

**SAN JOAQUIN
LOCAL AGENCY FORMATION COMMISSION**

**FINAL
MUNICIPAL SERVICE REVIEW
RURAL FIRE PROTECTION DISTRICTS
SAN JOAQUIN COUNTY**



Prepared by
San Joaquin Local Agency Formation Commission

October 21, 2011
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Preface

We would like to acknowledge the dedication of all the people who serve within the fire districts in San Joaquin County. Throughout the preparation of this report we were sincerely impressed with the commitment each district had to provide the best service possible with the available resources. While each district may have their own individual approach, all of the districts share this common goal. Furthermore, there was never any dissatisfaction expressed by any member of the public with the level of service provided by the Districts. We also would like to express our appreciation to the members of the Fire Chief's Association Steering Committee for their valuable contribution to this report. We hope this report will be used as a background document to constructively address service issues particularly in light of the economic impacts currently affecting the districts.

Credit for GIS mapping belongs to R. Michael Turn, San Joaquin County Principle GIS Analyst, for economic information, Sandra Chan, San Joaquin County Chief Tax Division, for LifeCom response data, Jared P. Bagwell, Director of Communications, and primary response data, Cindy Copulos, County 911 Coordinator.

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I. EXECUTIVE SUMMARY

This report, prepared by the San Joaquin Local Agency Formation Commission (LAFCo), is a countywide municipal service review (MSR) for the rural fire protection districts. A MSR is a State required study of services within a designated area, in this case, San Joaquin County. The MSR requirement is specified in the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (Government Code §56000 et. seq.). Upon adoption of the MSR determinations, the Commission will update the spheres of influence (SOIs) for the fire protection districts in San Joaquin County.

SERVICE PROVIDERS

The MSR focuses on nineteen special independent districts under LAFCo jurisdiction that provide fire services to the unincorporated areas in San Joaquin County and to the Cities of Escalon, Ripon, Lathrop and a portion of Tracy (Table I-1). Separate MSRs addressing the municipal fire departments for the Cities of Lodi, Stockton, and Manteca have been adopted by the Commission. A MSR for the Mountain House Community Service District which addressed fire protection services provided under contract by Tracy Rural FPD though the South County Fire Authority was also adopted by the Commission. The City of Tracy is in the process of preparing their MSR which will address fire protection provided by the City.

This MSR also includes information on other governmental service providers, such as the California Department of Forestry and Fire Protection (CalFire), and private providers such as American Medical Response (AMR) and other private ambulance services. This report does not address the San Joaquin Emergency Medical Services (EMS) except to the extent to establish relationship with the fire districts and to evaluate the adequacy of services by the fire districts to both fire and medical emergency calls. This report does not evaluate EMS service in San Joaquin County.

POPULATION AND GROWTH

The population of San Joaquin County is estimated to be 694,293 in 2010 according to the State of California Department of Finance¹. Most of this population is concentrated in incorporated jurisdictions (i.e., cities). In 2010, incorporated areas made up 78.9 percent of the County’s population, whereas the unincorporated area made up the remaining 21.1 percent. Today, 147,038 people live outside of cities in San Joaquin. The County is expected to grow to 1,103,132 people by the year 2030.

Table I-1: County Fire Districts

SAN JOAQUIN COUNTY RURAL FIRE PROTECTION DISTRICTS
Boggs Tract Fire District
Clements Rural Fire District
Collegeville Fire Protection District
Eastside Fire District
Escalon Fire District
Farmington Fire District
French Camp-McKinley Fire District
Lathrop-Manteca Fire Protection District
Liberty Fire District
Lincoln Fire District
Linden-Peters Fire District
Mokelumne Rural County Fire District
Montezuma Fire Protection District
Ripon Fire District
Thornton Fire District
Tracy Rural Fire District
Tuxedo-Country Club Fire District
Waterloo-Morada Fire District
Woodbridge Fire District

¹ E-1 State/County Population Estimates with Annual Percent Change January 1, 2009 and 2010

In 2010, the fire protection districts provided services to 178,112 people in the unincorporated areas of the County and in the Cities of Lathrop, Ripon, Escalon and a portion of Tracy, accounting for slightly over 27 percent of the total population of the County. There is a wide variation of population within the various districts. Excluding the Cities which have their own fire departments, the districts with the greatest population include Lathrop-Manteca (25,197) and Eastside (23,200) Fire Protection Districts (FPD) and the districts with the least population include Colledgeville (711) and Boggs Tract (796) FPDs. The average population of the districts is 9,380 people. The size of the districts also varies widely along with the population density (number of people per square mile). Tracy Rural and Woodbridge FPD Districts provide service to over 200 and 158 square miles respectively. Boggs Tract is less than a quarter square mile (.154). Population density is highest in Boggs Tract FPD and is lowest in Clements FPD.

In the future, some significant changes will occur in the districts themselves. As a result of city annexations, Boggs Tract, Tuxedo-County Club, and Montezuma FPDs will be nonexistent and Eastside, French Camp-McKinley, and Lincoln FPDs will have insufficient population and revenue to operate. Conversely, Tracy Rural FPD will have grown from a population of slightly more than 15,000 people to more than 164,000 people (a 964 percent increase), representing the second most populous fire service district in the County behind the City of Stockton. Lathrop-Manteca FPD will also have grown substantially from slightly more than 25,000 people to over 76,000. These long term forecasts emphasize the need to proactively consider the economic impacts of city growth on the districts and perhaps consider alternative organizational structures.

SERVICE LEVELS

Service level can be measured by response times, Insurance Service Office (ISO) ratings, and coverage adequacy. Some of the basic premises are that a chance of survival for patients who have stopped breathing or have suffered a heart attack improves greatly when a patient receives medical attention quickly. Similarly, a quick response to fire can greatly reduce a structural fire from reaching a “flashover”, a point in which fire spreads quickly. This “flashover” point usually occurs within the first 8-10 minutes of when a fire first starts.

Response Times

National and state guidelines call for urban fire departments to respond within five to six minutes of receiving an emergency call at least 90 percent of the time. The rural fire districts (with some exception for the contract districts) are typically unable to respond within these time frames due in large part to the length of time involved in dispatching emergency calls, the turnout time, and the distance that must be traveled. Dispatching is provided by the AMR Medical Response Lifecom which is a secondary Public Safety Answering Point (PSAP) meaning its 911 calls are routed via other communication centers (Sheriff, local police departments, California Highway Patrol) before they are received at Lifecom and then dispatched to the individual fire district. The recommended National Fire Protection Association (NFPA) guideline is to complete the processing (i.e., dispatch) of emergency calls within 60 seconds, 90 percent of the time. Average time for call time and assign time (when it is received at the fire station) is 4:07 minutes 90 percent of the time for the combination districts and 4:36 minutes 90 percent of the time for the volunteer fire districts. Although there is some debate as to the relevance of these standards, this value greatly exceeds most national standards and is a result of the protocol adopted by the County EMS and the requirement to comply with certain certification standards. The average time for turnout (the time it takes for the engine to leave the station) is 2:18 minutes, 90 percent of the time for combination districts and 4:23 minutes, 90 percent of the time for the volunteer districts. The desired standard is between 1 and 1½ minutes. The average travel time (arrival time from the station) is 7:13 minutes, 90 percent of the time for combination and 9:19 minutes, 90 percent of the time for the volunteer districts. Therefore, the

total performance time from when the call is received at the secondary PSAP to the time the engine arrives at the incident is 8:16 minutes on average and 13:38 minutes 90 percent of the time for combination districts and 11:27 minutes on average and 18:18 minutes 90 percent of the time for the volunteer districts. In urban areas of the rural fire districts, ambulance response from AMR or the other private ambulance companies will likely arrive on the scene prior to the arrival of the fire engine since the County EMS requirement dictates a quicker response time than that being achieved by the individual districts. The dispatch, turnout, and travel times were considerably less for districts which contract for services with the City of Stockton. Apparently, due to different practices, the average dispatch time is two minutes less (0:35 minutes vs. 2:35 minutes) and nearly three minutes less for the 90 percentile (1:08 minutes vs. 4:07 minutes). Turn out times and travel times are also quicker for those districts which contract with the City of Stockton. Since call volume and financial resources do not support the construction of additional stations, improved service for the non-contracting districts must focus on reducing the time it takes to notify the station (call time and assign time) and reducing the time it takes the fire personnel to get out of the station (chute time). Reporting of data based on Geographical Information Systems (GIS) would greatly improve the analysis of information for all districts, especially those districts with large service areas.

ISO Ratings

The Insurance Service Office (ISO) is an independent organization that serves insurance companies, fire departments, insurance regulators and others by providing information about fire risk. ISO staff collects information about fire protection efforts in communities throughout the United States. ISO assigns a Public Protection Classification (PPC) number from 1 to 10. Class 1 represents exemplary fire protection and Class 10 indicates that the area's fire-suppression program does not meet ISO's minimum criteria. There are three primary factors considered in the development of the rating: the fire alarm and communications systems; the fire department; and the water supply system. Ten percent of the overall rating is based on the communication system; fifty percent for the fire department; and, forty percent on the community's water supply. In much of the rural areas of San Joaquin County, there is an inadequate supply of water available for fighting fires thereby leading to lower ISO ratings. The importance of water supply is critical in determining the overall ISO rating. Fire districts without public water supply and fire hydrants will find it difficult to earn a PPC rating of less than 9. ISO ratings among the districts within San Joaquin County range from 4 to 9 depending on proximity of the fire stations and access to public water systems.

Coverage Adequacy

The level of service and/or service coverage can be improved by the adjustment of boundaries, coordination of planning for future facilities and service needs between local agencies and the establishment of automatic aid agreements. Staten Island should be served by the Thornton FPD saving over eight miles of travel distance from Woodbridge FPD's nearest fire station thereby providing a greater level of service. Waterloo-Morada, Mokelumne, and Woodbridge FPDs have discussed the feasibility of relocating a fire station that would provide better service coverage for an area overlapping all three districts. The City of Lodi plans to build an additional fire station with the development of the Reynolds Ranch located in the southeastern portion of the City also near this same area. The City and the fire districts should coordinate planning efforts in order to ensure an adequate level of fire service is provided to all residents within this area and to minimize duplication of service. Coordination of services (*i.e.*, automatic aid agreement) between the City of Manteca and Lathrop-Manteca FPD may reduce the need for the Lathrop-Manteca Station No. 32, located to the south of Manteca. The Northern California Youth Correctional Center located along Arch Road is served by two rural fire districts. The state plans to convert two facilities that have been closed to an adult-male re-entry facility and a medical facility. The state recently conducted a review to determine which fire district would provide fire services to the

planned facilities. The State investigating team considered distance, costs, level of service and benefit to the community and proposes to contract for services to the re-entry and medical facilities with Colledgeville FPD. A contract with the Colledgeville FPD, which is now an all volunteer district, will provide the District with two fulltime firefighters that would be beneficial to the District residents as it will increase the overall level of fire protection service.

Unprotected Delta Region

A portion of the Delta encompassing approximately 540 residential units and a population of approximately 2,400 people is without fire protection (Map I-1). The adjoining rural fire districts and the City of Stockton provide emergency medical response for life threatening incidences namely automobile accidents and for structure fires when life is endangered. The fire districts nor the City has any responsibility since this area is not within a fire district nor is it served by CalFire under a State Responsibility Area. French Camp-McKinley FPD has recently entered into contracts with several homeowners to provide protection. These contracts should be formalized through LAFCo by either amending the boundaries of the district or establishing a SOI and authorizing out-of-agency service approvals pursuant to §56133 of the California Government Code. The long term solution is to establish a fire district for the entire area or annex to an adjoining district. Since there is no tax base, there is no revenue to pay for fire service. A special tax assessment would need to be passed by the voters. Authorization of out-of-agency service agreements may discourage the creation of a new district or annexation to another which ultimately should be the goal.

Map I-1: Unprotected Delta Region



Training Standards

California Occupational Safety and Health Administration (Cal OSHA) requires fire departments to: (1) train all employees to perform safely in hazardous job activities, and (2) train all employees to state-mandated or nationally-recognized “industrial standards.” Recently the elimination of the immunities from civil and criminal liabilities formerly granted to governmental employers in cases involving violation of workplace safety standards was removed thereby exposing a significant liability to the districts. Effective in 2004, volunteer firefighters are considered to be employees which means the volunteer firefighter must to trained to the same level as the career firefighter. According to information received from the questionnaires, it appears that not all of the districts, particularly the volunteer districts, fully comply with the recommended state certification program. It is imperative that all the districts meet their legal obligation as required by Cal OSHA in order to not only furnish a place of employment that is safe and healthful for the employees but to also train firefighters to state-mandated or nationally recognized “industrial standards” in accordance with the expectation of the public. The Fire Chief’s Association should take a leadership role to ensure the Districts comply with training standards.

FINANCIAL ABILITY OF THE AGENCIES TO PROVIDE SERVICES

The Districts rely primarily upon *property tax, special taxes, fees for service, and development mitigation fees* and have little opportunity to increase fees. The most significant financing constraints for fire

services are legal requirements that limit property taxes and require voter approval of new taxes and tax increases. Because the district's financial resources are primarily tied to property taxes, districts have been greatly affected by the recent downturn in the economy.

Property Tax Revenue

Property taxes are the single most important source of revenue for the fire districts, making up an average of 67.4 percent of all revenues. Proposition 13 fixed the tax at one percent of the value, except for taxes to repay certain voter approved bonded indebtedness. Property tax revenue was proportioned to each agency based on the amount received during the three years preceding adoption of Proposition 13 (1978). This allocation formula benefited local agencies which had relatively high tax rates at the time Proposition 13 was enacted, and allocates less to districts and cities that were spending relatively low amounts at the time. It is estimated that local government property tax revenues were cut by 60 percent. Not only does each district receive a different increment of the tax dollar, there are also different increments within each of the districts because revenue is based on tax rate areas (there are over 800 tax rate areas within the boundaries of the rural fire districts). This results in a significant deviation of revenues among the districts. Boggs Tract FPD receives the greatest percent of the tax dollar at about 32 percent and Escalon Consolidated FPD receives the least, at approximately 1.5 percent. The average tax increment for all districts is approximately 11.7 percent. This wide variation in the tax base has ramifications on the potential consolidation of districts because of the wide variation in revenue going to the districts.

Special Tax Revenue

After property tax, special taxes are the principal source for funding fire protection services. The State Constitution authorizes special districts to impose special taxes with a two-thirds approval of the electors or with a 50 percent plus one vote for a benefit assessment. In San Joaquin County, 14 of the 19 rural fire districts have implemented special taxes or assessments, many of which were imposed prior to the two-thirds vote requirement. In fiscal year (FY) 2009-2010, special taxes accounted for 21 percent of all revenue. Approval of special taxes even for fire services has become more and more difficult especially in today's economy.

Development Impact Fees

Cities and counties have the legal authority to impose fire facilities impact fees on behalf of the rural fire districts within their city limits or, in the case of counties, within the unincorporated areas. Since development in San Joaquin County occurs primarily within the cities, the magnitude of development fees outside of cities is not a significant source of revenue for the districts. Nonetheless, this fee does provide the opportunity to augment the district's budget particularly for those districts which have more substantial urban development (Ripon, Escalon, Lathrop-Manteca and Tracy Rural FPDs). All rural fire districts should take advantage of this additional funding source and work with the County to establish a development fee schedule for collection.

Fee for Services

An additional source of revenue for districts includes the collection of fees for specific services. Nearly all of the districts collect fees for fire plan checks and for the issuance of fire permits associated with those uses that require periodic inspections. Some districts receive revenue for fire protection of specialized facilities such as the San Joaquin County Jail/Hospital complex and the Stockton Metropolitan Airport. Recently, many of the districts have been charging for services associated with vehicle accidents from out of area residents. Although not a substantial source of revenue for most districts, fees for

services are increasingly becoming an integral part of all of the district's overall financial strategies. For FY 2009-2010, fees for service and other fees represented an average of 6.8 percent of all revenues.

Cost for Fire Services

Over \$101 million dollars annually is projected to be spent in FY 2010-2011 for fire services in San Joaquin County. Stockton has the greatest share of this cost at slightly over \$48.4 million, followed by Lodi (\$9.1 million), Tracy (\$8.6 million), and Manteca (\$7.2 million). A total of \$27,714,159 was estimated to have been spent by the rural fire districts in FY 2009-2010. The rural fire districts represent 27.4 percent of all fire service costs in San Joaquin County.

Overall, most districts are in sound financial condition with nearly half of the districts maintaining a balance of more than 100 percent of operating expenditures. Nearly 70% of the nineteen fire districts maintain a balance of 50 percent or more. However, five districts (Lathrop-Manteca, Mokelumne, Thornton, Tracy Rural and Waterloo-Morada FPDs) maintain less than 50 percent (in some cases 0 percent) in reserves. In FY 2009-10, the Lathrop-Manteca FPD spent more in operating expenditures than revenues received. Tracy Rural FPD has a present debt of \$5.67 million owed to the City of Tracy. Although many districts have substantial reserves, several of the districts have a long term need to upgrade their stations and all of the districts must consider the need to replace equipment.

Operating Costs

The median cost for operating a fire district in San Joaquin County was \$123 per capita for FY 2009-2010 (derived by dividing the total number of people in the district by the operating expenditures). The costs varied considerably among the districts as evidenced by the range of \$78 per capita for Eastside FPD to \$307 per capita for Tracy Rural FPD. Generally, costs tend to be higher per capita for districts that have multiple stations, have relatively larger areas to serve and those that provide advanced life support services. Costs tend to be higher for those districts that have higher labor costs.

The contract districts, particularly Boggs Tract, Eastside, and Tuxedo-Country Club FPDs have some the lowest per capita costs for the delivery of fire services. By comparison, the cost per capita for fire services for FY 2009-2010 in the four cities that provide their own independent fire protection service is \$103 for the City of Manteca, \$109 for the City of Tracy, \$139 for the City of Lodi, and \$166 for the City of Stockton. On average, the rural fire protection districts provide fire protection services at a lower cost than the cities.

Compensation Costs

There is a wide disparity in compensation costs among the districts. The median salary of a career firefighter with five years of experience (top step) was \$51,068 per year for FY 2009-2010. Tracy Rural FPD had the highest salary at \$81,808 per year followed by the \$70,464 paid to firefighters employed by the City of Stockton for contract services for Boggs Tract, Eastside, Lincoln, and Tuxedo-Country Club FPDs. Thornton FPD had the lowest salary for career firefighters at \$27,360 annually. The disparity of salaries can have a significant influence on the feasibility of the consolidation of districts.

Impact of City Growth on Rural Fire Districts

As annexations to cities and detachments from the districts occur, the district's physical boundary and financial revenue shrink. Unfortunately, the district does not always experience a corresponding reduction in service costs. The district must still maintain the same number of stations, employ the same number of firefighters, and maintain the same amount of equipment and do all of this with less revenue.

These factors have placed significant constraints on the districts' ability to provide services to the remaining area of the district as annexations continue. To date, the issue of addressing these financial impacts from annexations on districts has been largely ignored. In order to maintain an adequate level of fire protection services in the districts affected by annexations, a long term financial solution must be instituted. Not all districts detach when annexations occur as in the case of Ripon, Escalon, Lathrop and Tracy Rural FPDs. Several options are presented in the report to address this concern.

STATUS OF, AND OPPORTUNITIES FOR, SHARED FACILITIES

Since 1986, under a Mutual Aid Agreement the Cities and the rural fire protection districts have agreed to provide supplemental, fire, rescue, and related services upon request by providing personnel, services, and equipment. This is a prearranged plan between agencies for reciprocal assistance *upon request* by the first-responder agency. The cooperative agreement is especially important for districts since for structure fires most of the districts must rely upon assistance in order to assemble an adequate work force to fight the fire and to comply with specific safety regulations. In addition to the Countywide Mutual Aid Agreement, many of the districts have entered into Automatic Aid Agreements whereby there is a prearranged plan or contract between agencies for an *automatic response* for service with no need for a request to be made. Under the Agreement, the closest available engine responds without regard to district boundaries.

