association.
- ❖ The recent consolidation of FFPD and Jenny Lind FPD is an opportunity for enhanced facility sharing and cost reduction.
- ❖ No future opportunities for facility sharing were identified.

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

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- ❖ During the course of this MSR process FFPD demonstrated partial accountability in its disclosure of information and cooperation with Calaveras LAFCO. The District responded to the questionnaires and cooperated with interview and document requests; however, FFPD's response to written questionnaires required multiple follow-up attempts.
- ❖ The District tries to reach its constituents through involvement at various community events, and through visits to childcare facilities. Additionally, FFPD and Calaveras Consolidated Fire Protection JPA maintain websites where documents and information are made available to the public.

- ❖ Jenny Lind FPD and Foothill FPD have recently completed the consolidation process, forming the Calaveras Consolidated Fire Protection District.

## **JENNY LIND FIRE PROTECTION DISTRICT DETERMINATIONS**

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### Growth and Population Projections

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- ❖ Jenny Lind Fire Protection District (JLFPD) currently has an estimated population of 7,927.
- ❖ The District observed an increase in call volume in the last few years.
- ❖ JLFPD anticipates growth in population and similarly in service demand within the District in the next few years. New units are anticipated in Orchard Estates, Brother's Lane and Rancho Calaveras. It was estimated by the District that one to two thousand lots are approved and will be developed in the next few years.

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

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- ❖ Based on 2010 Census income information for Census Designated Places in Calaveras County, there are no communities that meet the definition of a disadvantaged unincorporated community within or adjacent to JLFPD's bounds and sphere of influence.

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

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- ❖ Although the District reported that it did not have sufficient capacity to serve current demand or anticipated future growth, due to lack of personnel and funding, it appears that currently there is marginally sufficient capacity to provide adequate services. One of the two stations is in good working condition. Current response times meet Mountain-Valley Emergency Medical Services Agency standards for response to medical emergencies.
- ❖ JLFPD does not adopt a capital improvement plan (CIP), but plans for capital improvements in the Jenny Lind/Foothill joint strategic plan, which is currently being developed.
- ❖ The District did not identify a need for new facilities or facility upgrades. However, since Station 2 was reported to be in poor condition, yet unidentified improvements appear to be necessary. In addition, JLFPD reportedly needs two type I urban interface pumpers.

- ❖ An area that JLFPD could improve upon is calculating its median and 90<sup>th</sup> percentile response times and collaborating with CalFire on information exchange.
- ❖ Services provided by the District are adequate based on firefighter certification rates, response times and its ISO rating.
- ❖ Each fire station in JLFPD serves approximately 30.5 square miles, by comparison the median fire station in Calaveras County serves 34 square miles. The District has the lowest ratio of firefighters per 1,000 residents, which could indicate capacity concerns with regard to staffing levels, particularly in the case of a primarily volunteer fire department such as JLFPD.

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### Financial Ability of Agencies to Provide Services

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- ❖ The District reported that its financing levels were not adequate to deliver services. The recent economic recession has caused a decrease in JLFPD's revenues of about 30 to 40 percent.
- ❖ To improve its financial situation, the District has made efforts to recruit more volunteers and apply for grants. In addition, JLFPD is hoping to pass a special tax measure in the future and receive additional tax revenue from newly constructed dwellings.
- ❖ The District has a management practice to keep three financial reserve funds—a capital improvements reserve, an apparatus reserve, and a general reserve. The District maintains a health reserve fund comparable to 29 months of operating expenditures.

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### Status of, and Opportunities for, Shared Facilities

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- ❖ JLFPD and Foothill FPD currently collaborate and share resources through a JPA.
- ❖ JLFPD has mutual aid agreements with San Andreas FPD, and Linden Peters Rural County and Clements Rural Fire Protection Districts in San Joaquin County.
- ❖ JLFPD is a member of the Fire Chiefs' Association and the National Fire Incident Command Team. The District is currently working with the State to become a resource for Cal EMA for water, earthquake and fire rescue.
- ❖ The recent consolidation of JLFPD and Foothill FPD is an opportunity for enhanced facility sharing and cost reduction.