Joint powers authorities (JPAs) have also been established which authorizes two or more public agencies to operate collectively. Joint power authorities do not require approval by LAFCo. A JPA is distinct from the individual member agencies and has a separate operating board of directors. Several JPAs exist as cooperative efforts of the participating fire districts to develop and manage services and to combine efforts to achieve economies of scale. The largest JPA is the San Joaquin County Joint Radio Users Group (JRUG) which is a collection of 15 San Joaquin County fire districts, the City of Tracy, and the Manteca District Ambulance Service that oversee dispatch services and maintenance of equipment owned cooperatively. In 2006, the fire districts, with the exception of fire districts contracting with the City of Stockton, formed JRUG to provide for fire communications services including dispatch and radio system infrastructure. JRUG chose to contract with Lifecom, the dispatch center operated by American Medical Response, for dispatch services. Lifecom provides joint dispatch services to all fire protection districts. The South County Fire Authority was created in September 1999, which merged the Tracy City Fire Department with the Tracy Rural FPD. The fire districts have also worked cooperatively on other programs and issues including the County Urban Search and Rescue Team (USAR), Hazardous Material Response Team (Haz/Mat), County Joint Fire Investigations Unit (FIU) and the Fire Agencies Self-Insurance System (FASIS). The districts also coordinate many of the required training programs.

ACCOUNTABILITY FOR COMMUNITY SERVICE NEEDS, INCLUDING GOVERNMENTAL STRUCTURE AND OPERATIONAL EFFICIENCIES

State law does not require county government to provide structural fire protection or fire based emergency medical services (EMS). However, counties are obligated by Welfare and Institutions Code Section 17000 and California Supreme Court decisions to provide "emergency ambulance service for its residents."² Emergency services in unincorporated areas throughout the State are provided by a mixture of county departments, special districts, cities, JPAs, State, Federal, Tribal and volunteer operations. A survey conducted by San Diego LAFCo found that 31 of 58 counties directly fund structural fire

² *City of Lomita, et. al. v. County of Los Angeles* (1983) 148 Cal. App. 3d 671 (196 Cal. Rptr. 221) and *City of Lomita, et al. v. County of Los Angeles* (1986) 186 Cal. App. 3d 479; (230 Cal. Rptr. 790)

protection and 32 counties have county fire departments. While most of the counties that provide fire service do it directly, there are several somewhat unique models. Examples of uniquely different organizational structures that support regional fire protection services include Orange County, San Bernardino County, Riverside County and Sacramento Metro Fire District.

There are numerous factors in San Joaquin County which, unlike many other counties, make consolidation of the districts more feasible from a financial standpoint. First, the EMS function is provided by the County and is not the financial responsibility of the individual districts. Second, all of the districts were formed prior to Proposition 13 (with the exception of a portion of Woodbridge FPD) and receive secure property tax revenue. Thirdly, all districts are special independent districts. Fourth, more than half of the fire districts has special assessments which provide additional financing. Fifth, collectively there is a substantial amount of revenue collected annually from all the districts (over \$27.4 million from all of the districts-over \$23.1 million from the non-contracting districts). And lastly, the districts (except Ripon Consolidated and Escalon Consolidated FPDs) are not subject to the diversion of funds to any redevelopment agency.

The report has considered several approaches to governance alternatives for fire protection in San Joaquin County, including:

- County Fire Department
- Consolidated Fire Protection District
- Consolidated Fire Protection District with expanded Territory
- Structural Joint Powers Authority (JPA)
- Functional JPA
- Consolidation of Districts at Sub-Regional level
- North County Fire District Alternatives
- Stockton Contract District Alternatives
- Central County Fire District Alternatives
- Escalon and Ripon Consolidated Districts
- Lathrop-Manteca
- South County Fire Authority

II. IMPLEMENTATION STRATEGY

The Commission must make five determinations in order to approve this Municipal Service Review. These required determinations are outlined in the profile section (Chapter VI) for each of the districts. In addition to these determinations, the report identifies a number of policy issues and number of separated recommendations which would effectuate positive changes to the delivery of fire services in San Joaquin County. Many of these action items are within the responsibility of other agencies or will require the coordination/cooperation of other agencies and the districts themselves. Regardless of responsibility, each agency is encouraged to analyze these prospective changes. The recommendations are organized by objective:

- **TO ESTABLISH A LONG TERM FINANCIAL SOLUTION FOR FIRE DISTRICTS AFFECTED BY DETACHMENTS FROM CITIES**

Amend the Commission's Policies and Procedures to require consideration of the economic impact of the proposed annexations on the remaining territory of a special district and condition any approval through the use of a mitigation fee for boundary changes that may result in an adverse impact on the District's ability to provide service. **(Responsibility: LAFCo)**

- **TO IMPROVE THE DELIVERY OF FIRE SERVICES**

Reevaluate the protocol used by Lifecom for the initial stage of dispatch in order to reduce the call time to the fire stations. **(Responsibility: San Joaquin County, Joint Radio Users Group-JRUG, Cities)**

Establish specific turnout and engine performance goals by individual districts and encourage their annual assessment using the 90 percentile and/or the percentage of compliance with the identified standard. **(Responsibility: Districts)**

Format the engine response data by geographic subareas within each district. **(Responsibility: Lifecom, Districts)**

Encourage the Fire Chief's Association to take a leadership role to ensure that all districts, including volunteer districts, train all employees to perform safely in hazardous job activities and to train all employees to state-mandated or nationally-recognized "industrial standards." **(Responsibility: Fire Chief's Association)**

Prepare a feasibility study regarding the establishment of a new fire district or for the annexation of the unprotected area of the Delta to an existing district. **(Responsibility: LAFCo, San Joaquin County, French Camp-McKinley FPD, Tracy Rural FPD, City of Stockton, Landowners of the Delta)**

- **TO IMPROVE THE FINANCIAL ABILITY OF THE DISTRICTS TO PROVIDE SERVICE**

Adopt a Development Impact Fee Ordinance for those districts which presently do not have such programs. **(Responsibility: San Joaquin County, Districts)**

Adopt specific long term financial policies regarding the maintenance of adequate reserves. **(Responsibility: Districts)**

Explore all available grant opportunities. **(Responsibility: Districts)**

- **TO PROVIDE SERVICE EFFECTIVELY AND EFFICIENTLY**

Annex Staten Island (North County) to Thornton FPD with concurrent detachment from Woodbridge FPD. **(Responsibility: Thornton FPD, Woodbridge FPD, LAFCo)**

Consider the relocation of the Waterloo-Morada Station 15-2 to a location to serve the southeast portion of Woodbridge FPD, southwest portion of Mokelumne FPD, and the northerly portion of Waterloo-Morada FPD and the subsequent closure of Woodbridge Station No. 2 and coordinate planning efforts with the City of Lodi. **(Responsibility: Waterloo-Morada FPD, Woodbridge FPD, Mokelumne FPD, City of Lodi)**

- **TO IMPROVE THE MANAGEMENT EFFICIENCY OF THE DISTRICTS**

Complete a plan regarding the governance model for Tracy City Fire Department and Tracy Rural FPD within 18 months subject to the approval of LAFCo. All subsequent annexation requests shall be consistent with the approved plan. **(Responsibility: City of Tracy, Tracy Rural FPD, LAFCo)**

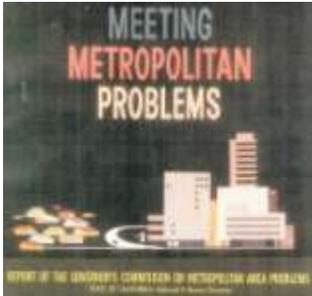
Facilitate discussions on the feasibility of sub-regional consolidations or the consolidation of all fire protection districts. **(Responsibility: Districts, LAFCo)**

Explore other governance alternatives such as the expansion of contract services and automatic City/District aid agreements. **(Responsibility: Districts, Cities)**

Evaluate, through the service review process, the financial ability of the fire district to provide service and the continued necessity of any mitigation fee in light of other government alternatives including, but not limited to, contract for services and other reorganization/consolidation options. **(Responsibility: LAFCo)**

III. INTRODUCTION

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, the state approved the formation of many new local government agencies, often with little forethought as to the ultimate governance structures in a given region. The lack of coordination and adequate planning led to a multitude of overlapping, inefficient jurisdictional and service boundaries, and the premature conversion/loss 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 **Local Agency Formation Commissions**, or "LAFCo."

The San Joaquin Local Agency Formation Commission (LAFCo) was formed as a countywide agency to discourage urban sprawl and encourage the orderly formation and development of local governmental agencies. LAFCo is responsible for coordinating logical and timely changes in local governmental boundaries, conducting special studies that review ways to reorganize, simplify, and streamline governmental structure and preparing a sphere of influence for each city and special district within each county. The Commission's efforts are directed toward seeing 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 must conduct service reviews to evaluate the provision of municipal services within the county.

LAFCo regulates, through approval, denial, conditions and modifications, boundary changes proposed by public agencies or individuals. It regulates the extension of public service outside their boundaries and approves or denies applications for the provision of new or different functions or class of services. LAFCo is required to initiate updates to spheres of influence and may initiate proposals involving dissolution or consolidation of special districts, mergers, establishment of subsidiary districts, formation of a new district or districts, and any reorganization that includes such actions.

The San Joaquin LAFCo Commission consists of five regular members: two members from the San Joaquin County Board of Supervisors, two city council members; and one public member who is appointed by the other members of the Commission. There is one alternate member in each category.

MUNICIPAL SERVICE REVIEW

Municipal service reviews (MSR) were added to LAFCo's mandate with the passage of the Cortese Knox Hertzberg Local Government Reorganization Act of 2000 (CKH Act). A service review is a comprehensive study designed to better inform LAFCo, local agencies, and the community about the provision of municipal services. Service reviews attempt to capture and analyze information about the governance structures and efficiencies of service providers,

*Government Code §56076:
"Sphere of influence means a plan for probable physical boundaries and service area of a local agency, as determined by the Commission."*

and to identify opportunities for greater coordination and cooperation between providers. The service review is a prerequisite to a sphere of influence (SOI) determination and may also lead a LAFCo to take other actions under its authority.

The MSR requirement was established by the Legislature after the release of two studies recommending that LAFCo's conduct reviews of local agencies. The first study was completed by the "Little Hoover Commission" which focused on the need for oversight and consolidation of special districts, whereas the second study was completed by the "Commission on Local Governance for the 21st Century" which focused on the need for regional planning to ensure adequate and efficient local government services to serve the growing population of California.

In 2000, the Little Hoover Commission's report, *Special Districts: Relics of the Past or Resources for the Future?*, focused on governance and financial problems among independent special districts and barriers to LAFCo's pursuit to facilitate change when necessary. The report notes "the underlying patchwork of special district governments has become unnecessarily redundant, inefficient and unaccountable"³. It raised concerns about a lack of visibility and accountability among some independent special districts. The report called on the legislature to increase the oversight of special districts by requiring LAFCOs to identify service duplication and to study reorganization alternatives when service duplications are identified, when a district appears insolvent, when district reserves are excessive, when rate inequities surfaces, when a district's mission changes, when a new city incorporates, and when service levels are unsatisfactory. 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.

A second report, *Growth Within Bounds: Planning California Governance for the 21st Century* was also completed in 2000. It explored how local government is organized and operates, and established a vision of how the state will grow by "making better use of the often invisible LAFCOs in each county"⁴. This report, in addition to addressing California's growth and loss of open space, suggested that LAFCOs cannot achieve their purpose without a comprehensive knowledge of the services available within the county, their efficiencies, future needs, and expansion capacity of each service provider. The report concluded that LAFCOs should be required to conduct such reviews. These recommendations were made a part of the CKH Act.

The CKH Act requires LAFCO to review and update SOIs not less than every five years and to review municipal services before updating SOIs. LAFCo has prepared this service review in compliance with the CKH Act which requires preparation of a service review for all cities and special districts that provide municipal services to county residents. In 2007 the Commission adopted *Policies and Procedures for Spheres of Influence, Service Reviews and Annexations*. The MSR has been prepared in accordance with these policies.

The focal point of the service review process lies with the preparation of written statements of determination regarding the agency's ability to provide services. The determinations are declaratory statements that arrive at a conclusion based on all of the information and evidence presented. LAFCo must make written determinations on the following five categories:

- Determination 1:** Growth and population projections for the affected area
- Determination 2:** Present and planned capacity of public facilities and adequacy of public services, including infrastructure needs or deficiencies

³ Little Hoover Commission, 2000, pg 12

⁴ Growth Within Bounds, 2000, pg ES1

- Determination 3:** Financing ability of agencies to provide services
- Determination 4:** Status of, and opportunities for, shared facilities
- Determination 5:** Accountability for community service needs, including governmental structure and operational efficiencies

Service reviews do not require LAFCo to initiate changes based on service review findings, but only to make determination regarding the provision of public services. LAFCo, local agencies and the public may subsequently use the determinations to analyze prospective changes of organization or reorganization or to establish or amend spheres of influence.

SPHERES OF INFLUENCE

In conjunction with the requirement to conduct a service review, the CKH Act requires LAFCo to review and update, as necessary, SOIs for each local agency within LAFCo’s jurisdiction. A SOI is considered to be a planning tool that is designed to provide guidance in reviewing proposals, promoting the efficient and effective provision of municipal services, and preventing duplication of service responsibility. LAFCo is responsible for determining that an agency is reasonably capable of providing needed resources and basic infrastructure to serve areas within the agency’s boundaries and sphere. The SOI is the area that LAFCo expects development might reasonably be expected to occur and need services or, in case of districts, where services will be provided within a 5-10 and 30 year time frame.

The adoption of a SOI is perhaps the most important planning function given to LAFCo by the State Legislature. Spheres of influence are described by the CKH Act as an important tool for “planning and shaping 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”⁵. Spheres of influence serve a similar function in LAFCo determinations as general plans do for cities and counties. The SOI boundary and written determinations adopted by LAFCo should guide the provision of services for areas within the SOI.

In establishing a sphere boundary, LAFCo must consider four factors and make written determinations with respect to each of the following:

- Present and planned land uses in the area,
- Present and probable need for public facilities and services,
- Present capacity of public facilities, and adequacy of public services, and
- Existence of any social or economic community of interest in the area.

The service review will provide LAFCo with a clear indication of whether an agency has the services available to support a sphere boundary.

MSR PROCESS

The service review for the County rural fire protection districts was initiated by a kick-off meeting that was held on July 16, 2009. The purpose of the workshop was to introduce the stakeholders to LAFCo and to provide an overview of the upcoming municipal service review process. A questionnaire requesting data to address the above five determination categories was distributed. The County Fire Chief’s Association assisted LAFCo in forming a Technical Advisory Committee consisting of rural fire district

⁵ *Government Code §56425*

and City fire department members to assist staff in preparing the draft municipal service review. LAFCo staff visited and met with fire districts for additional information not fully covered by the questionnaire. Finally, a preliminary draft report was forwarded to each of the Districts for their review and comments.

The finalization of the MSR report is a two-step process. Because LAFCo policy encourages the involvement of agencies, the public, and other stakeholders in development of the service review report, a draft MSR is presented at a meeting/workshop with the commission to provide an opportunity for soliciting comments from the public and LAFCo Commissioners prior to finalizing the document. The final draft report is then made available during a noticed 21-day comment period prior to final consideration by the Commission at a public hearing.

IV. OVERVIEW OF FIRE PROTECTION SERVICES

This section provides an overview of the various agencies and other organizational structures providing fire and emergency medical services within the County. Fire service providers for the unincorporated territory of the County are primarily independent special districts and are the subject of this municipal service review. A historical background on the creation and development of special districts in California is provided. Medical emergency services and fire service in designated wildland areas are provided by other county and state agencies and are not being reviewed but are included in the service review as they are an integral component in the provision of fire services within San Joaquin County.

COUNTY

State law does not require county government to provide structural fire protection or fire based emergency medical services (EMS). However, counties are obligated by Welfare and Institutions Code Section 17000 and California Supreme Court decisions to provide “emergency ambulance service for its residents.”⁶ A survey conducted by San Diego LAFCo in 2009 found that 31 out of 58 counties are directly funding structural fire protection, 32 counties have a county fire department, and 1 county provides fire services through a Joint Power Authority that includes 32 cities and special districts. In San Joaquin County, fire protection services for the unincorporated residents and the Cities of Escalon, Ripon, Lathrop and a portion of Tracy, are provided by nineteen independent special districts.

County Board of Supervisors established the San Joaquin County EMS Agency to administer the County’s EMS program in accordance with the requirements of Emergency Medical Services System and the Pre-hospital Emergency Medical Care Personnel Act. San Joaquin County has established six exclusive operating areas (ambulance zones) for advanced life support (ALS) emergency ambulance service. Ambulance Zones A through C are served by American Medical Response (AMR). Ambulance Zone D is served by the Manteca District Ambulance Service. Ambulance Zone E is served by the Ripon Consolidated Fire District. Ambulance Zone F is served by Escalon Community Ambulance. The Joaquin County EMS Agency administers the contracts for emergency ambulance and monitors contract performance. Each of the emergency ambulance service providers are dispatched by Lifecom, the dispatch center operated by American Medical Response.

CITIES

State law requires General Law cities to establish a fire department to be staffed with career or volunteer firefighters. The law requires that the fire department be under the charge of a fire chief with previous training and experience as a firefighter. A City is not required to establish a fire department if a city is included within the boundaries of an established fire protection district. Four of the seven county cities including Stockton, Lodi, Manteca, and Tracy have city fire departments. The City of Lathrop did not form its own city fire department upon its incorporation in 1989 and opted to continue receiving fire protection from the Lathrop-Manteca FPD as permissible under Government Code § 38611. The cities of Escalon and Ripon are also served by an independent fire district. In 1999, the City of Tracy entered into a Joint Powers Authority with the Tracy Rural FPD and formed the South County Fire Authority. The

⁶ *City of Lomita, et. al. v. County of Los Angeles* (1983) 148 Cal. App. 3d 671 (196 Cal. Rptr. 221) and *City of Lomita, et. al. v. County of Los Angeles* (1986) 186 Cal. App. 3d 479; (230 Cal. Rptr. 790)

South County Fire Authority provides fire protection to the City of Tracy and the county residents surrounding the City including Mountain House Community Services District through a contract with Tracy Rural FPD.

CALFIRE

The California Department of Forestry (CalFire) provides fire protection services, rescue, first aid and other emergency services to forest and wildland areas either directly or through contractual agreements. The areas for which CalFire has a legal responsibility to provide fire protection are called State Responsibility Area (SRA) lands (Map IV-1). CalFire has designated SRAs in the northern and southern regions of the County. Fire services to these areas are provided by CalFire only during fire season. Structural fires must be provided by the local fire district. CalFire primarily serves the County through its substations located in Sutter Hill in Amador County and Valley Springs in Calaveras County.

SPECIAL DISTRICTS

About Special Districts

Fire protection in San Joaquin County is provided by special districts. A special district is a separate local government that delivers public services to a specific area. They are established by the residents of an area to provide some service not provided by a county or city. In California, there are 58 counties, 481 cities and over 3,361 special districts, exclusive of school districts⁷. Special districts provide focused services. Special districts are governed by a board of directors and have defined boundaries in which it provides services and facilities.

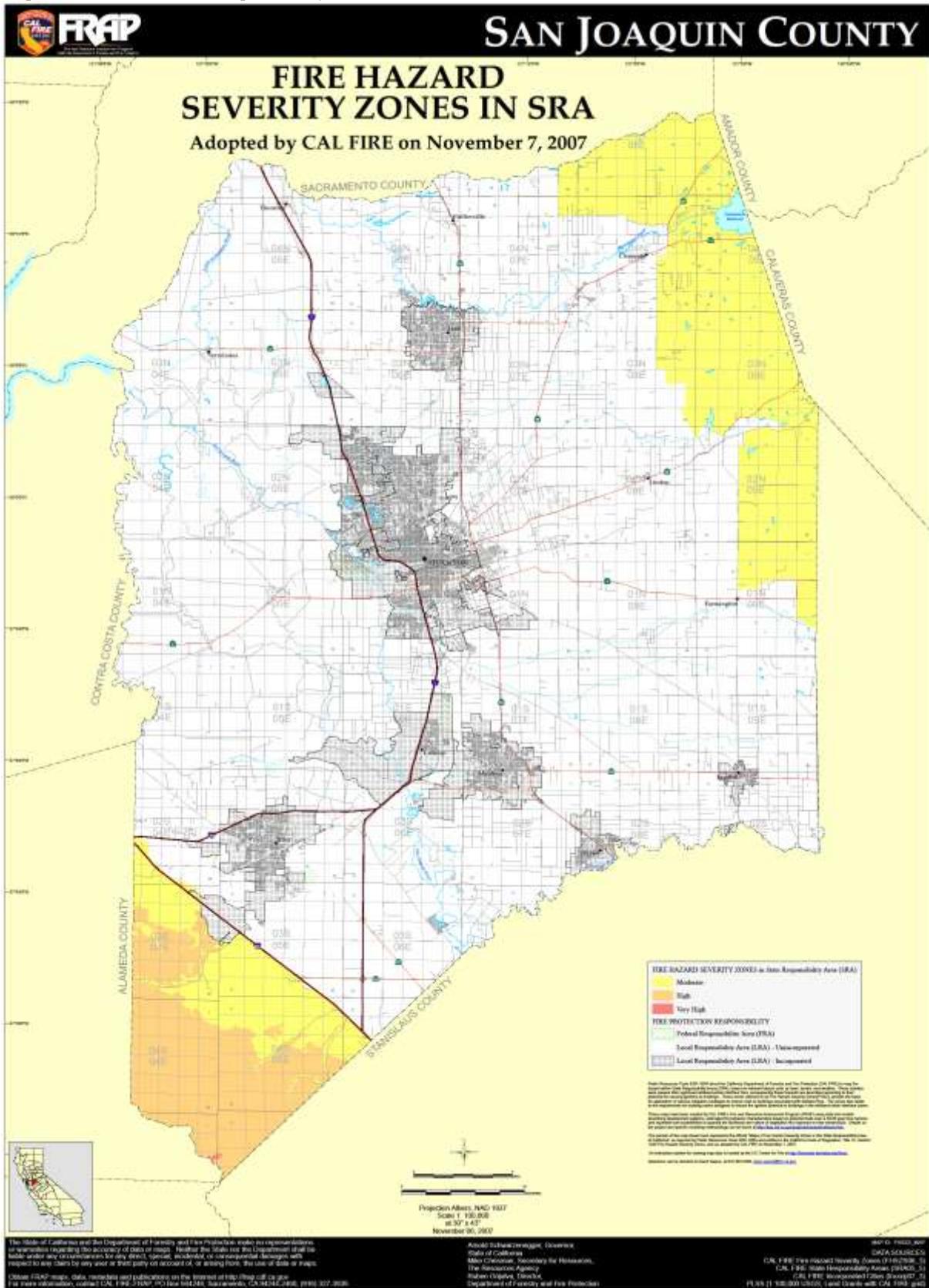
Special districts must have a statutory authority in order to be established. This authority can take the form of a generic statute which applies to all special districts of that type or may be formed by a special act tailored to the unique needs of a specific area. Special districts were first established in California to meet the needs of farmers in the San Joaquin Valley. Due to an inconsistent water supply and the widely varying prices, farmers in Stanislaus County organized the Turlock Irrigation District under the Wright Act of 1887. This legislation allowed residents to form a public entity for water delivery and finance its operation through bond sales, making it possible to intensify and diversify their agricultural activities. Since that time, new water districts shifted away from rural, agricultural lands, towards urban communities in need of water. Special districts became a popular means to meet demand for other public services because special districts were flexible and provided desired services quickly and efficiently. Today, special districts provide a very large range of services.

Special districts are either independent or dependent districts. Independent districts have their own separate boards of directors elected by the districts' own voters or appointed by the County Board of Supervisors. Independent districts also include districts where the appointed boards of directors serve for fixed terms. Dependent districts are governed by other, existing bodies (either a city council or a county board of supervisors). In San Joaquin County, there are 105 independent special districts and 45 dependent special districts.

Although there are numerous advantages to special districts (tailored services, linking cost to benefits, and responsiveness), there are some potential disadvantages. Special districts may provide the same services that cities and counties provide which may result in competition and conflict and perhaps inefficiency.

⁷ *What's So Special About Special Districts? A Citizen's Guide to Special Districts in California (3rd Edition)*, 2005

Map IV-1: CalFire State Responsibility Areas



Special districts can hinder regional planning by having numerous districts thereby making it difficult to organize (e.g., the numerous water, sewer, and fire districts in one region). Lastly, numerous districts can make it harder for citizens to obtain information. Because of these and other concerns, the State Legislature has empowered LAFCo to undertake countywide regulatory authority for special districts. This authority is outlined in the Cortese Knox Hertzberg Local Government Reorganization Act of 2000.⁸

FIRE DISTRICTS IN SAN JOAQUIN COUNTY

Nineteen independent special districts provide fire protection services primarily in the unincorporated territories of the County. Their boundaries and service areas are shown on Map IV-2. Formation of most fire protection districts in the County occurred between 1936 and 1962 although historical records show that the fire districts in Escalon and Ripon existed in the early 1900's. The independent fire districts were formed under the Health and Safety Code 13800-13970 (Fire Protection District Law of 1987) which empowers fire districts to provide fire protection, rescue, hazardous material, emergency medical and other services relating to the protection of lives and property.

The fire protection districts provide fire suppression, fire prevention, fire inspection, basic life support (BLS) emergency medical services, hazardous material mitigation, and a variety of specialty and technical rescue services. The South County Fire Authority (comprised of the City of Tracy Fire Department and the Tracy Rural Fire Protection District) and the City of Stockton are authorized by the San Joaquin County EMS Agency to provide non-transport advanced life support (ALS) services. ALS performs significantly more advanced skills such as in-depth patient assessments, cardiac monitoring and evaluation, defibrillation and cardio version, and much more. Ripon Consolidation FPD provides its own ALS and ambulance service and Escalon and Manteca provides its ALS and ambulance service through nonprofit agencies. All other county rural fire districts provide first responder services (Basic Emergency Medical Service), while advance medical services are provided by American Medical Response (AMR) under contract with the San Joaquin County Emergency Medical Service (EMS) Agency.

Technical Rescue is a special skills area of the fire service that focuses on the application of specific knowledge, skills, and equipment in complex rescue situations. Examples include rescues from structural collapse, water emergencies, and other challenging situations. This specialized service is provided by Escalon, Linden-Peters, Tracy Rural, and Woodbridge FPDs and by the City of Stockton. Montezuma and French Camp-McKinley FPDs provide Aircraft Rescue and Fire Fighting (ARFF) services to the Stockton Metropolitan Airport. Several districts participate in the County Urban Search and Rescue (USAR) team made up of fire agencies and emergency service departments. USAR involves the location rescue (extrication) and initial medical stabilization of victims trapped in confined spaces that might occur from a structural collapse or a vehicle accident. Firefighters must receive training on the use of specialized equipment to provide this service.

Water rescue service is provided by districts that have extensive water ways within their boundaries. Woodbridge maintains a fire boat at Tower Park Marina and Clements FPD recently acquired a water rescue vessel. Lathrop-Manteca FPD also provides water recovery in addition to water rescue.

Each district is governed by an elected or appointed board of directors. Table IV-1 provides a summary of the district formation, staffing, and services provided. Additional information for each fire district is provided in the agency profiles portion of this report.

⁸ *California Government Code §56036*

Map IV-2: Fire Districts in San Joaquin County

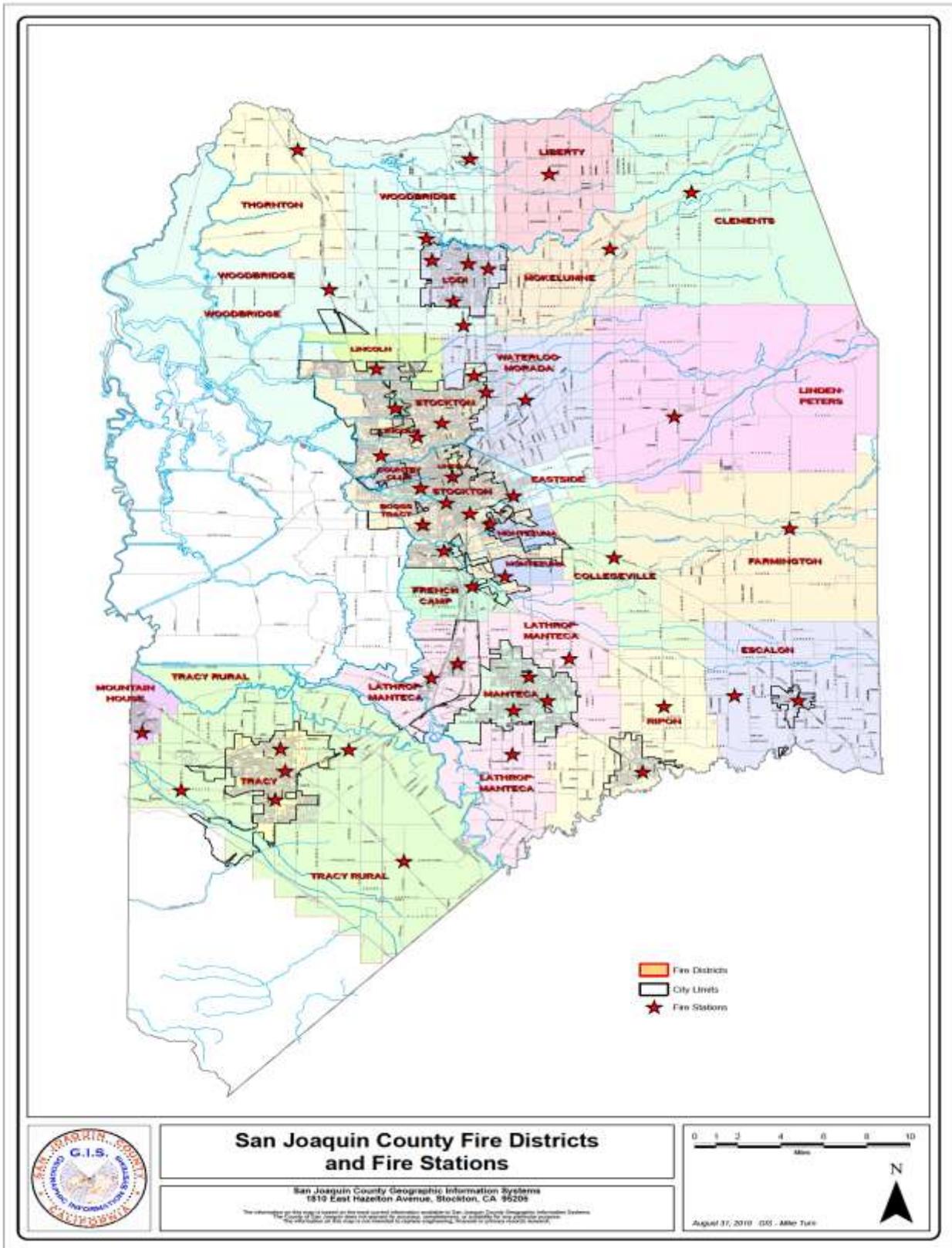


Table IV-1: Fire District Formation, Size, and Services

	Formation Date	District Size (Acres)	# Stations	Staffing		Services					
				Full Time Paid	On Call	Fire	HazMat	Water Rescue	Basic EMS	ALS/Paramedic	Other
Boggs Tract	---	99	--	--	--	✓	✓	✓	✓	✓	Fire Prevention, USAR/Tech Rescue
Clements	1942	76,800	1	1	19	✓	(a)	(b)	(c)		
Collegeville	1962	18,185	1	0	10	✓	✓		✓		
Eastside	1945	7,451	--	--	--	✓	✓	✓	✓	✓	Fire Prevention, USAR/Tech Rescue
Escalon	1982	41,280	2	10	15	✓	✓	✓	✓		Tech Rescue, Mass Decon*
Farmington	1936	56,320	1	0	19	✓	✓	✓	✓		
French Camp-McKinley	1946	8,419	2	13	7	✓	✓	✓	✓		ARFF**
Liberty	1946	23,040	1	7	12	✓	✓		✓		
Lincoln	1946	8,084	--	--	--	✓	✓	✓	✓	✓	Fire Prevention, USAR/Tech Rescue
Linden-Peters	1937	81,280	1	14	11	✓	✓	✓	✓		Plan Review, USAR***
Lathrop-Manteca	1936	54,248	4	37	18	✓	✓	✓	✓		USAR, Dive
Mokelumne	1947	21,425	1	9	16	✓		✓	✓		
Montezuma	1958	5,796	2	11	15	✓	✓	✓	✓		ARFF
Ripon	1963	28,565	2	14	15	✓	✓	✓	✓	✓	USAR, Fire Investigation
Thornton	1952	28,032	1	4	16	✓	✓		✓		
Tracy Rural	1945	128,000	3			✓	✓	✓	✓	✓	Tech Rescue
Tuxedo-Country Club	1945	1,314	--	--	--	✓	✓	✓	✓	✓	Fire Prevention, USAR/Tech Rescue
Waterloo-Morada	1947	24,818	2	19	8	✓	✓	✓	✓		
Woodbridge	1942	101,364	4	18	5	✓	✓	✓	✓		Tech Rescue

* Mass Decontamination

** Aircraft Rescue Fire Fighting

*** Urban Search and Rescue

Note: Boggs Tract, Eastside, Lincoln and Tuxedo-Country Club FPDs contract with the City of Stockton

The unincorporated islands and some unincorporated areas adjacent to the City of Stockton received fire services by contract with the Stockton Fire Department. The contracts are administered by independent special districts with oversight by boards of directors. These special districts are Boggs Tract, Eastside, Lincoln and Tuxedo-Country Club FPDs.

AUTOMATIC AND MUTUAL AID

The fire districts provide services primarily within its boundary area; however, under automatic aid, mutual aid, and contract service agreements fire services are provided irrespective of jurisdictional boundaries. Under a mutual aid agreement a fire district provides or receives aid upon request by the first-responder agency. Mutual aid agreements are pre-arranged plans and contracts between agencies for assistance and may take the form of providing certain apparatus or equipment for a specific area. All

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. All San Joaquin fire agencies are participants in the countywide mutual aid agreement whereby all agencies agree to provide personnel, services and equipment in emergencies which cannot be mitigated by one single agency. The Countywide Mutual Aid Agreement was first executed by the fire districts and city fire departments in 1986.

Automatic aid is generally considered as an agreement to provide or receive automatic assistance from the closest available resource with no need for a request to be made. The advantage of automatic aid is the reduction in critical time between the commencement of an incident and the provision of service. Automatic aid agreements are usually made between adjacent fire districts. Fire districts located next to the county boundary may have automatic aid agreements with a fire district in the neighboring county.

JOINT POWERS AUTHORITY

The City of Tracy and the Tracy Rural Fire Protection District joined efforts for the provision of fire services to both jurisdictions under a joint powers agreement (JPA) and formed the South County Fire Authority. Under the JPA, both entities operate collectively under a board of directors distinct from the member districts with board members representing the participating agencies. The authority procures personnel and other services from the City of Tracy in order to supply such services to the fire district and City. A JPA may be continued for a definite term or until rescinded or terminated. The agreement may outline a method by which it may be rescinded or terminated. Since forming the JPA, territory that is annexed into the City does not detach from the Tracy Rural FPD resulting in continued collection of the District's special assessments and its share of property taxes.

V. MUNICIPAL SERVICE REVIEW

This chapter discusses the five service review topics required by the Cortese Knox Hertzberg Local Government Reorganization Act of 2000 related to the ability of the rural fire districts ability to provide service. LAFCo must prepare written statements of determination based on information and evidence presented. Written statements of determination for the five categories can be found within the profiles of the individual districts (Chapter VI).

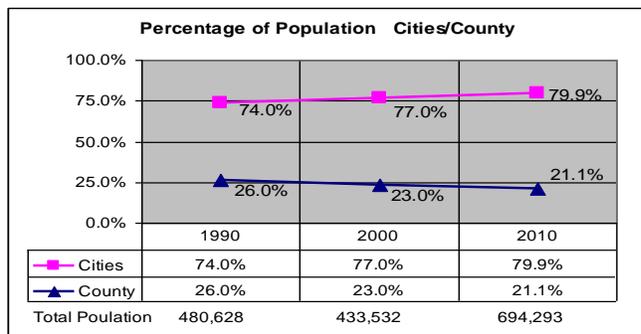
GROWTH AND POPULATION

The Cortese Knox Hertzberg Local Government Reorganization Act of 2000 (CKH Act) requires LAFCos to consider growth and population projections for the affected areas as part of the preparation of the MSR. Consideration of this information will be valuable in assessing the future need for public services and ultimately in establishing a SOI boundary. Growth and population projections should correspond to the sphere horizon. The Commission has adopted a planning horizon for SOI plans at a 10 year and 30 year horizon. This section focuses on these two planning periods.

The population of San Joaquin County is estimated to be 694,293 in 2010 according to the State of California Department of Finance.⁹ The County grew rapidly from a population of 480,628 in 1990 representing a growth of just over 44 percent, compared to a 29.8 percent increase statewide. The average annual growth rate from 1990 to 2000 was 1.6 percent as compared to California’s rate of 1.3 percent for this period. Since 2000, the growth rate for San Joaquin County has had an overall annual rate of 2.0 percent with most rapid growth occurring between 2000 and 2005 (3.0 percent increase per year). This compares with a growth of 1.26 percent for the State since 2000 and 1.6 percent per year for the period from 2000-2005. San Joaquin County’s growth rate has slowed considerably since 2005 with an annual average growth rate of 1.2 percent as compared to the State growth rate of 1.06 percent for this same period. In 2010, San Joaquin County’s growth rate (0.9 percent) was even less than the State’s growth rate of 1.0 percent.

The geographic distribution of the population in San Joaquin County is concentrated in incorporated jurisdictions (i.e., cities). Cities within the County have all experienced significant growth in the past 20 years with 87 percent of the growth focused in the incorporated cities. In 2010, incorporated areas made up 78.9 percent of the County’s population, whereas the unincorporated area made up the remaining 21.1 percent and has been decreasing as a percentage of total population since 1990 (Table V-1). Today, 147,038 people live outside of cities in San Joaquin County. All areas of the county grew since 2000 except the Delta region, Lockeford and the Thornton areas which have lost population.

Table V-1: Percentage of Total Population



The Draft San Joaquin County General Plan Background Report estimates population through 2030. The report uses several sources to arrive at the conclusion that the County will continue to show strong population growth for the San Joaquin Valley, with an expected 2.3 percent average annual growth rate for the region, compared to 1.2 percent for the State overall. Projected growth is expected to be absorbed

⁹ E-1 State/County Population Estimates with Annual Percent Change-January 1, 2009 and 2010

largely by the cities. Growth in the unincorporated County is projected to be relatively slower than that of the cities-an estimated 1.1 percent increase annually for the 20-year time frame, as opposed to 2.4 percent annually in the cities over the same time period. The County is expected to grow to 1,103,132 people by the year 2030.