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

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- ❖ JLFPD demonstrated partial accountability in its disclosure of information and cooperation with Calaveras LAFCO. The District responded to the questionnaires and cooperated with the document requests; however, the response required multiple follow-up attempts.
- ❖ JLFPD practices outreach efforts; however, the District lacks a website where information could be made available to public. It is recommended that every public service provider have a website to keep constituents aware of the agency's activities.
- ❖ Jenny Lind FPD and Foothill FPD recently completed the consolidation process.

## **MURPHYS FIRE PROTECTION DISTRICT DETERMINATIONS**

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### Growth and Population Projections

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- ❖ Murphys Fire Protection District (MFPD) currently has an estimated population of 2,655.
- ❖ The District observed an increase in call volume in the last few years, due to an increase in the amount of winery tourism in the area.
- ❖ MFPD anticipates growth in population and similarly in service demand within the District in the next few years. Three subdivisions were approved prior to the economic downturn, which have the potential to be developed in the future.

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

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- ❖ Based on 2010 Census income information for Census Designated Places in Calaveras County, the Murphys Census Designated Place meets the income definition of a disadvantaged unincorporated community. The community is located within MFPD's bounds and sphere of influence.

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

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- ❖ Both of the District's stations are in fair condition and require upgrades, thus having marginal capacity to provide adequate services within MFPD's

current service area. MFPD reportedly does not have up-to-date equipment and sufficient personnel to serve future growth. However, at present, the District has been able to maintain sufficient response times and a relatively high firefighter to resident ratio.

- ❖ MFPD does not adopt a capital improvement plan, but plans for capital improvements in its strategic plan. An apparatus replacement plan is in development.
- ❖ Infrastructure needs include living quarters and backup emergency generators at both fire stations and replacement of outdated fire engines.
- ❖ An area that MFPD could improve upon is calculating its median and 90<sup>th</sup> percentile response times and collaborating with CalFire on information exchange.
- ❖ Services provided by the District are adequate based on response times, its high firefighter to resident ratio, and its ISO rating.
- ❖ Each fire station in MFPD serves approximately 23.5 square miles, by comparison the median fire station in Calaveras County serves 34 square miles. The District has the second highest ratio of firefighters per 1,000 residents, which could mean that it has a sufficient staffing level to respond to all incidents. On the other hand, a district with more call firefighters could have fewer resources if scheduling availability (i.e., full-time jobs) is restricted.

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### Financial Ability of Agencies to Provide Services

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- ❖ The District reported that its current financing levels were not adequate to deliver services.
- ❖ Challenges in financing include the recent economic recession and consequential drop in property tax revenue caused by the drop in assessed valuation of properties. An additional challenge is the increase in service demand for which the District is not compensated, due to growth in the winery business in the area.
- ❖ The District is funded primarily by property taxes. A special tax has twice been denied by voters.
- ❖ MFPD has one outstanding loan, which was used to purchase a fire engine.
- ❖ The District has a management practice to maintain six financial reserve funds—contingency/emergency reserve, fleet replacement trust fund, SCBA trust fund, reserve for cash, capital improvement trust fund, and loans receivable fund. At the end of FY 10-11, the District maintained reserves equivalent to over three years of operating expenditures.

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## Status of, and Opportunities for, Shared Facilities

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- ❖ MFPD has automatic aid agreements with Ebbetts Pass FPD, Altaville-Melones FPD, City of Angels Camp FD, and Central Calaveras FRPD, and mutual aid agreements with other fire service providers in the County.
- ❖ MFPD is a member of the County and State Fire Chiefs' Associations, Fire Districts Association of California, California Special Districts Association, Nor Cal Training Officers Association, and Motherlode Inter-agency Training Officers Association. The District also collaborates with other fire providers in applying for grants.
- ❖ MFPD contributes to the Countywide Multi-hazard Mitigation Plan and the Disaster Plan.
- ❖ The District shares Station 2 with Altaville-Melones FPD, where AMFPD houses one of its fire engines.
- ❖ MFPD and Copperopolis FPD share a common fire chief.
- ❖ After the construction of living quarters at Station 1, the Calaveras County Sherriff's Office will be able to use one of the station's offices for its substation.

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

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- ❖ MFPD demonstrated partial accountability in its disclosure of information and cooperation with Calaveras LAFCO. The District responded to the questionnaires and cooperated with the document requests; however, the response required multiple follow-up requests.
- ❖ MFPD practices outreach efforts; however, the District lacks a website where information can be made available to the public. It is recommended that every public service provider have a website to keep constituents aware of the agency's activities.
- ❖ In regards to governance structure options, consolidation with Altaville-Melones FPD and/or Copperopolis FPD is a possibility.

## **SAN ANDREAS FIRE PROTECTION DISTRICT DETERMINATIONS**

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### Growth and Population Projections

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- ❖ San Andreas Fire Protection District (SAFPD) currently has an estimated population of 3,128.

- ❖ Over the last few years, the District has experienced an increase in service demand.
- ❖ SAFPD anticipates growth in population and similarly in service demand within the District in the next few years. An increase is anticipated, due to growing County government and commercial businesses. An increase in transit through the District is also anticipated to impact demand for services.

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

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- ❖ Based on 2010 Census income information for Census Designated Places in Calaveras County, the San Andreas Census Designated Place meets the income definition of a disadvantaged unincorporated community. The community is located within SAFPD's bounds and sphere of influence.

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

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- ❖ District facilities have sufficient capacity to provide adequate services within the current service area and to anticipated future growth. Current response times meet Mountain Valley Emergency Medical Services Agency standards for response to medical emergencies. SAFPD reported it had adequate equipment and personnel, and did not anticipate any difficulties in continuing a similar level of services into the future.
- ❖ Capital improvement projects are planned for on an as-needed basis. It is recommended that the District initiate multi-year capital planning to ensure revenues are sufficient to meet anticipated needs.
- ❖ Infrastructure needs include upgrades to both fire stations, electrical wiring repairs, engine replacements, purchase of a 4-wheel drive engine, and additional space for administrative needs.
- ❖ An area that SAFPD could improve upon is tracking its response times for each incident and calculating its median and 90<sup>th</sup> percentile response times.
- ❖ The District's services appear to be adequate based on its ISO rating and response times. On average, the District responds to incidents faster than all other providers in the County. The District could improve upon its firefighter certification ratio, which is among the lowest in the County.

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### Financial Ability of Agencies to Provide Services

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- ❖ The District reports that current financing levels are marginally adequate to deliver services.

- ❖ Challenges to financing include a need to replace outdated equipment, decreased property values, and rising supply prices.
- ❖ Grants were identified as a potential additional source of financing to enhance funding of services.
- ❖ The District has a management practice to maintain two financial reserve funds—one for contingencies and another for construction of specific line items. At the end of FY 10-11, the District’s reserves were comparable to four months of operating expenditures.

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### Status of, and Opportunities for, Shared Facilities

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- ❖ The District has automatic aid agreements with CalFire, the State Office of Emergency Services, Jenny Lind FPD, Foothill FPD, Mokelumne Hill FPD, Central Calaveras FRPD, and Altaville-Melones FPD, and mutual aid agreements with Copperopolis FPD, City of Angels FD, Murphys FPD, and Ebbetts Pass FPD.
- ❖ SAFPD is a member of the Calaveras County Fire Chief’s Association, California Fire Chief’s Association, and Mother Lode Interagency Training Officer’s Association.
- ❖ Station 1 is used as a training facility by the Mother Lode Interagency Training Officer’s Association.
- ❖ SAFPD did not identify additional opportunities for facility sharing.

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

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- ❖ SAFPD demonstrated partial accountability in its disclosure of information and cooperation with Calaveras LAFCO. The District responded to the questionnaires and cooperated with the document requests; however, the response required multiple follow-up requests.
- ❖ SAFPD practices extensive outreach efforts; however, the District lacks a website where information could be made available to public. It is recommended that every public service provider have a website to keep constituents aware of the agency’s activities.
- ❖ Governance structure options include consolidation with Mokelumne Hill FPD, Central Calaveras FRPD, and West Point FPD and annexation of the Golden Hill and Double Springs Subdivisions.
- ❖ It is recommended that the border between Mokelumne Hill FPD and San Andreas FPD, which runs along the centerline of SR49, be adjusted to enhance efficiency.

# **WEST POINT FIRE PROTECTION DISTRICT DETERMINATIONS**

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## **Growth and Population Projections**

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- ❖ West Point Fire Protection District (WPFPD) serves an estimated population of 2,458 permanent residents.
- ❖ Based on annual calls for services, demand has remained relatively constant since 2007, paralleling population growth in the area.
- ❖ WPFPD anticipates no to minimal growth in population and similarly in service demand within the District in the next few years. There is a lack of economic activity in the area, as logging, the primary industry and employer, has failed. Given the lack of employment and industry, there is little attraction of new residents to the area.