Table V-2: San Joaquin County Statistical Data 2009 and 2010

District/City	Density Pop/Sq Mile	2010 Population	2009 Residential Units	2010 Sq ft Industrial	2010 Sq ft Commercial	2010 Acres Industrial	2010 Acres Commercial
Boggs Tract	5,169.8	796	280	97,985	6,303	2.25	0.14
Clements	19.5	2,350	994	39,297,273	1,376,790	902.14	31.61
Collegeville	25.0	711	225	25,712,874	0	590.29	0
Country Club	4,822.0	10,126	4,476	63,467	357,195	1.46	8.20
Eastside	2,000.0	23,200	8,163	18,012,004	2,566,481	413.50	58.92
Escalon	195.3	12,598	4,458	22,903,566	2,073,314	525.79	47.60
Farmington	22.8	2,010	770	12,910,249	71,802	296.38	1.65
French Camp- McKinley	551.0	7,272	1,571	26,472,405	1,619,075	607.73	37.17
Lathrop- Manteca	297.1	25,197	6,210	74,852,174	4,915,076	1,718.37	112.83
Liberty	95.8	3,450	1,405	11,556,595	49,544	265.30	1.16
Lincoln	686.5	8,650	3,767	1,533,242	2,670,592	35.20	61.31
Linden-Peters	44.5	5,650	1,897	35,920,272	528,317	824.62	12.13
Lodi		63,549	25,251	37,799,024	17,645,476	867.75	405.08
Manteca		68,847	20,266	25,351,333	16,911,167	581.99	388.23
Mokelumne	193.0	6,410	2,539	23,283,207	3,639,247	534.51	83.55
Montezuma	905.5	8,150	1,582	15,573,115	742,590	357.51	17.05
Mountain House		7,996	2,000	0	128,565	0	2.95
Unprotected		2,410	540	13,793,637	89,267	316.66	2.05
Ripon	418.8	18,681	5,227	23,235,795	2,815,107	533.42	64.63
Stockton		292,133	96,666	160,707,716	70,567,146	3,689.34	1,620.00
Thornton	46.1	2,020	790	11,655,705	289,606	267.58	6.65
Tracy		80,837	21,201	36,850,970	19,404,277	845.98	445.46
Tracy Rural	77.3	15,469	3,874	165,179,992	5,320,661	3,792.01	122.15
Waterloo- Morada	339.0	13,122	5,446	25,906,007	2,828,644	594.72	64.94
Woodbridge	79.9	12,659	5,058	32,873,045	3,654,071	754.66	83.89
COUNTY TOTAL	15,988.9	694,293	224,657	841,541,652	160,271,313	19,319.14	3679.32

In 2010, the fire protection districts provided emergency services to 178,112 people in the unincorporated areas of the County and in the Cities of Lathrop, Ripon, Escalon, and a portion of Tracy accounting for slightly over 27 percent of the total population of the County. Table V-2 above provides statistical information for years 2009 and 2010. Population, residential dwelling units and the amount of industrial and commercial lands are identified by City and fire district. There is a considerable variation of population within the various districts. Excluding the Cities which have their own fire departments, the districts with the greatest population include Lathrop-Manteca (25,197) and Eastside (23,200) FPDs and the districts with the least population include Collegeville (711) and Boggs Tract (796) FPDs. The average population of the districts is 9,396 people. The size of the districts also varies widely along with the population density (number of people per square mile). Tracy Rural and Woodbridge FPD provide

service to over 200 and 158 square miles respectively. Boggs Tract is less than a quarter square mile (.154). Population density is highest in Boggs Tract and is lowest in Clements FPD.

Table V-3 projects population for the 10 year and 30 year planning horizons. Like past history, most of the County’s growth will occur in the cities. However, some significant changes will occur in the districts themselves. The projection assumes that cities will grow according to their growth rates developed by the San Joaquin Council of Governments and within each of the City’s adopted sphere of influence and that by 2040 all areas within a city’s sphere will have been annexed to the adjoining city. The projection also assumes that Tracy Rural FPD will gain 80 percent of all population attributed to the City of Tracy. Likewise, growth attributed to the City of Lathrop will all be added to Lathrop-Manteca FPD. Mountain House Community Services Districts will have been built-out according to its master plan by 2040. As a result, Boggs Tract, Tuxedo-County Club, and Montezuma FPDs will be nonexistent and Eastside, French-Camp, and Lincoln FPDs will have insufficient population and revenue to operate. Conversely, Tracy Rural FPD will have grown from a population of slightly more than 15,000 people to more than 164,000 people (a 964 percent increase), representing the second most populous fire service in the County behind the City of Stockton. Lathrop-Manteca FPD will also have grown substantially from slightly more than 25,000 people to over 76,000. These long term forecasts emphasize the need to proactively consider the economic impacts of city growth on the districts and perhaps consider alternative organizational structures.

Table V-3: Population Projections 2010 to 2040

Section 1.02 District	Section 1.03 2010 Population	Section 1.04 2020 Population	Section 1.05 2040 Population	Section 1.06 Total Growth	Section 1.07 Average Annual Growth Rate
Boggs	796	888	0	-796	-100%
Clements	2,350	2,621	3,262	912	1.10%
Collegeville	711	793	987	276	1.10%
Country Club	10,126	11,296	0	-10,126	-100%
Eastside	23,200	25,882	3,221	-19,979	-6.40%
Escalon	12,598	15,057	18,836	6,238	1.40%
Farmington	2,010	2,242	2,790	780	1.10%
French Camp-McKinley	7,272	8,112	1,009	-6,270	-6.30%
Lathrop-Manteca	25,197	37,612	76,453	51,256	3.80%
Liberty	3,450	3,848	4,790	1,340	1.10%
Lincoln	8,650	9,650	960	-7,690	-7.10%
Linden-Peters	5,650	6,303	7,844	2,194	1.10%
Lodi	63,549	70,895	88,135	24,586	1.10%
Manteca	68,847	88,129	144,411	75,564	2.50%
Mokelumne	6,410	7,151	8,900	2,490	1.10%
Montezuma	8,150	9,092	0	-8,150	-100%
Mountain House	7,996	13,658	40,792	32,796	5.50%
Unprotected	2,410	2,688	3,346	936	1.10%
Ripon	18,681	23,192	35,969	17,288	2.20%
Stockton	292,133	352,632	513,814	221,681	1.90%
Thornton	2,020	2,253	2,804	784	1.10%
Tracy	80,837	89,993	118,946	38,109	1.30%
Tracy Rural	15,469	48,801	164,614	149,145	8.20%
Waterloo-Morada	13,122	14,639	16,032	2,910	0.70%
Woodbridge	12,659	14,122	16,697	4,038	0.90%
Total	694,293	861,549	1,274,612		

PRESENT AND PLANNED CAPACITY OF PUBLIC FACILITIES AND ADEQUACY OF PUBLIC SERVICES, INCLUDING INFRASTRUCTURE NEEDS OR DEFICIENCIES

The CKH Act requires that consideration be given to the status of existing and planned facilities and its relationship to the quality and levels of services that are, can and need to be provided. The location of existing facilities and condition of facilities are included within the profiles of the individual districts (Chapter VI). This section focuses on the evaluation of the delivery of services or, in the case of fire districts, on the adequacy of services.

ADEQUACY OF SERVICE

The standard of adequacy for fire and emergency medical service can be measured by response times, ISO ratings, and coverage adequacy and training.

Standards

Most measurements relating to service standards for fire and medical emergencies focus on dispatch time, response time, and water flow. Some of the basic premises are that a chance of survival for patients who have stopped breathing or has suffered a heart attack improves greatly when a patient receives medical attention quickly. Similarly, a quick response to fire can greatly reduce a structural fire from reaching a “flashover” a point in which fire spreads quickly. This “flashover” point usually occurs within the first 8-10 minutes of when a fire first starts.

There are many organizations that have developed specific standards of response for emergencies. One of the more recognized standards is the one developed by the National Fire Protection Association (NFPA). The standards outlined in NFPA 1710 pertain to the response and deployment to fire and emergencies for career fire departments and the standards outlined in NFPA 1720 apply to combination and volunteer fire departments¹⁰. NFPA 1710 and 1720 are not laws or regulations, but are standards that can be used to evaluate fire, rescue and emergency response.

The NFPA 1710 Standards are applicable to urban areas and where staffing is comprised of career firefighters. According to these guidelines, a career fire department needs to respond within six minutes, 90 percent of the time with a response time measured from the 911 call to the time of arrival of the first-responder. The standards are divided as follows:

- Dispatch time of one (1) minute or less for at least 90 percent of the alarms
- Turnout time of one (1) minute or less for EMS calls (80 seconds for fire and special operations response)

NFPA 1710 Time Definitions

Turnout Time (chute time): The time interval that begins when the emergency response facilities and emergency response units notification process begins by either an audible alarm or visual annunciation or both and ends at the beginning point of travel time.

Travel Time: The time interval that begins when a unit is en route to the emergency incident and ends when the unit arrives at the scene.

Total Response Time: The time interval from the receipt of the alarm at the primary PSAP to when the first emergency response unit is initiating action or intervening to control the incident.

¹⁰ NFPA 1720, 2010 Edition, Chapter 3.3.15.1 and 3.3.15.2

- Fire response travel time of four (4) minutes or less for the arrival of the first arriving engine company at a fire incident and eight (8) minutes or less travel time for the deployment of an initial full alarm assignment at a fire incident
- Eight (8) minutes or less travel time for the arrival of an advanced life support (ALS) (4 minutes or less if provided by the fire department)

NFPA 1720 contains minimum standards applicable to combination and volunteer fire departments. NFPA 1720 Standards apply to most of the County’s rural fire districts because they meet NFPA 1720’s definition for a combination or volunteer fire department. A fire district is considered a combination district if its personnel comprise of less than 85 percent majority of either volunteer or career. A fire district is considered a volunteer district if its personnel comprise of more than 85 percent volunteer personnel.¹¹ The NFPA 1720 Standard distinguishes different response times based on population density as follows:

- *Urban area - at least 1,000 people per square mile*
- *Suburban area – between 500 and 1,000 people per square mile*
- *Rural area – fewer than 500 people per square mile*
- *Remote area – requires a travel distance of at least 8 miles from fire station*

According to the NFPA 1720 Standard, staffing and response times (beginning upon the completion of the dispatch notification) for a low-hazard occupancy (e.g., two story single family home) is as follows:

<u>Population Density</u>	<u>Response Time*</u>	<u>Staffing</u>
Urban	9 minutes	15
Suburban	10 minutes	10
Rural	14 minutes	6
Remote	Dependent on travel distance	4

**Includes Turnout Time and Travel Time*

These standards include an objective of 90 percent of the time for urban areas and 80 percent of the time for suburban, rural and remote. The staffing requirement for most combination and volunteer districts can only be met through automatic aid or mutual aid from adjoining districts.

Response times are also established for emergency medical response. The response time guidelines established by the California Emergency Medical System Authority (EMS) for emergency calls is five minutes in urban areas, fifteen minutes in suburban or rural areas and as quick as possible in wilderness areas. According to the State guidelines, San Joaquin County has all three classifications.

San Joaquin County serves as the Local Emergency Medical Services Agency (LEMSA) which implements the statewide Emergency Medical System (EMS). Locally, San Joaquin County EMS Agency is responsible for the planning, implementation and valuation of emergency medical services. This agency has established response standards for ambulance providers in the County. Response criteria are divided into two groups. The group that is comprised of American Medical Response (AMR) response zones includes Zones A, B, and C; and the group that is comprised of Manteca District Ambulance, Ripon Consolidated Fire District, and Escalon Community Ambulance include Zones D, E, and F, respectively. An Advance Life Support (ALS) ambulance must respond to all Code-Three calls not less than 90% of the time within each geographic service area as measured each calendar month as described below:

¹¹ *National Fire Protection Association, Chapter 3.3.15.1 and Chapter 3.3.15.2*

Ambulance Response Criteria for Zones A, B, and C:

- In urban areas – within 7:29 minutes or less
- In suburban areas – within 9:29 minutes or less
- In rural areas – within 17:29 minutes or less
- In wilderness areas – within 29:29 minutes or less

Ambulance Response Criteria for Zones D, E, and F:

- In urban or metropolitan areas – within 8 minutes or less
- In rural or suburban areas – within 20 minutes or less
- In remote areas – within 40 minutes or less
- In wilderness areas – as quickly as possible

The geographic service area definitions have been established as follows:

- Metropolitan – All census places with a population density of 501 people or greater per square mile.
- Urban – All census places with a population density 101 to 500 people per square mile.
- Suburban – All census places with a population density 51 to 100 people per square mile.
- Rural – All census places with a population density of 7 to 50 persons per square mile.
- Remote – The areas of the County agreed to be the Provider and Agency/County as needing greater than 20 minutes to respond due to geographical or other considerations.
- Wilderness – All census tracts or enumeration districts without census tracts which have a population of less than 7 persons per square mile.

Map V-1 identifies the population density zones within the County which corresponds to the above standards for the purposes of emergency medical response. This report does not evaluate the EMS service in the County but is included here to provide additional response data background and due to the relationship of emergency medical service provided by the County EMS and the services provided by the rural fire districts.

Dispatch Times

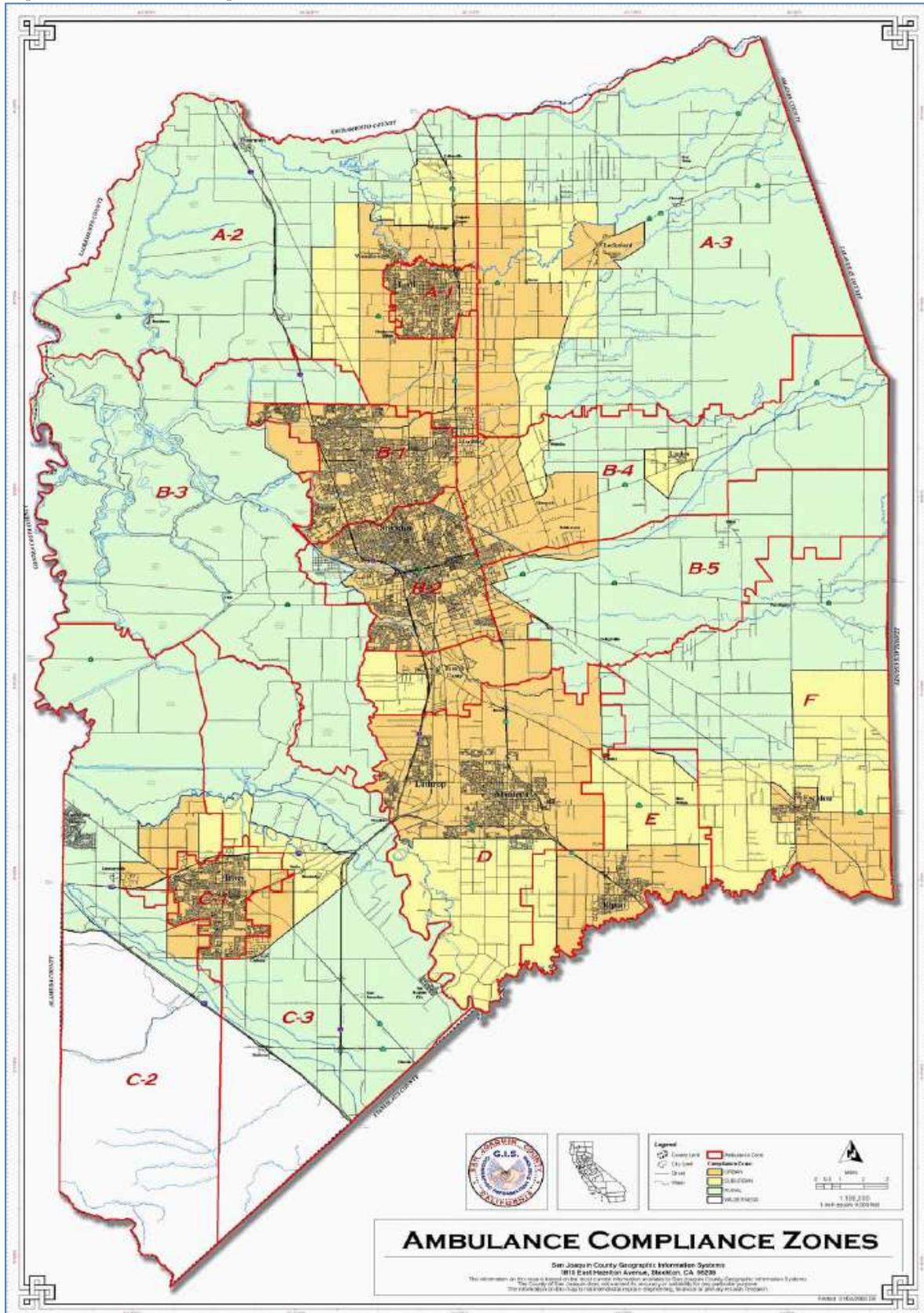
American Medical Response (AMR) Lifecom is a regional dispatch center and Public Safety Answering Point (PSAP) which provides dispatch to all of the rural fire districts in San Joaquin County and several ambulance services over a two county area with a combined population of nearly 1.2 million people. AMR's Lifecom is considered a secondary PSAP, meaning its 911 calls are routed via other communication centers such as the San Joaquin County Sheriff Department and the California Highway Patrol (cell phones). In other words, when an individual dials 911 the call is received by the Sheriff's Office or Highway Patrol before it is transferred to Lifecom. The NFPA standard for transferring the call is a performance objective of 30 seconds for at least 90 percent of the time to the secondary answering point. In an effort to obtain information concerning the performance of the primary PSAP, data from the new ECsTS system which tracks data for the San Joaquin County Sheriff's Department show that the average transfer time is 46:40 seconds (38 seconds-median) for the

Average/Median/ and 90 percentile

There are several statistical values used to describe the tendency of data. For the central tendency, the arithmetic mean or average is commonly used. However, for data that are skewed with some very high or low numbers, the median is commonly used such as with house prices or incomes. The average or mean is obtained by combining the values from the set and dividing by the number of entries. The median is the middle of the group when they are ranked in order.

For describing fire response, the mean and median are of little value. Those statistics merely describe that about half the time the response is either slower or faster than that value. What is used more commonly is the 90 percentile, which captures a larger amount of the data and is more reflective of the outside parameters of the response. The 90 percentile is always a larger number than the average or median. It is intended to exclude the unusual events such as the responding to the farmhouse on the outside perimeter of the district, delays due fog, trains, or when multiple incidents may occur.

Map V-1: Ambulance Compliance Zones



period of April 1, 2010 to August 31, 2010. It is assumed that about the same length of time is required by the California Highway Patrol to transfer a call to the secondary PSAP (Lifecom).

The next step in the process is dispatch. Dispatch time is the time it takes to process an emergency call from the initial contact to the time in which the alarm is received at the appropriate fire station. More specifically, dispatches are divided into call time and assign time. Call time is the time from the phone pickup to queue. Assign time is from queue to first time assigned. Both actions must occur prior to the alarm being received at fire station. Table V-4a identifies the call and assign time for each combination fire district and Table V-4b identifies the call and assign time for the volunteer fire districts during the period January 1 to December 31, 2009 for high priority (Delta/Echo) calls requiring a “lights and siren” response. The data are divided into average time and the 90 percentile (see insert for explanation). The average call times are 1:58 minutes for combination districts and 2:04 for volunteer districts. The average assign times are 00:37 minutes for combination districts and 00:42 minutes for volunteer districts for a total time of 02:35 minutes for the combination districts and 02:46 for volunteer districts. The average 90 percentile call time rises to 03:04 minutes for call time and to 1:03 minutes for assign time for combination districts bringing the total time to 4:07 minutes. The average 90 percentile call time rises to 3:21 minutes for call time and to 1:15 minutes for assign time for volunteer districts bringing the total time to 4:36 minutes. Since all calls to the rural districts are received from a single source, there is very little difference in time among the various districts. The recommended NFPA guideline is to complete the processing (i.e., dispatch) of emergency calls within 60 seconds, 90 percent of the time. This standard is greatly exceeded. Adherence to the NFPA guideline may be impractical. Potential reasons why a call takes longer than the NFPA standard to process may include staffing of dispatch centers, the length of time for the 911 caller to communicate the type of incident and location, and the time it takes to ask the 911 caller relevant questions to determine incident priority and response resources needed. A specific protocol has been established by the County EMS Agency and adherence to nationally established standards are also required. The focus of the protocol is to ensure that a full understanding of the situation is obtained and the location is precisely known in order to prevent unnecessary emergency responses. In any event, this is an important part in the evaluation of the overall ability of the fire district to respond to emergencies effectively and may warrant further evaluation.

Table V-4a: Call Times-Average and 90 Percentile (Jan. 1, 2009 to Dec. 31, 2009) for Combination Districts

District ¹	Call Volume	Average Call Time	Average Assign Time	90%tile Call Time	90%tile Assign Time
Escalon	255	0:01:51	0:00:33	0:02:53	0:00:51
French Camp-McKinley	184	0:02:10	0:00:34	0:03:25	0:01:03
Lathrop/Manteca	494	0:01:54	0:00:39	0:03:03	0:01:12
Liberty	65	0:02:04	0:00:39	0:03:18	0:01:05
Linden	115	0:01:54	0:00:37	0:03:00	0:01:06
Mokelumne	177	0:02:02	0:00:40	0:02:58	0:01:10
Montezuma	179	0:01:59	0:00:40	0:03:15	0:01:19
Ripon	307	0:01:55	0:00:32	0:02:52	0:00:54
Thornton	84	0:02:01	0:00:40	0:03:04	0:01:03
Tracy ²	1409	0:01:50	0:00:32	0:02:51	0:00:51
Waterloo-Morada	413	0:01:53	0:00:34	0:02:54	0:00:52
Woodbridge	300	0:02:06	0:00:39	0:03:13	0:01:04
Average		0:01:58	0:00:37	0:03:04	0:01:03

¹ Excludes contract fire districts: Boggs Tract, Eastside, Lincoln, and Tuxedo-Country Club

² Includes City of Tracy

Source: Lifecom Dispatch Center, AMR, June 6, 2010 (Echo/Delta conditions)

Table V-4b: Call Times-Average and 90 Percentile (Jan. 1, 2009 to Dec. 31, 2009) for Volunteer Districts

District	Call Volume	Average Call Time	Average Assign Time	90%tile Call Time	90%tile Assign Time
Clements	52	0:02:03	0:00:40	0:03:19	0:01:05
Collegeville	31	0:02:08	0:00:42	0:03:41	0:01:21
Farmington	45	0:02:01	0:00:43	0:03:02	0:01:19
Average		0:02:04	0:00:42	0:03:21	0:01:15

Source: Lifecom Dispatch Center, AMR, June 6, 2010 (Echo/Delta conditions)

Turnout Time (Chute Time)

Turnout time or chute time is the time that elapses from the moment the alarm is received at the station and the time the engine or ladder company leaves the station. Table V-5a identifies the average and the 90 percentile turnout time for combination fire districts during the past year and Table V-5b identifies the average and 90 percentile turnout time for volunteer fire districts. The average turnout or chute time is 1:23 minutes and the 90 percentile is 2:18 minutes for combination fire districts and the average turnout or chute time is 2:44 minutes and the 90 percentile is 4:23 minutes for volunteer fire districts. The recommended NFPA guideline is one minute for turnout time (80 seconds for fire and special operations response). Although the times exceeds the NFPA guideline, it is generally believed that turnout time of approximately 1:30 minutes is a more practical goal given the more restrictive clothing/apparatus requirements that is required today.

Table V-5a: Turnout (Chute) Time January 1, 2009 to December 31, 2009) for Combination Districts

District ¹	Total 2009 Calls Reported by the District	Echo/Delta Calls Processed by Lifecom	Echo/Delta Calls	
			Average Turnout Time	90%tile Turnout Time
Escalon	954	255	0:01:26	0:02:25
French Camp-McKinley	1,000	184	0:01:11	0:02:11
Lathrop/Manteca	3,037	494	0:01:32	0:02:18
Liberty	288	65	0:01:26	0:02:26
Linden-Peters	567	115	0:01:20	0:02:13
Mokelumne	536	177	0:01:32	0:02:31
Montezuma	743	179	0:01:42	0:02:21
Ripon	1,476	307	0:01:10	0:02:10
Thornton	370	84	0:01:46	0:02:58
Tracy Rural ²	1,832	1,409	0:01:11	0:01:47
Waterloo-Morada	1,649	413	0:01:06	0:01:58
Woodbridge	1,675	300	0:01:11	0:02:13
Average			0:01:23	0:02:18

¹ Excludes Contract Fire Districts: Boggs Tract, Eastside, Lincoln, and Tuxedo-Country Club

² Includes City of Tracy

Source: Lifecom Dispatch Center, AMR, June 6, 2010 (Delta/Echo conditions)

Table V-5b: Turnout (Chute) Time (January 1, 2009 to December 31, 2009) for Volunteer Fire Districts

District	Total 2009 Calls Reported by the District	Echo/Delta Calls Processed by Lifecom	Echo/Delta Calls	
			Average Turnout Time	90%tile Turnout Time
Clements	250	52	0:02:34	0:04:16
Collegeville	89	31	0:02:24	0:03:37
Farmington	250	45	*0:03:15	0:05:17
Average			0:02:44	0:04:23

Source: Lifecom Dispatch Center, AMR, June 6, 2010 (Delta/Echo conditions)

* Farmington RFD reports that during FY 2009-10 their records indicate average Turnout time of 2:42 minutes.

Travel Time

Travel time is the time it takes from when the engine leaves the station to the time the first response arrives at the scene of the incident. Table V-6a identifies the average and 90 percentile travel time for each combination fire district and Table V-6b identifies the average and 90 percentile travel time for each volunteer district during the period January 1, 2009 to December 31, 2009.

Optimally, the overall travel time should be a total of 4 minutes according to the NFPA 1710 guidelines. These guidelines, however, are directed at highly urbanized areas where stations are generally located within a 1.5 mile distance in order to achieve a 4 minute run time. This station spacing is simply not practical in a rural setting where only sparsely settled areas occur in much of the District. Adherence to NFPA 1720 Guidelines would extend performance time to 9, 10, and 14 minutes for urban, suburban, and rural areas respectively. It is important, however, to achieve the quickest possible travel time to administer medical attention or prevent flashover. Reporting of data based on a Geographic Information System (GIS) would greatly improve the analysis of information for all of districts especially those districts with large service areas.

Table V-6a: Travel Time (January 1, 2009 to December 31, 2009 for Combination Districts

District	Total 2009 Calls Reported by the District	Echo/Delta Calls Processed by Lifecom	Delta/Echo Calls	
			Average Travel Time	90%tile Travel Time
Escalon	954	255	0:04:06	0:07:25
French Camp-McKinley	1,000	184	0:03:57	0:06:15
Lathrop/Manteca	3,037	494	0:04:06	0:07:23
Liberty	288	65	0:05:00	0:07:00
Linden-Peters	567	115	0:05:27	0:08:51
Mokelumne	536	177	0:04:20	0:07:27
Montezuma	743	179	0:03:54	0:07:21
Ripon	1,476	307	0:03:49	0:06:59
Thornton	370	84	0:04:01	0:06:46
Tracy Rural ²	1,832	1,409	0:03:25	0:05:47
Waterloo-Morada	1,649	413	0:04:28	0:06:58
Woodbridge	1,675	300	0:05:00	0:08:27
Average			0:04:18	0:07:13

¹ Excludes Contract Fire Districts: Boggs Tract, Eastside, Lincoln, and Tuxedo-Country Club

² Includes City of Tracy

Source: Lifecom Dispatch Center, AMR, June 6, 2010 (Delta/Echo conditions)

Table V-6b: Travel Time (January 1, 2009 to December 31, 2009 for Volunteer Districts)

District	Total 2009 Calls Reported by the District	Echo/Delta Calls Processed by Lifecom	Delta/Echo Calls	
			Average Travel Time	90%tile Travel Time
Clements	250	52	0:05:23	0:08:53
Collegeville	89	31	0:04:55	0:08:50
Farmington	250	45	0:07:32	0:10:14
Average			0:05:57	0:09:19

Source: Lifecom Dispatch Center, AMR, June 6, 2010 (Delta/Echo conditions)

Total Performance Time

Since each of the described parameters are additive, the total performance time is a measurement of the sum of the components. Collectively, the call time, assign time, chute time, and travel time account for about 8:16 minutes on average and 13:38 minutes for the 90 percentile measurement (excludes the primary PSAP) for combination fire districts and 11:27 minutes on average and 18:18 minutes for the 90 percentile measurement for volunteer fire districts. As discussed previously, the San Joaquin County EMS Agency has established specific response standards for Advanced Life Support (ALS). Specially the ALS ambulance shall respond to 90 percent of all calls in 7:29 to 8 minutes or less for urban areas; 9:29 to 20 minutes or less for suburban; 17:29 to 40 minutes or less for rural; and 28:29 minutes or less or as quickly as possible for wilderness. The measurement for ambulance response begins immediately after call time since American Medical Response (AMR) provides for its own assignment time. Based on these measurements, the ambulance will arrive in urban areas of the districts prior to the fire district's response. Since call volume and financial resources do not support the construction of additional stations, improved service must focus on reducing the time it takes to notify the station (call time and assign time) and reduce the time it takes the fire personnel to get out of the station (chute time).

Fire vs. Medical Emergencies Response

The above discussion concerning dispatch, turnout, and travel time combines the data for both fire and medical emergencies and analyzes this information as an average statistic and at the 90th percentile. There is a difference in overall response time between fire and medical emergencies. However, the information, although available for the same time period, is only described as an average statistic and has not been made available at the 90th percentile. Overall, the average response times are quicker for medical emergencies than for fire emergencies. Table V-7c shows the average elapse time by priority description and is summarized as follows (Table V-7a Combination Districts, Table V-7b Volunteer Districts):

Table V-7a: Average Response Times for Combination Districts
Fire vs. Medical Emergencies - January 1, 2009 to December 31, 2009

	Call Time	Assign Time	Turnout Time	Travel Time	Total
Fire	1:59	0:56	1:11	5:10	9:16
Medical	1:57	0:32	1:18	3:32	7:19

Table V-7b: Average Response Times for Volunteer Districts
 Fire vs. Medical Emergencies - January 1, 2009 to December 31, 2009

	Call time	Assign time	Turnout time	Travel time	Total
Fire	2:15	0:37	2:40	6:17	11:49
Medical	1:53	0:32	2:51	5:36	10:52

The total average response times (excluding the primary PSAP) are 9:16 minutes for fire emergencies (excluding volunteer districts) as compared to 7:19 minutes for medical emergencies (again excluding volunteer districts). This is almost a two minute improvement for responses to medical emergencies. The volunteer districts' average total response times are 11:49 minutes for fire emergencies and 10:52 minutes for medical emergencies. The improvement in medical emergency times is primarily due to reduced travel time which seems to indicate that the medical emergencies are closer to the stations where there is perhaps a greater density of population or along roadways which are more easily accessible. Again, the numbers are expressed as an average statistic, meaning that the identified response will be exceeded about half of the time. These numbers should not be confused with the 90th percentile which provides a more accurate assessment as described in the previous section.

Table V-7c: Average Elapse Times by Priority Description



Lifecom Dispatch Center
Fire EMS Agency
Average on Elapse Times by Priority Description

Business Unit	Priority Description	Call Volume	Call Time	Assign Time	Average Chute Time	Response Time
Clements Fire	FIRE EMERGENCY	21	0:02:04	0:00:54	0:02:24	0:05:45
	MEDICAL EMERGENCY	31	0:02:01	0:00:31	0:02:40	0:05:08
Collegette Fire	FIRE EMERGENCY	18	0:02:26	0:00:51	0:02:11	0:05:26
	MEDICAL EMERGENCY	13	0:01:43	0:00:29	0:02:42	0:04:11
Escalon Fire	FIRE EMERGENCY	56	0:01:52	0:00:51	0:02:06	0:05:34
	MEDICAL EMERGENCY	199	0:01:50	0:00:28	0:01:15	0:03:41
Farmington Fire	FIRE EMERGENCY	12	0:02:16	0:01:07	0:03:26	0:07:41
	MEDICAL EMERGENCY	33	0:01:56	0:00:35	0:03:11	0:07:29
French Camp Fire	FIRE EMERGENCY	43	0:02:08	0:00:53	0:01:36	0:05:15
	MEDICAL EMERGENCY	141	0:02:10	0:00:28	0:01:02	0:03:33
Lathrop/Manteca Fire	FIRE EMERGENCY	111	0:01:52	0:01:03	0:01:34	0:05:03
	MEDICAL EMERGENCY	383	0:01:54	0:00:33	0:01:31	0:03:50
Liberty Fire	FIRE EMERGENCY	31	0:02:16	0:00:44	0:01:45	0:04:52
	MEDICAL EMERGENCY	34	0:01:53	0:00:34	0:01:09	0:05:08
Linden Fire	FIRE EMERGENCY	30	0:01:54	0:00:50	0:01:45	0:05:53
	MEDICAL EMERGENCY	85	0:01:54	0:00:32	0:01:11	0:05:18
Mokelumne Fire	FIRE EMERGENCY	46	0:01:55	0:00:56	0:01:46	0:04:33
	MEDICAL EMERGENCY	131	0:02:04	0:00:34	0:01:27	0:04:16
Montezuma Fire	FIRE EMERGENCY	51	0:02:17	0:00:55	0:01:38	0:05:10
	MEDICAL EMERGENCY	128	0:01:52	0:00:33	0:01:43	0:03:24
Ripon Fire	FIRE EMERGENCY	52	0:02:05	0:00:48	0:01:33	0:04:34
	MEDICAL EMERGENCY	255	0:01:53	0:00:29	0:01:06	0:03:40
Thornton Fire	FIRE EMERGENCY	29	0:01:52	0:00:51	0:01:49	0:05:05
	MEDICAL EMERGENCY	55	0:02:06	0:00:35	0:01:44	0:03:30
Tracy Fire	FIRE EMERGENCY	228	0:01:54	0:00:42	0:01:04	0:04:55
	MEDICAL EMERGENCY	1181	0:01:50	0:00:30	0:01:13	0:03:08
Waterloo-Morada Fire	FIRE EMERGENCY	68	0:01:58	0:00:49	0:01:16	0:04:48
	MEDICAL EMERGENCY	345	0:01:52	0:00:30	0:01:04	0:04:24
Woodbridge Fire	FIRE EMERGENCY	85	0:02:01	0:00:53	0:01:25	0:06:20
	MEDICAL EMERGENCY	215	0:02:08	0:00:33	0:01:05	0:04:31

Contract Fire Districts' Dispatch and Response Summary

The Stockton Fire Department provides full fire protection and paramedic service to four adjoining county fire districts - Boggs Tract, Tuxedo-Country Club, Eastside and Lincoln FPDs. Each of these fire district contracts has been in place for more than 20 years. Effective December 1, 2010, medical 911 calls within the city limits of Stockton are transferred to Lifecom (functioning as the secondary PSAP for medical calls). The Stockton Fire Department remains a secondary PSAP for the fire 911 calls originating within the City of Stockton, contract fire districts, and the City of Manteca. Medical 911 calls in the contract fire districts have been routed to Lifecom since May 2006. Emergency 911 dispatch service level indicators are provided below in three assessment categories listing both the average time and the 90th percentile times for each.

Dispatch center times are reported for emergency calls originating within each fire protection district. Dispatch times within the City of Stockton are included as a reference.

Received to Dispatch Time: - represents the time it takes dispatch center staff to determine the nature of the emergency and alert appropriate emergency responders. The Stockton Fire Department dispatch center receives 911 calls from a number of different sources. The dispatch processing time reported begins when the call is answered in the fire dispatch center.

Turn Out Time: – represents the time between the initial notification to emergency responders and the time they begin traveling to the emergency incident location.

Travel Time: - represents the time an emergency resource is driving to the location of the emergency.

Total Performance Time: - includes all time from receipt of the 911 call at the secondary PSAP until the emergency response resource arrives at the incident location.

The following data (Table V-8) are based on Stockton Fire Department dispatch center data from July 1, 2009 through June 30, 2010 and includes all types of medical emergency calls for service. This information is being used since there has been an insufficient time frame to report data using Lifecom's dispatch.

Table V-8: Stockton Fire Department Response Times (All Medical Calls (July 1, 2009 to June 30, 2010))

	Received to Dispatch		Turn Out Time		Travel Time		Total Time to Arrival	
	Average	90 th Percentile	Average	90 th Percentile	Average	90 th Percentile	Average	90 th Percentile
Boggs Tract	00:38	01:12	01:17	01:51	03:30	04:25	05:24	07:05
Country Club	00:33	01:06	01:06	01:38	04:21	05:37	06:03	07:58
Eastside	00:32	01:08	00:57	01:31	03:22	04:50	04:56	07:15
Lincoln	00:35	01:05	01:02	01:38	03:10	04:23	04:55	06:51
Average	00:35	01:08	01:06	01:40	03:36	04:49	05:19	07:15

Dispatch, turn out and travel time for the contract districts while being dispatched by the City of Stockton shows they were considerably less than for the same functions performed by Lifecom for the other districts. The City of Stockton's dispatch practices provided for a quicker response by two minutes on average (0:35 minutes vs. 2:35 minutes) and by nearly three minutes for the 90 percentile (1:08 minutes vs. 4:07 minutes) for combination fire districts. The average turn out time is not significantly different

[1:06 minutes (Stockton) vs. 1:23 minutes (non-contract/combination)] but the 90 percentile varies greatly [1:40 minutes (Stockton) vs. 2:18 minutes (non-contract/combination)]. Lastly, the travel time is also quicker for the City of Stockton with the average for the City at 3:36 minutes vs. 4:18 for the non-contracting/combination districts. The 90 percentile is also significantly different for travel time with 4:49 minutes for Stockton and 7:13 minutes for the non-contracting/combination districts. Even though there is a wide variation in the data for travel time, the non-contracting/combination districts appear to be performing well in light of the size of these districts. These data would also seem to indicate that the station locations for the rural districts are located close to the majority of their calls and where the population density is greatest (Map V-2: Population Densities within Fire Districts). However, because of the large variation in dispatch time, the total time to arrival is significantly less for the contract districts. Again, this emphasizes the need to focus on reducing the time it takes to notify the station (call time and assign time) and reduce the time it takes the fire personnel to get out of the station for the non-contract districts.

ISO Ratings

The Insurance Service Office (ISO) is an independent organization that serves insurance companies, fire departments, insurance regulators and others by providing information about fire risk. ISO staff collects information about fire protection efforts in communities throughout the United States. ISO analyses the relevant data and assigns a Public Protection Classification number from 1 to 10. Class 1 represents exemplary fire protection, and Class 10 indicates that the area's fire-suppression program does not meet ISO's minimum criteria.

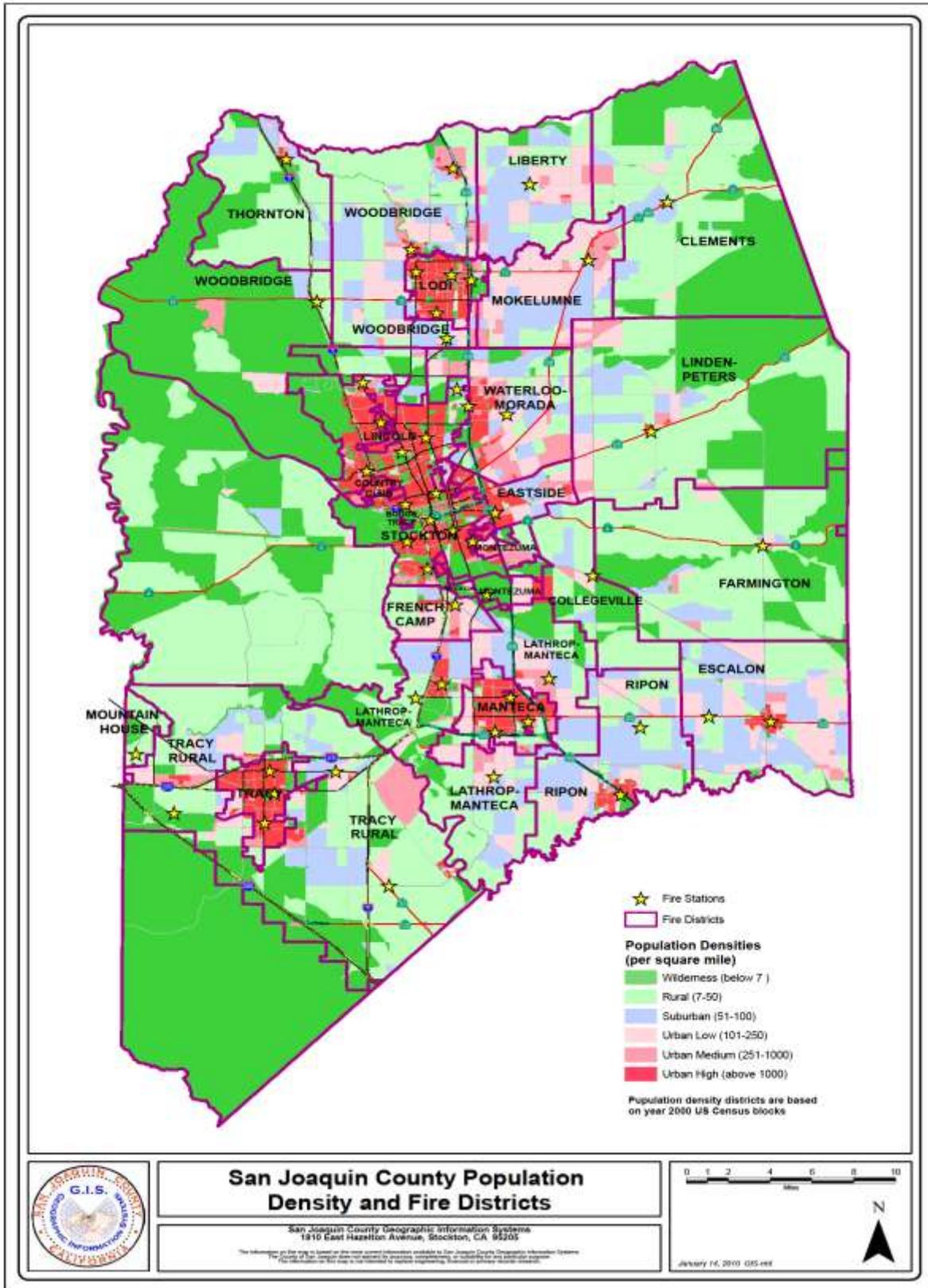
Nearly all insurers of homes and business property use ISO's Public Protection Classification (PPC) in calculating premiums. In general, the cost of fire insurance in an area with a good PPC can be lower than in an area with a poorer rating, assuming all other factors are equal. The ratings are generally considered more important for commercial and industrial property than for residential development.