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

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- ❖ Based on 2010 Census income information for Census Designated Places in Calaveras County, the West Point Census Designated Place meets the income definition of a disadvantaged unincorporated community. The community is located within WPFPD's bounds and sphere of influence.

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

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- ❖ WPFPD reported that it faced capacity constraints with regards to serving existing demand. The current staffing level reportedly offers no depth to coverage. Additionally, while there are many areas with long response times, due to the remote rural nature of the District, the lack of adequate facilities and equipment compounds the District's inability to provide swift services.
- ❖ The primary infrastructure needs identified by the District were the addition of living quarters to Station 1, for which there is currently no financing available, and equipping the District's new water tender.
- ❖ While the District faces several challenges in providing services, including lack of adequate financing to support sufficient staffing levels and adequate facilities and equipment, the District's response times indicate that WPFPD's services meet industry standards.
- ❖ It is recommended that the District enhance its capital planning efforts by compiling a detailed list of needs and anticipated costs, and creating a long-term financing plan. While this kind of planning effort can be hindered by

lack of manpower and funding, it is critical for agencies with minimal financing to ensure adequate capital replacement and minimize deferred maintenance.

- ❖ The District could improve services by implementing its administration and operations manual and conducting regular employee evaluations.

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### Financial Ability of Agencies to Provide Services

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- ❖ The District reported that financing was inadequate to provide services due to several constraints, primarily a long-term lawsuit with extensive legal expenditures. With new special tax revenue and conclusion of the lawsuit, the District anticipates that financing levels will return to an adequate level.
- ❖ It is recommended that the District form a capital improvement plan, to ensure adequate financing to meet capital replacement needs.
- ❖ The District appears to have sufficient reserves to weather short-term contingencies.

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### Status of, and Opportunities for, Shared Facilities

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- ❖ The District practices extensive joint training with adjacent districts and is looking to expand on these efforts by hiring a training officer to share among the neighboring providers. Central Calaveras FRPD has applied for grant funds to finance additional joint training exercises.
- ❖ In addition, West Point FPD participates in regional collaboration efforts within Calaveras County, such as the Calaveras Chiefs Association, Citizen Emergency Response Teams (CERT), Motherlode Interagency Training Officers Association (MITOA) and the Amador-Calaveras Consensus Group.

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

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- ❖ WPPFD demonstrated partial accountability in its disclosure of information and cooperation with Calaveras LAFCO. While, the District ultimately responded to the questionnaires and cooperated with interview and document requests, there appears to be a lack of an organized and professional means for public information requests and responses.
- ❖ WPPFD practices extensive outreach efforts, which enhance transparency, including a website where district information is made available.
- ❖ Governance structure options with regard to WPPFD include annexation of the Skunk Hollow area and an area along SR 26 south of the District's bounds where the District reported it is often the first on the scene of an incident.

- ❖ Given the geographical proximity and close working relationship of the districts, another potential governance option includes consolidation with Mokelumne Hill FPD, Central Calaveras FRPD, and potentially San Andreas FPD. No formal discussion has been undertaken to date in regards to this option.

## **CITY OF ANGELS CAMP FIRE DEPARTMENT DETERMINATIONS**

The following determinations summarize the findings of this report for fire services provided by the City of Angels Camp. Those determinations shown in italics are determinations relevant to fire services that were previously adopted by LAFCO in the City of Angels Camp MSR in November 2009 and in the Water and Wastewater MSR in June 2012.

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### Growth and Population Projections

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- ❖ The City of Angels Camp's estimated population according to the 2010 Census was 3,836.
- ❖ The population of the City of Angels Camp grew by 28 percent between 2000 and 2010 with more rapid growth prior to 2005.
- ❖ *Non-residents, including weekday workers, shoppers and visitors, also contribute to the City's total population and demands on various services.*
- ❖ *The City's 2020 General Plan estimates a population growth rate of between 1.8 and 2.5 percent per year over the planning horizon. Based on these growth rates, the City would have a population of between 5,200 and 6,000 in 2030.*
- ❖ *Pending development activity consists of one new planned subdivision, and build-out of existing approved projects. Build-out of all projects would yield approximately 275 to 325 new residential dwelling units, which would increase the population by between 595 and 703 residents.*
- ❖ *The City of Angels Camp needs to continue economic development and to balance job and population growth.*
- ❖ *The City has established requirements for future annexations and developments so that developers will pay their fair share of infrastructure development costs.*

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

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- ❖ Based on 2010 Census income information for Census Designated Places in Calaveras County, there are no communities that meet the definition of a disadvantaged unincorporated community within or adjacent to the City's bounds and sphere of influence.