There are three primary factors considered in the development of the rating. They include: the fire alarm and communications systems; the fire department; and the water supply system. The communication systems' evaluation includes consideration of staffing, telephone systems and dispatching systems. The fire department considerations include equipment, staffing, training, and geographic distribution of fire companies. Lastly, consideration is given to the water supply system including the condition and maintenance of hydrants and the amount of available water compared with the amount needed to suppress fires. Ten percent of the overall rating is based on the communication system; fifty percent for fire department; and, forty percent on the community's water supply. In much of the rural areas of San Joaquin County, there is an inadequate supply of water available for fighting fires thereby leading to higher ISO ratings.

The importance of water supply is critical in determining the overall ISO rating. Fire districts without public water supply and fire hydrants will find it difficult to earn a PPC rating of less than 9. In some districts, ISO develops a split classification in which the first rating applies to properties within five miles of a fire station and with access to public water. The second rating applies to properties within five road miles of a fire station but beyond 1,000 feet of a hydrant. ISO generally assigns a Class 10 rating to properties beyond five road miles of a fire station.

A new rating class 8b was recently established to recognize "superior Class 9" communities that provide superior fire-protection services and fire alarm facilities but lack the water supply required for a PPC of Class 8 or better. ISO ratings among the districts within San Joaquin County range from 4 to 9 depending on proximity to fire stations and public water (Table V-9). Information received from the City of

Map V-2: Population Densities within Fire Districts



Stockton indicates that Boggs Tract, Lincoln, Tuxedo-Country Club and Eastside FPDs maintain a Class 1 ISO rating. While the City of Stockton and its fire department may be classified as Class 1, it doesn't necessarily follow that the districts also maintain a Class 1 rating. For example, parts of Lincoln and Eastside have no water systems in place. Without water flow, an ISO rating cannot be less than a Class 8b designation. Therefore, these four contract districts most likely should be classified a rating of Class 1/8b-9. Despite numerous attempts, the Insurance Service Office (ISO) will not provide information nor verify any of the classifications for these four districts.

Table V-9: ISO Ratings

Clements	5-8b
Collegeville	7 within 5 miles of station
Escalon	8b
Farmington	6/8b
French Camp-McKinley	4/8b
Lathrop-Manteca	4 city/9 rural
Liberty	8b
Linden-Peters	4Zone 1, 8b remaining area
Mokelumne	5/8b
Montezuma	5-9
Ripon	4 city/8b rural
Thornton	6-9
Tracy Rural	5-8b
Waterloo-Morada	5-8b
Woodbridge	5-8b

Coverage Adequacy

This section looks at the adequacy of station coverage within the individual districts, among the various adjoining districts, and between the cities and districts. It further addresses the need for cooperative agreements and, in some cases, the need for the adjustment of boundaries that could result in improved service coverage. Lastly, this section addresses the issue of unprotected fire coverage in the Delta region. Given the economic stresses facing both the districts and cities, it is important to look at the coordination of planning for future facilities and service needs between the local agencies.

- Staten Island (Map V-3) should be served by the Thornton FPD. Staten Island is within the Woodbridge FPD which requires Woodbridge to traverse nearly the entire Thornton FPD to provide service. If Staten Island would be included in the Thornton FPD over eight miles of travel distance could be saved, thereby providing a greater level of service.
- The Woodbridge FPD has two fire stations that are in close proximity to the City of Lodi fire stations. The Woodbridge FPD Station # 72, for example, is located south of Lodi and is within 3 miles to Lodi Station #3. In the future, the City plans to add an additional fire station with the development of Reynolds Ranch located in the southeastern portion of the City. Also Woodbridge Station #72 is

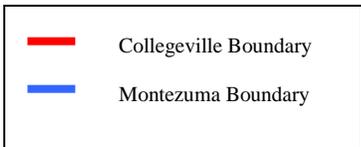
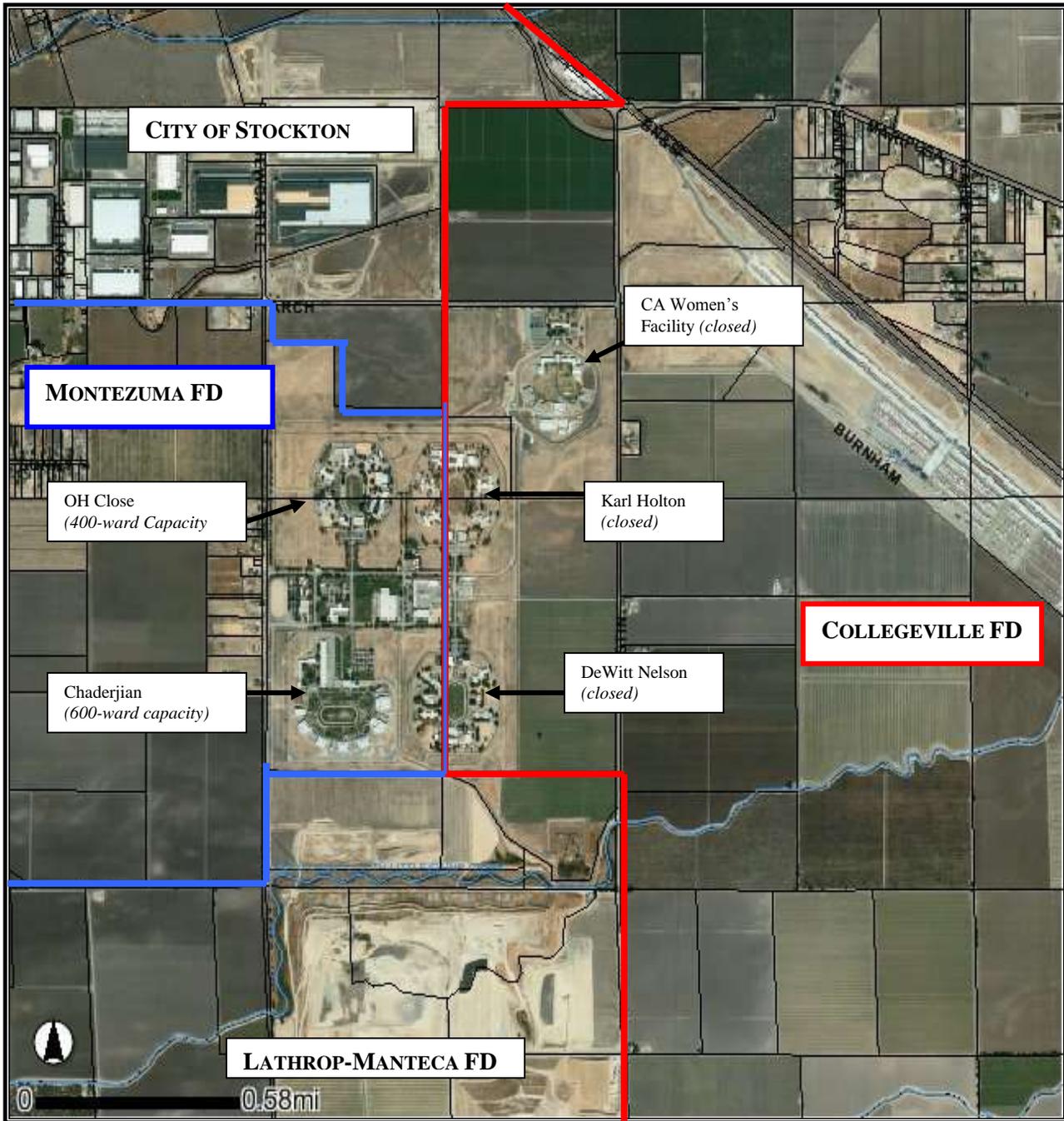
V-3: Fire Districts and Staten Island



closer to the southwestern portion of the Mokelumne FD and can provide a better response time than from the Mokelumne FD station that is located in Lockeford. Within the same vicinity is the Waterloo-Morada Station #15-2 that is now located within the Stockton city limits due to annexations. The three fire districts, Woodbridge, Mokelumne, and Waterloo-Morada FPDs have discussed the feasibility of relocating the Waterloo-Morada Station #15-2 to serve the south area of Woodbridge FD, the easterly area of Mokelumne FD and the northern area of Waterloo-Morada FD and a subsequent closure of Woodbridge Station #72. The City and the fire districts should coordinate planning efforts in order to ensure an adequate level of fire service is provided to all residents within this area and that duplication of service is minimized.

- The City of Stockton has not kept up fire station construction and is now in a situation where the rural fire districts are closer to the newly annexed areas of the City. Both Montezuma and French Camp-McKinley FPDs are closer than Stockton's stations in the southern part of the City. Although the initial response may be quicker for the rural districts, the number of responding firefighters and the balance of the first alarm assignment will be greater with the City of Stockton. In any case, sharing of resources over the short term would improve service and avoid duplication of facilities. In the case of Manteca, no new fire stations have been built since 1980 although one has been relocated and an additional engine company has been added. The City anticipates completion of a new station by the end of 2011 to serve the northwest portion of the City. Two other stations are planned but no specific time frame has been established. Coordination of services (*i.e.*, automatic aid agreement) with Lathrop-Manteca FPD may reduce the need for the Lathrop-Manteca Station No. 32, located to the south of Manteca.
- The Northern California Youth Correctional Center located along Arch Road is served by two rural fire districts. The Montezuma and Colledgeville FPD boundaries divide two of the juvenile correctional facilities in half (Map V-4: Montezuma and Colledgeville FPDs/State Facility). Although these two institutions have been closed since 2003 and 2008 the State plans to expand one of the facilities into a medical facility. To the north of NCYCC facilities is the former Northern California Women's Facility, closed since 2003. The state plans to convert this facility into an adult-male re-entry facility. This entire facility is within the Colledgeville FPD. The state recently conducted a review to determine which fire district would provide fire services to the planned facilities. The State investigating team considered distance, costs, level of service and benefit to the community and proposes to contract for services to the re-entry and medical facility with Colledgeville FPD. A contract with the Colledgeville FPD, which is now an all volunteer district, will provide the District with two fulltime firefighters that would be beneficial to the District residents as it will increase the overall level of fire protection service. Unless the two districts or the State of California request a boundary modification, LAFCo does not have the authority to adjust the boundaries.
- A portion of the Delta encompassing approximately 540 residential units and a population of approximately 2,400 people is without fire protection. (Map V-5: Unprotected Delta Region). The adjoining City of Stockton and rural fire districts provide emergency medical response for life threatening incidences namely automobile accidents and for structure fires when life is endangered. The fire districts nor the City has any responsibility since this area is not within a fire district nor served by CalFire under a State Responsibility Area. Tracy Rural FPD via Tracy Boulevard, French Camp-McKinley FPD via Howard Road and City of Stockton via Highway 4, are the only adjoining districts in San Joaquin County which can provide access to the unprotected Delta region. French Camp-McKinley FPD has recently entered into contracts with several homeowners to provide protection. These contracts should be formalized through LAFCo by either amending the boundaries of the district or establishing a SOI and authorizing out-of-agency service approvals pursuant to §56133 of the California Government Code. The City of Stockton Fire Department responds to vehicle

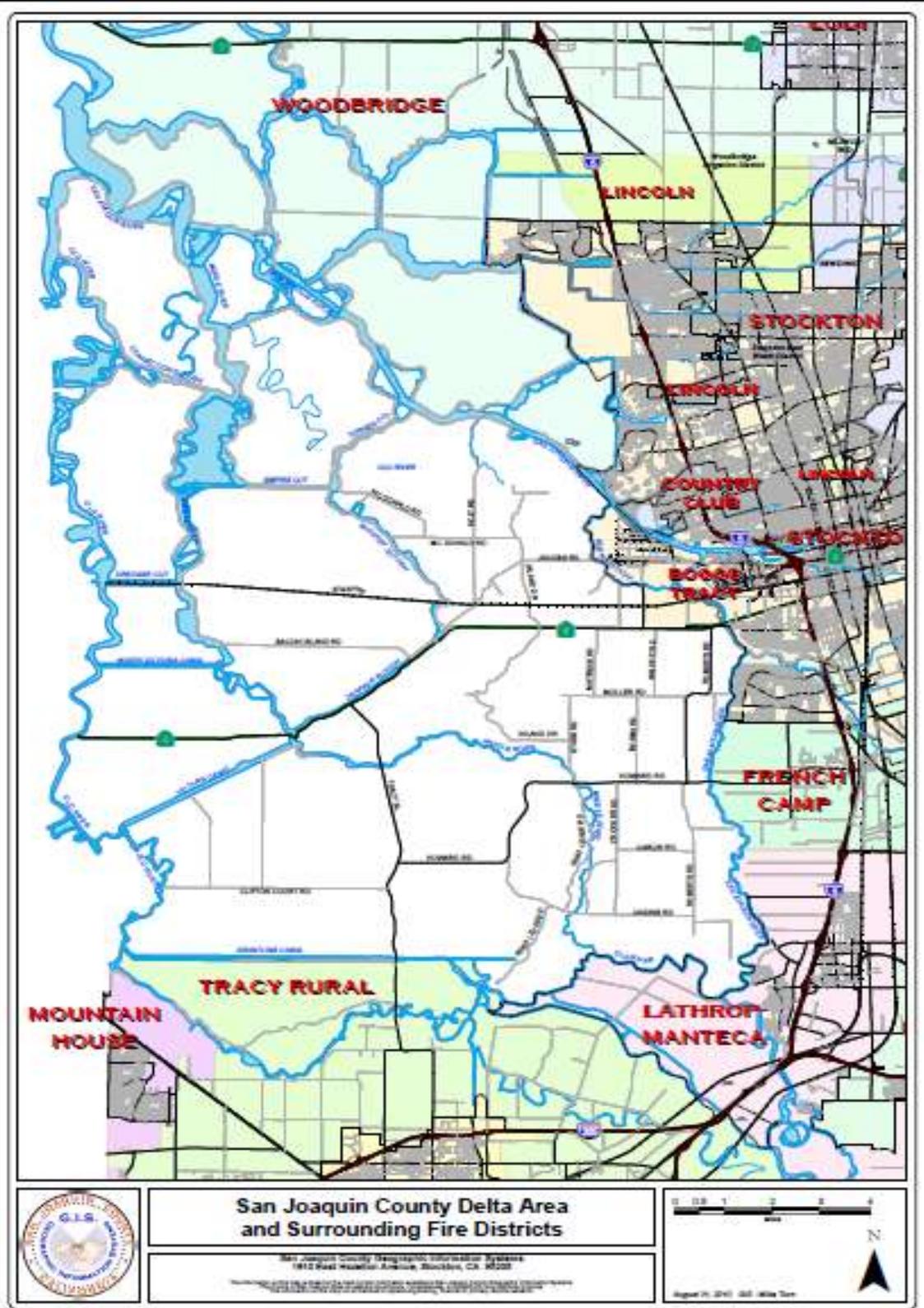
Map V-4: Montezuma and Colleeville FPDs/State Facility



Aerial of Fire District Boundaries and the Northern California Youth Correctional Center

California Department of Corrections and Rehabilitation Proposed Reentry Facility:
 500-bed secure reentry facility at CA Women's Facility
 1,734-bed prison medical care facility at Karl Holton
 1,133-bed correctional facility at DeWitt Nelson (*No detailed*)

Map V-5: Unprotected Delta Region and Surrounding Fire Districts



accidents along the Highway 4 corridor traversing this unprotected area under the reasonable assumption that Stockton residents frequently travel this commute path. The Stockton Fire Department will also dispatch limited resources to fires with immediate life safety concerns. The arriving fire department resource will assess the life safety hazard and may elect not to take any fire suppression action if a life hazard no longer exists. Stockton Fire Department’s three-year call volume to this unprotected area is shown below in Table V-10.¹²

Table V-10: City of Stockton Three Year Call Volume to Unprotected Area

	Vehicle Accident Speed	Vehicle Accident Trapped	Water Rescue	Miscellaneous	TOTAL
2007	8	22	7	14	51
2008	13	16	9	8	46
2009	8	15	8	10	41
2010	5	21	6	9	41
TOTAL	34	74	30	41	179

The long term solution is to establish a fire district for the entire area or annex to an adjoining district. Since there is no tax base, there is no revenue to pay for fire service. The voters previously rejected the establishment of a fire district in 1985 when the Delta Fire Protection District was formed. A special tax assessment would need to be passed by the voters. Authorization of out-of-agency service agreements may discourage the creation of a new district or annexation to another district which ultimately should be the goal.

Training Standards

All fire departments must comply with state and federal laws and regulations, just as any other employer. These laws regulate certain operations, administrative procedures, and training within the organization and are commonly referred to as “mandates.” The majority of the regulations are those adopted by the California Occupational Safety and Health Administration (Cal OSHA) to meet national standards developed by the federal OSHA. The goals of most of these regulations focus on *worker safety* but also include *professional performance to recognized standards* and *reduction of exposure to liability*.¹³ California is one of twenty five “OSHA” States” which has a state agency to oversee health and safety. Cal OSHA can issue a citation to an employer including local governments and can fine and/or jail individuals employed by government entities if the offense is serious enough. Cal OSHA requires fire departments to: (1) train all employees to perform safely in hazardous job activities, and (2) train all employees to state-mandated or nationally-recognized “industrial standards.” Some recent amendments (1998) to the regulations include the “two-in, two-out” standard that prohibits firefighters to enter a burning building under certain conditions, until there is a standby team of two firefighters outside. The elimination of the immunities from civil and criminal liabilities formerly granted to governmental employees in cases involving violation of workplace safety standards was removed by AB 1127 in 2000. SB 1207, enacted also in 2000 and effective in 2004, considers volunteer firefighters to be employees which means the volunteer firefighter must to trained to the same level as the career firefighter.

¹² *City of Stockton, Comments to Preliminary Draft Municipal Service Review County Rural Fire Protection Districts of San Joaquin County, November 4, 2010*

¹³ *“Training Mandates Study for the California Fire Service”, D. Schoonover, Mike Dowdle, San Jose Fire Department, November, 2007*

In order to help individual departments meet their obligation to train all employees to nationally-recognized “industrial standards”, the California Office of the State Fire Marshall (OSFM) has developed state certified training standards that meet or exceed national standards. Other national standards exist, primarily voluntary ones adopted by the National Fire Protection Association (NFPA). The California OSFM has developed an Accredited Regional Training Program as a partnership between an accredited community college and/or university, local fire agencies and the OSFM to deliver approved State Fire Training curriculum regionally. Training, therefore can be obtain directly from the OSFM, community colleges/universities, or provided by certified instructors. According to information received from the questionnaires, it appears that not all of the districts, particularly the volunteer districts, fully comply with the recommended state certification program. It is imperative that all the districts meet their legal obligation as required by Cal OSHA in order to not only furnish a place of employment that is safe and healthful for the employees but to also train firefighters to state-mandated or nationally recognized “industrial standards” to perform their duties in accordance with the expectation of the public. The Fire Chief’s Association should take a leadership role to ensure the Districts comply with training standards.

THE FINANCIAL ABILITY OF THE AGENCIES TO PROVIDE SERVICES

The financial ability of the districts to provide services is affected by the available financial resources and the management practices of the individual districts. This section discusses the revenues sources available to the districts, the financial constraints faced by the fire service providers, and the financial ability of the agencies to provide services. Lastly, it focuses on the long term financial implications of annexations by cities on adjoining fire protection districts.

While cities and counties exercise broad powers of taxation that are granted to general purpose governments by the State Constitution, special districts are limited to revenue sources authorized by the legislature. Although each district is an autonomous unit of local government with sovereignty over internal fiscal issues, the type of revenue sources are relatively restricted. As a result, the Districts rely primarily upon *property tax, special assessments, fees for service, and development mitigation fees*. Unlike cities which can use a wider variety of sources in addition to property tax (sales and use taxes, vehicle license fee, utility user fees, transient occupancy tax, etc.), districts are more restrictive in revenue sources and have little opportunity to increase fees. The most significant financing constraints for fire services are legal requirements that limit property taxes and require voter approval of new taxes and tax increases. Because the district’s financial resources are primarily tied to property taxes and special assessments, districts initially have been less affected by the recent downturn in the economy as compared to cities which rely upon sales taxes and other revenue. Only four districts experienced a decrease in revenue in 2007. However by 2010 a dramatic decrease in assessed valuation occurred, affecting nearly all the districts (Table V-11: Change in Property Tax Revenue 2008-2010). The most significant decreased in revenue occurred in the Lathrop-Manteca FPD where a large number of recently constructed homes were re-assessed to a lower value.

Table V-11: Change in Property Tax Revenue 2008-2010

District	FY 2007-2008	FY 2008-2009	FY 2009-2010	2008/2010 Change
Boggs Tract	\$129,067	\$114,313	\$70,934	-45.04%
Clements	372,245	371,325	380,317	2.17%
Collegeville	30,120	32,102	31,372	4.16%
Country Club	1,330,757	1,246,188	934,830	-29.75%
Eastside	2,203,899	2,142,214	1,663,084	-24.54%
Escalon	300,525	292,076	285,948	-4.85%
Farmington	238,189	233,174	231,205	-2.93%
French Camp-McKinley	617,393	533,638	421,017	-31.81%

Lathrop-Manteca	3,539,999	3,051,659	2,419,625	-31.65%
Liberty	846,934	816,713	759,861	-10.28%
Lincoln	1,802,361	1,685,523	1,395,661	-22.56%
Linden-Peters	1,511,732	1,528,866	1,557,031	2.9%
Mokelumne	525,895	519,348	477,969	-9.11%
Montezuma	616,817	640,572	508,816	-17.51%
Ripon	973,502	829,715	914,909	-6.02%
Thornton	141,094	137,524	150,432	6.62%
Tracy Rural	4,035,793	3,823,391	3,565,929	-11.64%
Waterloo-Morada	1,456,169	1,463,410	1,428,021	-1.93%
Woodbridge	2,547,384	2,442,674	2,458,407	-3.49%

Property Tax Revenue

Property taxes are the single most important source of revenues for the fire districts, making up an average of 67.4 percent of all revenues. As a funding source, property taxes are constrained by statewide initiatives that have been passed by voters over the years.

Proposition 13 was passed by the voters in 1978 which limited the ad valorem property tax rate, limited growth of the assessed value, and required voter approval of certain local taxes. Generally, the measure fixes the tax at one percent of the value, except for taxes to repay certain voter approved bonded indebtedness. Immediately following the passage of Proposition 13, the Legislature adopted SB 154 and subsequently adopted AB 8 in 1979 to establish tax allocation formulas. These bills allocated property tax revenues on a *pro-rata* basis. Generally, AB 8 allocated property tax revenue to the local agencies within each tax rate area based on the proportion each agency received during the three 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, and allocates less to districts and cities that were spending relatively low amounts at the time. AB 8 also increased the share of property tax revenue allocated to local governments by shifting the property tax revenue away from schools. School losses were back-funded from the State General Fund.

In the mid 1980's, the legislature required counties to shift some of their property tax revenue to cities that had never received property tax revenue or had relatively low levels of property tax revenue. In fiscal year (FY) 1992-1993 and again in FY 1993-94, the Legislature permanently shifted property tax revenues from counties, cities and special districts back to schools in roughly the same proportion as the benefit received under AB 8. In November 2004, voters approved Proposition 1A, which establishes a constitutional amendment protecting local property tax revenue. Property tax revenue cannot be reallocated by the State unless approved by two-thirds vote of the Legislature and the Governor declares a significant financial hardship. For FY 2009-2010 the State has enacted this provision and suspended Proposition 1A protection and shifted the maximum allowed rate of 8 percent from local governments including special districts to the State. In an effort to minimize this impact and in order not to cause harm by the loss of this portion of the property tax, California Communities (a joint powers authority sponsored by the League of California Cities and the California State Association of the Counties) established a Securitization Program

Property Tax Discussion

Because the District's financial resources are primarily tied to property tax and special assessments, districts had been less affected initially by the recent downturn in the economy as compared to cities which rely upon sales taxes and other revenue. However, the recent reassessment of property value in 2010 has had a dramatic impact on most of the districts. (Table V-11 Change in Property Tax Revenue) Unfortunately, this is likely to lead to a long term impact on the districts since the Assessor can only raise the assessed value when there is a recovery in the market. Numerically, the significant decrease in revenue occurred in the Lathrop-Manteca Rural Fire District where a large number of recently constructed homes were reassessed to a lower value.

which replaces 100 percent of the funds loaned by the local agencies to the State. Because the State is paying the interest on the bonds plus the costs of issuing, the full amount of the funds is available to the cities and districts. Eleven of the nineteen rural fire districts in San Joaquin County took advantage of this program.

As discussed, when Proposition 13 was approved, the distribution of revenues was based on the proportion each agency received during the three years preceding adoption of Proposition 13. Local agencies which had relatively high tax rates at the time Proposition 13 was enacted benefited and districts which were spending relatively low amounts at the time did not benefit.

Overall, all districts suffered a proportionate decrease in revenue as a result of Proposition 13. It is estimated that local government property tax revenues were cut by 60 percent. The distribution of post Proposition 13 revenue was based on tax rate areas. A tax rate area is a specific area which receives the same services (lighting, drainage, fire, reclamation etc.) and is assessed the same tax increment for these services. There are nearly 1300 separate tax rate areas in the County and over 800 tax rate areas within the boundaries of the rural fire districts. Therefore not only does each district receive a different increment of the tax dollar, there are also different increments within each of the districts. Table V-12 identifies the approximate range of tax increment among the districts. Boggs Tact FPD receives the greatest percent of the tax dollar at 32 percent and Escalon FPD receives the least at approximately 1.5 percent. The average tax increment for all districts is approximately 11.7 percent. Because of this significant deviation of revenues among the districts as a result of Proposition 13, the tax increment serves as an impediment to consolidation options.

<i>Table V-12: Tax Increment</i>	
Average Tax Increment Received by Each District (Percentage of Tax Dollar)	
Boggs Tract	32
Clements	7.7
Collegeville	2.3
Eastside	19.7
Escalon	1.5
Farmington	5.1
French Camp-McKinley	8.1
Liberty	13.1
Lincoln	21.7
Linden-Peters	17.5
Lathrop-Manteca	9.9
Mokelumne	6.2
Montezuma	10.3
Ripon	5.6
Thornton	4.8
Tracy Rural	11.6
Tuxedo-Country Club	21.8
Waterloo-Morada	9.3
Woodbridge	14.3
Average	11.70%

Special Tax Revenue

After property tax, special taxes are the principal source for funding fire protection services. The State Constitution authorizes special districts to impose special taxes with a two-thirds approval of the electors or with 50 percent plus one vote for a benefit assessment. The two-thirds requirement was reinforced in 1986 by Proposition 62 and again in 1996 by Proposition 218. Therefore, the principal alternative that fire districts can use to generate additional revenue requires two-thirds approval of the voters. In San Joaquin County, 13 of the 19 Rural Fire Districts have implemented Special Assessments many of which were imposed prior to the two-third voter requirement. In FY 2009-2010, special assessments accounted for 23.8 percent of all revenue. Approval of special assessments even for fire services has become more and more difficult. As shown in Table V-13, there were eleven special tax elections since 1986. Only four measures received the required two-thirds approval. In June 2010, the Eastside FPD voters approved a benefit assessment.

Special Tax revenue has not been affected by the re-assessment of property values.

Table V-13: Special Tax Elections from 1985 to 2010

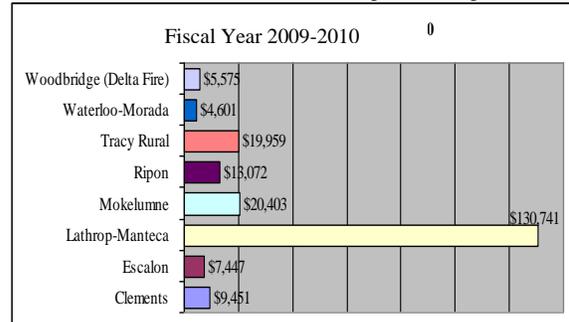
District	Date	Name	Votes Yes	Votes No
Collegeville FPD	March 6, 2001	Measure J	127/79.9%	32/20.1%
Eastside Rural FPD	Nov. 3, 1998	Measure J	1,966/64.9	1,064/35.1
Eastside Rural FPD	June 2, 1998	Measure C	1,616/65.6%	848/34.4%
Escalon Consolidated FPD*	1989		80%	20%
Linden-Peters FPD	Aug. 3, 1993	Measure A	369/39.5%	564/60.5%
Mokelumne FPD	Nov. 6, 2001	Measure H	658/66.3%	334/33.7%
Mokelumne Rural Co. FPD	Mar. 5, 2002	Measure M	1,158/64.3%	643/35.7%
Ripon Consolidated FPD	May 8, 2007	Measure O	1894/54.25%	1597/45.75%
Thornton Rural FPD	May 12, 1987	Measure A	209/75%	69/25%
Waterloo-Morada Rural Co. FPD	Nov. 5, 1985	Measure G	716/58.5%	508/41.5%
Waterloo-Morada Rural Co. FPD	Nov. 4, 1986	Measure R	2,865/72%	1112/28%

*Election information unavailable

Development Impact Fees

According to the California Government Code (§66000), cities and counties have the legal authority to impose fire facilities impact fees on behalf of the districts within their city limits or, in the case of counties, within the unincorporated areas. To impose a fee, a city or county must justify the fees as an offset to the impact of future development on facilities. The fee must be committed within five years and the city or county must keep separate funds for each development fee. Since development in San Joaquin County occurs primarily within the cities, the magnitude of development fees outside of cities is not a significant source of revenue for the districts. Nonetheless, this fee does provide the opportunity to augment the district’s budget particularly for those districts which have more substantial urban development (Ripon, Escalon, Lathrop-Manteca and Tracy Rural FPDs). For example, in FY 2008-2009 Lathrop-Manteca FPD collected over \$267,000; slightly more than \$25,000 in FY 2008-2009; and \$130,741 in FY 2009-2010. Table V-14 identifies the districts that have fire facility fees and the amount collected in FY 2009-2010. Accounting for these fees must be identified in the agency’s capital outlay account and must be used for a capital expenditure (e.g., fire station or equipment) and cannot be transferred to augment operating expenses. All districts should avail themselves of this program.

Table V-14: Districts with Development Impact Fees



Fee for Services

An additional source of revenue for districts includes the collection of fees for specific services. Nearly all of the districts collect fees for fire plan check associated with the review of building plans for new construction and remodels. Nearly all districts also collect fees for the issuance of fire permits associated with those uses that require periodic inspections. French Camp-McKinley and Montezuma FPDs receive revenue from other governmental agencies for fire protection of specialized facilities such as the San Joaquin County Jail/Hospital complex and the Stockton Metropolitan Airport. French Camp-McKinley FPD also contracts for service with several properties in the unprotected area of the Delta. Recently many of the districts have been charging for services associated with vehicle accidents from out of area residents. Although not a substantial source of revenue for most districts, fee for services are increasing becoming an integral part of the all of the district’s overall financial strategies. For FY 2009-2010, fees for service and other fees represented an average of 2.1 percent of all revenues.

Cost for Fire Services

Over \$101 million dollars annually is projected to be spent in FY 2010-2011 for fire services in San Joaquin County. Stockton has the greatest share of this cost at slightly over \$48.4 million. Lodi (\$9.1 million), Manteca (\$7.2 million) and Tracy (\$8.6 million) will collectively spend \$24.9 million dollars. A total of \$27,714,159 is projected to be spent by the rural fire districts in FY 2010-2011. The rural fire districts represent 27.4 percent of all fire service costs in San Joaquin County. Table V-15 provides an overview of the revenues, operational costs, and capital/reserves for each district for FY 2009-2010. The capital and reserve value was estimated base upon the amount of funds remaining on June 30, 2010 in the operating account plus the amount remaining in the accumulative capital reserve accounts. As stated in the above discussion concerning development impact fees, some of the funds contained in the capital outlay account are restricted and cannot be transferred to the operating account. However, the amount remaining at the end of the fiscal year in these two accounts provides a comparative basis of the economic condition of the districts. Overall most districts are in sound financial condition with nearly half of the districts maintaining a balance of more than 100 percent of operating expenditures. More than 70% of the nineteen districts maintain a balance of 50 percent or more. However, five districts (Lathrop-Manteca, Mokelumne, Thornton, Waterloo-Morada, and Tracy Rural) maintain less than 50 percent (in some cases 0 percent) in reserves. Lathrop-Manteca FPD in FY 2009-2010 spent more in operating expenditures than revenues received. Tracy Rural FPD has a debt of \$5.67 million owed to the City of Tracy. Nine of the last ten years since the Joint Powers Agreement was established in 1999, the City of Tracy has issued a cash advance to the Tracy Rural FPD. The District has operated in a budget deficit six of those ten years. Eastside FPD's special assessment was approved by the voters in 2010 did not result in a decrease of 16 percent in revenue. Although many districts have substantial reserves, several of the districts have a long term need to upgrade their stations and all of the districts must consider the need to replace equipment.

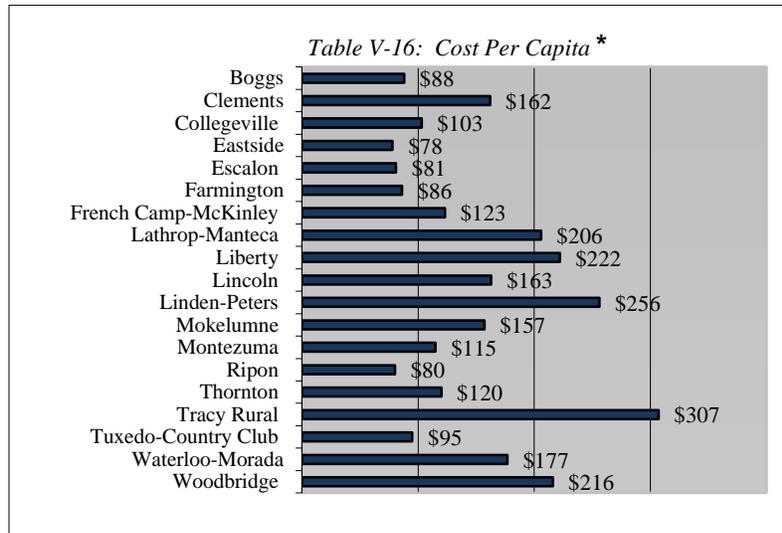
Table V-15: FY 2009-10 Operating & Capital Expenditures

Fire District	Revenues	Operating Expenditures	Capital & Reserves	% of Cap/Rev to Operating Expenditures
Boggs	\$ 72,807	\$ 69,712	\$ 254,534	365%
Clements	452,386	380,305	481,591	127%
Collegeville	73,306	73,148	84,235	115%
Eastside	2,086,758	1,811,106	2,703,692	149%
Escalon	1,041,709	1,020,404	931,645	91%
Farmington	233,568	172,453	307,461	178%
French Camp-McKinley	851,631	894,706	650,476	73%
Lathrop-Manteca	4,727,131	5,183,156	14,832	0.3%
Liberty	760,446	764,407	1,814,646	237%
Lincoln	1,404,916	1,411,061	1,976,629	140%
Linden-Peters	1,451,193	1,443,930	1,276,961	88%
Mokelumne	916,188	1,005,763	364,642	36%
Montezuma	1,024,934	933,575	1,637,727	175%
Ripon	1,491,311	1,486,776	1,046,260	70%
Thornton	219,198	243,253	31,070	13%
Tracy Rural	4,554,033	4,755,744	327,073*	7%
Tuxedo-Country Club	1,001,398	961,415	1,294,498	135%
Waterloo-Morada	2,278,003	2,327,098	1,047,866	45%
Woodbridge	2,724,085	2,776,145	1,844,608	66%
Totals	27,365,001	\$28,549,736	18,090,032	

* Tracy Rural FPD has a debt of \$5.67 million owed to the City of Tracy. Since April 2011, the District and the City have entered into a pre-paid services agreement for a joint use Station (Station 92) to resolve the outstanding debt.

Operating Costs

The median cost for operating a fire district in San Joaquin County was \$123 per capita for FY 2009-2010 derived by dividing the total number of people in the district by the operating expenditures). The costs varied considerably among the various districts as evidenced by the range of \$78 per capita for Eastside FPD to \$307 per capita for Tracy Rural FPD (Table V-16-Cost Per Capita). The cost per capita for the South County Fire Authority which includes the City of Tracy, Tracy Rural FPD and Mountain House Community Services District was \$143.71. There is no correlation among the various factors which would explain the variation in costs. Generally, costs tend to be higher per capita for districts that have multiple stations, have relatively larger areas to serve and those that provide advanced life support services. Costs tend to be higher for those districts that have higher labor costs.



**For comparison the cost per capital for South County Fire Authority is \$143.71.*

The contract districts, particularly Boggs Tract, Eastside, and Tuxedo-Country Club have some the lowest per capita costs for the delivery of fire services. By comparison, the cost per capita for fire services for FY 2009-2010 in the four cities that provide their own independent fire protection service is \$103 for the City of Manteca, \$109 for the City of Tracy, \$139 for the City of Lodi, and \$166 for the City of Stockton. On average, the rural fire protection districts provide fire protection services at a lower cost than the cities.

Compensation Costs

There is a wide disparity of compensation costs among the Districts (Table V-17 Compensation). The median salary of a career firefighter with five years of experience (top step) was \$51,068 per year for FY 2009-2010. Tracy Rural had the highest salary at \$81,808 per year followed by the \$70,464 paid to firefighters employed by the City of Stockton for contract services for Boggs Tract, Eastside, Lincoln, and Tuxedo-Country Club FPDs. Thornton FPD had the lowest salary for career firefighters at \$27,360 annually. The disparity of salaries can have a significant influence on the feasibility of the consolidation of districts. In addition to salaries, there are benefit costs for employees and retirees, including pension and retiree health insurance costs into the future. No attempt has been made to calculate these costs.

Table V-17: Compensation



Impact of City Growth on Rural Fire Districts

Fire protection services outside of the Cities of Lodi, Stockton, Manteca, and portions of Tracy are provided by rural fire protection districts. As discussed above, property tax and special assessments are the primary source of revenue for these districts. As annexations to these cities and detachments from the districts occur, the district’s physical boundary and financial revenue shrink. Unfortunately, the district does not experience a corresponding reduction in service costs. In situations where automatic aid agreements are in place, the district may even continue to provide services without reimbursement. In any event, the district must still maintain the same number of stations, employ the same number of firefighters, and maintain the same amount of equipment and do all of this with less revenue. This is particularly problematic when the overall tax base is capped at a maximum 2 percent growth under Proposition 13 and while districts are experiencing decreasing property values. Increases in labor and benefits, training, replacement of equipment and facilities all have grown at a rate greater than 2 percent. The opportunity for districts to increase revenues through special assessments has also lost appeal with voters. The combination of these factors has placed significant constraints on the districts’ ability to provide services to the remaining area of the district as annexations continue.

Table V-18: Annexations 2005-2010 Stockton

Project	Acres	Annex Date
Old Oak Estates	14.10	7/22/2005
Northbrook-Elkhorn	209.00	11/17/2005
Alvarado-Calaveras	53.00	03/17/2006
Hammer Lane Estates	1.62	5/10/2006
Michael Estates II	1.70	7/25/2006
Garden Farms	6.90	9/25/2007
Podesta Ranch	11.69	9/28/2007
Crystal Bay	180.00	6/17/2008
Sanctuary	1967.00	1/29/2009
Arch/Newcastle	1.15	4/21/2009

The issue of addressing these financial impacts from annexations on districts has been largely ignored. The City of Stockton has attempted to recently “backfill” the lost revenue during a five year period. In 2005, the City of Stockton and the County agreed to continue to reimburse the fire protection districts the loss of revenue the district was receiving at the time of annexation. This agreement expired in July 2010. The agreement was not *for* a five year period but rather only *during* the five year period. The number of annexations affected by this agreement and financial contribution to the districts were minimal. Table V-18 shows the annexations to the City of Stockton during the agreement period. The only other example was the City of Lodi entered into an agreement in 2000 with the Mokelumne FPD to replace lost revenue for a ten year period for a winery which annexed to the City. [Since release of the preliminary draft of

this report, the City of Manteca has entered into a 10-year agreement with Ripon Consolidated and Lathrop-Manteca RFD to provide loss revenue from property tax plus a two percent annual increase and special assessments for two annexations.]