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

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- ❖ *Water availability for fire protection is adequate.*
- ❖ The City's fire services are not constrained by available facilities and equipment, but instead by staffing limitations. Ensuring adequate staff response during periods when Station 1 is not staffed is the primary limiting factor with regards to capacity. Current response times meet Mountain-Valley Emergency Medical Services Agency standards for response to medical emergencies.
- ❖ The City ensures adequate resources to serve new growth during the development review process. At present, a lot is dedicated to the use of the Fire Department once demand requires additional facilities. Growth-related needs are financed by development impact fees.
- ❖ Based on ISO rating, response times, staffing and resource availability, the City's fire services appear to be adequate. Similar to other providers in the County, improvement could be made in tracking and analyzing response times.
- ❖ The City did not identify any unfunded fire infrastructure, vehicle or equipment needs. It is recommended that the City maintain a long-term capital improvement plan, to ensure that all necessary capital improvements are financed and addressed.

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## Financial Ability of Agencies to Provide Services

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- ❖ *The City has established development impact fees to ensure that all new development pays the cost of development.*
- ❖ *The City should prepare a capital improvement plan to be prepared for future capital expenditures.*
- ❖ *The City should become familiar with community facilities districts and Mello-Roos Bonds as a means for new development to pay infrastructure and operational costs.*
- ❖ The City reported that the current financing level for fire services was generally adequate to deliver services; however, the Fire Department faces financial constraints as a result of sharing declining General Fund financing sources with other City departments.

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## Status of, and Opportunities for, Shared Facilities

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- ❖ *The City could investigate ways to reduce administrative costs through computerization and or shared services.*

- ❖ The City practices extensive collaboration with other fire service providers in the way of automatic and mutual aid agreements.
- ❖ The City Council makes use of Station 1 for meetings, the training room is also made available for use by other agencies for meetings, etc.
- ❖ An opportunity for further facility sharing and collaboration may be a joint service endeavor with Altaville-Melones FPD. At present, the two agencies participate in joint training, and respond to emergencies in each other's bounds through automatic aid agreements. The direct benefits of this process may include seamless operations at the scene of emergencies, and clear radio communications by all agencies involved.

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

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- ❖ *The City has a website to communicate with tax-payers, residents and the public.*
- ❖ *The City should study the most efficient manner to provide administrative services.*
- ❖ *The City adopts budgets and rate changes at hearings where the public is notified and invited. Information is placed in the local newspaper, when required.*
- ❖ *The City has recently updated its General Plan.*
- ❖ *The City demonstrated full accountability through its disclosure of information as indicated by the City's cooperation in providing all requested information, meeting for interviews, and providing review and comments during the MSR process.*
- ❖ *Accountability is best ensured when contested elections are held for governing body seats, constituent outreach is conducted to promote accountability and ensure that constituents are informed and not disenfranchised, and public agency operations and management are transparent to the public. The City of Angels demonstrated accountability with respect to all of these factors.*
- ❖ The Fire Department conducts outreach through training programs, educational activities at schools and stations, fire prevention inspections and through the City's website.
- ❖ Given that Altaville-Melones FPD service area encompasses the City and the agencies play close supporting roles within each other's service areas, there may be an opportunity for consolidation of some portions or all of the two agencies' fire-related services.

The foregoing resolution was duly passed by the Calaveras Local Agency Formation Commission at a regular meeting held on June 17, 2013 by the following roll call vote:

Ayes:

Noes:

Absentions:

Absent:

Signed and approved by me after its passage this 17th day of June 2013.

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John Lavaroni, Chair or  
Jack Lynch, Vice Chair:  
Calaveras LAFCO

Attest:

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John Benoit, Executive Officer  
CALAVERAS LOCAL AGENCY FORMATION COMMISSION