Twelve of the nineteen rural fire districts are affected by the impact of the expansion of cities into the districts' boundaries. Table V-19 identifies districts that are impacted and the anticipated property tax revenue loss for each district by city. Maps V-6 and V-7 depict the spatial implications of these expansions.

Table V-19: Fire Districts within a City's SOI

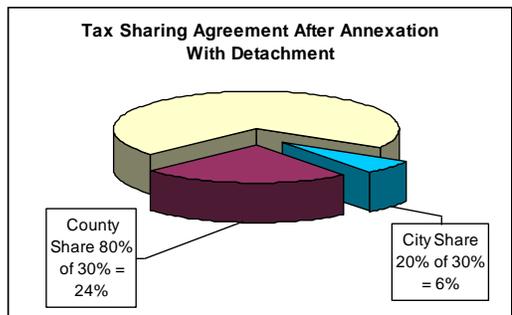
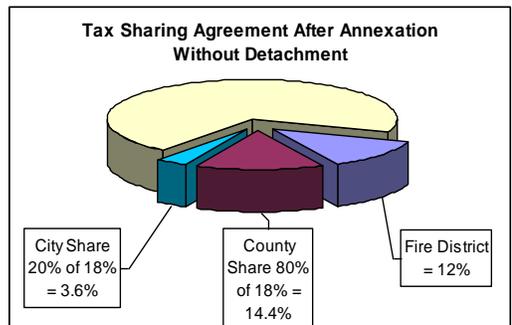
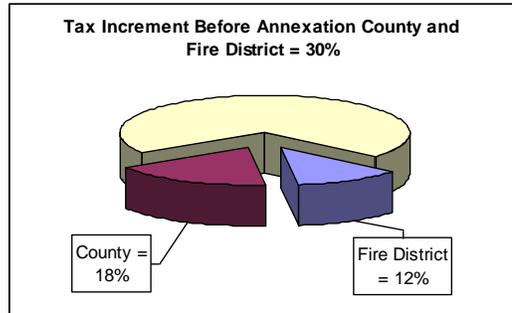
Fire District	Current Area (Acres)	Percentage of Area within the SOI				Estimated Potential Annual Property Tax Revenue Loss to District for area within the SOI (FY 2008-2009)			
		Manteca	Lathrop	Stockton	Lodi	Manteca	Lathrop	Stockton	Lodi
Boggs Tract	99	0%	0%	100%	0%			\$70,934	
Collegeville	18,185	0%	0%	19%	0%			\$6,108	
Country Club	1,314	0%	0%	100%	0%			\$934,830	
Eastside	7,451	0%	0%	49%	0%			\$814,911	
French Camp-McKinley	8,419	0%	1%	52%	0%		\$45,972	\$352,339	
Lathrop-Manteca	54,248	15%	0%	2%	0%	\$313,529		\$4,276	
Lincoln	8,084	0%	0%	68%	0%			\$949,049	
Mokelumne	21,425	0%	0%	0%	1%				\$15,992
Montezuma	5,796	0%	0%	100%	0%			\$547,102	
Ripon	28,565	4%	0%	0%	0%	\$8,357			
Waterloo-Morada	24,818	0%	0%	12%	0%			\$466,878	
Woodbridge	101,364	0%	0%	5%	2%			\$23,030	\$771,629

Note: Does not include special assessment loss

With the exception of the contract districts (Boggs, Country Club, Eastside, Lincoln FPDs), Montezuma, followed by French Camp-McKinley, Collegeville and Waterloo-Morada are the districts most affected by city annexations. All of Montezuma FPD and over 50 percent of French Camp-McKinley FPD are in the sphere of influence of either the City of Stockton or the City of Lathrop. Waterloo-Morada FPD is in particular danger of losing not only property tax revenue but also a significant amount (\$238,533) from special assessments currently received from developed industrial property. As these cities grow, the districts will be impacted to a point where they will no longer be able to provide service to the remaining areas of the districts due to the anticipated decrease in revenue.

In order to maintain an adequate level of fire protection services in the districts affected by annexations, a long term financial solution must be found. To evaluate options, it is necessary to first understand the change in the transfer of revenues when an annexation occurs.

Proposition 13 and AB 8 fixes the tax rate at one percent of the value (except for taxes to repay certain voter approved bonded indebtedness) and the property tax revenue to the local agencies was based on the proportion each agency received during the three years preceding adoption of Proposition 13. Although the tax increment varies considerably from one district to another, it will be assumed that the share of tax increment for fire districts is approximately 12 percent and the share for the County is 18 percent of the tax dollar. If detachment *does not* occur, the district continues to receive its tax increment and continues to provide fire protection services. The district also continues to receive its special assessment revenue. The County and the City share the revenue at an 80 percent-20 percent split.¹⁴ Although the County share is reduced after annexation, it is assumed that overall tax revenue would increase as a result of the increase improvement value from new development. After annexation, if a fire district *is* detached, the fire district share is added to the County's share and then proportioned in accordance with the required Tax Sharing Agreement between the respective City and the County. Therefore, after annexation with detachment from the district, the City will receive about 6 percent (20 percent of the total 30 percent) and the County will receive 24 percent (80 percent of the 30 percent) tax increment. The pie charts provide an illustration on how the tax sharing works.



All agencies (Cities and County) will benefit when the assessed value increases. This increase is likely since the purpose of annexation is to facilitate development. This increase in valuation and thus revenue can be substantial, particularly when farmland is converted to urban development. For example, in only three tax rate areas in the Spanos Park West area (TRA 003-243; 003-244; and 003-246), the assessed value increased from approximately \$31 million to over \$609 million just since 2002 representing a 1,844 percent increase in property taxes. In another example, the Westlake Villages Reorganization (in the same vicinity of Spanos Park West) which occurred in FY 2006-07 increased total assessed value from \$12.5 million to \$105 million by 2009-10. These examples illustrate the dramatic increase in valuation after annexation. Therefore, there is opportunity to share this increase in revenue with the rural fire districts which are detached in order to address the impact associated with the expansion of cities into the territory of the adjoining districts.

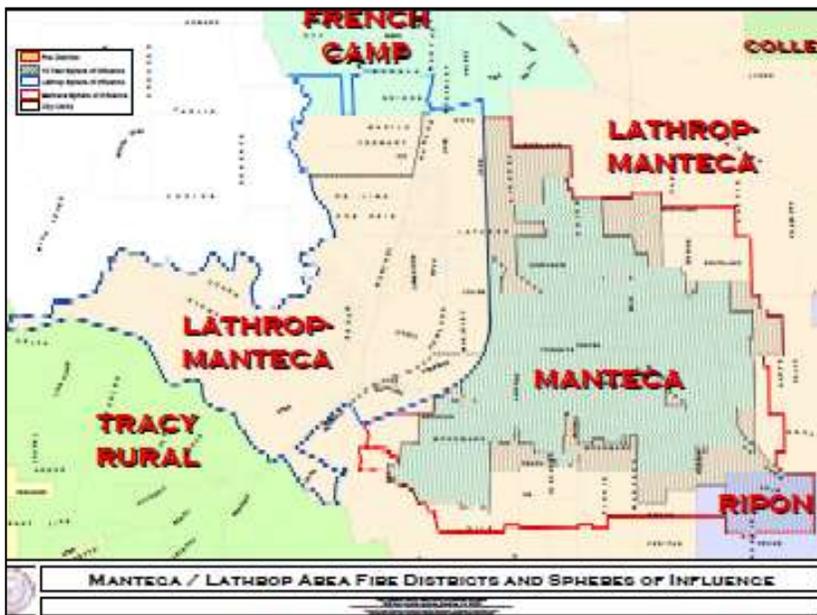
In the Cities of Escalon, Ripon and Lathrop, the fire protection districts do not detach when annexation occurs since these districts provide fire services within each of the cities and to the surrounding area. The tax sharing agreements generally specify an 80/20 or 64/36 split of only the previous County increment and not the fire district's increment. The fire district continues to receive their original increment. Therefore, the County receives a lesser increment after annexation since the County increment is shared with the City. The City also receives a lesser increment under those situations when detachment from the fire districts occurs. However, the cities do not need to expend money on fire services.

¹⁴ For two cities (Escalon and Ripon), the property tax sharing split is 64% to the County and 36% to the City. These two cities do not detach from the fire districts upon annexation.

Map V-4: Fire districts within Stockton SOI



Map V-6: Fire Districts within Manteca and Lathrop SOI



The City of Tracy's situation is somewhat different. Since 1996, territory annexed to the City of Tracy have not detached from the Tracy Rural FPD. This was done in anticipation of a consolidation of the City of Tracy Fire Department and the Tracy Rural FPD whereby the City of Tracy would relinquish fire protection responsibilities as well as their fire department employees to the Tracy Rural FPD under a contractual agreement. The new district's finance plan relied upon not detaching from the District for property tax reasons and to continue the "voter approved" tax override. Consolidation never occurred and instead a joint powers authority was established in 1999 in the form of the South San Joaquin County Fire Authority. Joint Powers Agreements (JPAs) are formal, legal agreements between two or more public agencies that share a common power and want to jointly implement programs, build facilities, or deliver services. Public agencies create JPAs voluntarily. Officials from those public agencies formally approve a cooperative agreement. The JPA, technically, is a new separate governmental organization created by the member agencies, but is legally independent from them. The agencies retain their own identity. For operational purposes, the South County Fire Authority operates as one agency but for financial purposes they are separate. Joint Power Agreements do not require approval by LAFCo to be established nor do they require approval from LAFCo to dissolve. The situation in Tracy, unlike other cities, is that within the boundary of the City two separated agencies are responsible for fire service. LAFCo's policies favor a single multipurpose governmental agency to be accountable for community service needs as opposed to a single purpose district. From a LAFCo perspective, fire service within the City of Tracy should be solely under the jurisdiction of the City or as a consolidated district.

To address the financial impact of the fire districts that detach when annexations occur, there are several options that can be explored. Several alternatives exist including: short-term backfill agreements, not detaching, incorporating the interest of the fire districts in the tax sharing agreement, or providing financial reimbursement through an agreement (e.g., development agreement).

Short-Term Backfill Approach: The short term backfill agreement approach has been largely unsuccessful in achieving a long term solution. The notion was that continuation of the revenue for a specific period will give the districts time to find additional revenue. Unfortunately, there is little opportunity for the district to find additional revenue to make up for the loss except for voter approved assessments. Not only are these difficult to pass, it would be more difficult to pass when the voters would most likely view the need for increased taxes being related to new development occurring outside the district. The flaw to this approach is that there is no new revenue available now or into the future.

No Detachment from the Fire District Approach: The second approach of not detaching has significant advantages to the districts but not to the County or to the cities. The County shares its increment with the City and ultimately receives less increment than prior to annexation. After annexation, however, a significant increase in total value is expected. From a LAFCo perspective, it is not desirable to have two agencies provide fire services in one community.

Tax Sharing Agreement Approach: The next approach is to include the fire districts in the tax sharing agreement. The agreement could keep the same revenue (not increment) going to the districts with perhaps an escalator (CPI) to cover future costs. At first, the cost would equal the same increment received by the district prior to annexation. When development occurs, the same numeric amount would be received by the district but it would represent a much smaller percentage.

Mitigation Fee Approach: The last approach would be similar to the tax-sharing agreement in that continuous revenue would be received by the district through an agreement with a City funded by the jurisdiction or the applicant. A recent inquiry to the Attorney General's Office for a similar proposal in Solano County concluded that a Local Agency Formation Commission (LAFCo) may require the payment of a mitigation fee (either on a one-time basis or a recurring basis) to a public agency (i.e., fire district) as a condition of approval of a land boundary change among public agencies.

The Attorney General's Office provided an informal letter opinion on whether a mitigation fee to a public agency can be imposed by a LAFCo as a condition of approval for a land boundary change. The Attorney General's Office provided the following in its informal letter opinion: The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (CKH Act) (Government Code Sections 56000 through 57550) is designed "to encourage orderly growth and development." The primary function of a LAFCo is to "review and approve or disapprove with or without amendment, wholly, partially, or conditionally, proposals for changes of organization or reorganization" of local agencies. In reviewing proposals for changes of organization or reorganization the Commission must consider review factors set forth in Government Code Section 56668. Included in the list of factors is the cost and adequacy of governmental services (§56668(b)); the effects of the proposed actions on adjacent areas (§56668(c)); and the sufficiency of revenues for providing services to new areas (§56668(j)). It is within these review factors, according to the of the Attorney General's Office, that provide LAFCo with ample authority to consider the potential adverse economic impact of a proposed annexation on the remaining territory of a special district, i.e., a fire district. The authority to condition an approval of a change in organization or boundary with a requirement of a mitigation fee falls under Government Code §56886.

It is not the intent of LAFCo to impose a recurring mitigation fee without further review of the receiving fire district's long term viability, its ability to continue to provide effective and efficient services, and an assessment of the financial health of the district. In fact, LAFCo is required to review and update spheres of influence of local agencies every five years (Government Code §56425(g) and prior to updating the sphere must conduct a municipal service review. The MSR review period provides LAFCo with the opportunity to determine whether a change in organizational structure of a subsidized fire district would be appropriate and whether the mitigation fee would be no longer justifiable. In addition, with each annexation to a City and detachment from a fire district LAFCo is afforded the opportunity to again considered those review factors cited above (§56668) and to make determinations on which local agency can best accommodate and provide the necessary governmental services in the most efficient manner feasible.

Implementation of a mitigation fee should be formalized through the amendment of the Commission's policies and procedures to require on-going mitigation prior to detachment of fire districts.

STATUS OF, AND OPPORTUNITIES FOR, SHARED FACILITIES

As part of the MSR process, LAFCO is responsible for evaluating opportunities for sharing facilities and resources among the jurisdictions and districts. The service review should identify opportunities for jurisdictions to share resources to create a more efficient service delivery system. The benefits of sharing resources are numerous, including the pooling of funds to enjoy economies of scale, reducing service duplications, diversifying administrative functions, reducing costs and providing better overall services. Maximizing the opportunities to share facilities and resources allows for a level of service to citizens that may not otherwise be possible under normal funding constraints.

Fire Protection districts are somewhat unique as compared to other districts and agencies. Each district has a specific responsibility that cannot be shared or delegated. The focus of this section is to identify the areas where joint coordination has helped the districts carry out their individual responsibilities and identify any other potential opportunities.

Mutual and Automatic Aid

The Cities and the fire protection districts since 1986 have agreed to provide supplemental fire, rescue, and related services upon request by providing personnel, services, and equipment. This is a prearranged plan between agencies for reciprocal assistance *upon request* by the first-response agency. Under this agreement the requesting party is not required to provide compensation to the assisting party for the services rendered. The cooperative agreement is especially important for districts since for structure fires most districts must rely upon assistance in order to assemble an adequate work force to fight the fire and to comply with specific safety regulations.

In addition to the County-wide agreement, many of the districts have entered into automatic aid agreements whereby there is a prearranged plan or contract between agencies for an *automatic response* for service with no need for a request to be made. Many times the closest available engine responds without regard to district boundaries.

Joint Power Authorities

Joint powers authorities (JPAs) are permitted under Government Code Section 6500 which authorizes two or more public agencies to operate collectively. Joint power authorities do not require approval by LAFCo. A JPA is distinct from the individual member agencies and has a separate operating board of directors. Several JPAs exist as cooperative efforts of the participating fire districts to develop and manage services and to combine efforts to achieve economies of scale. Existing JPAs include:

San Joaquin County Joint Radio Users Group (JRUG): A collection of 15 San Joaquin County (CA) fire districts that oversee dispatch services and maintenance of equipment owned cooperatively. JRUG participated with other County public safety organizations in developing a Master Radio Communications Plan to improve and update the radio system for the region's First Responders. Lifecom provides joint dispatch services to all fire protection districts.

South County Fire Authority In September 1999, the Tracy City Fire Department merged with the Tracy Rural FPD. A partnered South County Fire Authority was created to manage the department in order to offer better response times, services, staffing levels and general streamlining of the organization.

Other Coordinated Programs

The fire districts have worked cooperatively on other program and issues including:

County Urban Search and Rescue Team (USAR), Hazardous Material Response Team (Haz/Mat) and County Joint Fire Investigations Unit (FIU): Several rural fire districts provide assistance in emergency situations that require joint resources and specialized training. The specialized teams cooperate and work with the County Office of Emergency Services.

Fire Agencies Self-Insurance System (FASIS): This is a worker's compensation program for fire districts. The agency that offers the insurance is governed by an 11-person board of directors. The agency offers legal assistance, work place safety training and risk management.

***San Joaquin County
Joint Radio Users Group***

Originally, the San Joaquin County Fire Districts dispatched emergencies individually by staffing each fire district with a dispatcher which most often was a firefighter assigned to the task. In 1979, the Waterloo-Morada, Linden-Peters, and Woodbridge Fire Districts recognized the need to improve the emergency dispatching and entered into a mutual agreement in which each district hired dispatchers that were stationed at the Woodbridge Fire District where the communication center was located. This combined effort improved communications amongst the districts, but more importantly relieved a firefighter from the duty of dispatching and placed them back into the capacity of firefighting.

In the late 1980's, the 911 emergency communication system was instituted designating law enforcement as the Primary Safety Answering Point (PSAP). This system was a giant step to enhance the emergency communications system throughout the County. All fire districts, with the exception of the then Manteca-Lathrop Fire District were dispatched by the County Sheriff's Office. It was the opinion of many fire officials that this arrangement was the benchmark in consolidating fire emergency communications which not only benefited the constituents but most importantly firefighter safety. At this time the City of Tracy Fire Department, Tracy Rural Fire District, City of Manteca Fire Department and the Manteca-Lathrop Fire District were dispatched under a separate agreement with the City of Stockton and dispatched by the Stockton Fire Department as a secondary PSAP.

In the mid-1990's, costs to operate the County Sheriff's Office communication center were increasing, resulting in additional financial liabilities to the fire districts. Fire district administrator's started analyzing and investigating a cost effective solution with emphasis on and maintaining the integrity of the communication system. At this time the City of Stockton offered dispatch services to the fire districts. The fire districts entered into a contractual agreement with the City for communications and dispatch based on cost and because dispatching would be conducted by a fire agency.

In 2005, the fire districts began to explore alternatives to provide emergency communications services and the viability of establishing a Joint Powers Agreement (JPA). With the exception of the Lathrop-Manteca and Tracy rural fire district, the districts opened dialog with many communication centers throughout the region. Simultaneously, the County issued a Request for Proposal for ambulance service within the County that would include a communication/dispatch component.

In April 2006, the fire districts entered into a JPA and established the San Joaquin County Joint Radio Users Group (JRUG) consisting of fourteen fire districts. JRUG entered into a contractual agreement with American Medical Response for emergency communications/dispatch service with their communication center located at Lifecom in Salida, CA. In April 2007, the Tracy Fire Department and Lathrop-Manteca joined JRUG and received dispatch services from Lifecom. Today, all County fire districts and one City fire department are members of JRUG and dispatched by Lifecom.

JRUG is involved with the communications center with management responsibility for fire communications/emergency dispatch services and provides continuous evaluation of the communication system through the JRUG Dispatch Oversight Committee. Much has been accomplished through JRUG and dispatch center including the development of policy and procedures, the standardization of a radio programming plan, and the procurement of numerous grants to upgrade communication equipment and its infrastructure.

Training

Fire fighting is an essential public service. It takes quality trained professionals and volunteers to keep communities safe and to maintain an adequate level of service. As new or improved technologies for firefighting are introduced additional training becomes essential. Training programs and facilities are limited for the rural fire districts. In order to meet training requirements, firefighters must often travel out of the County for the required classes which takes away from the time a firefighter could be available for duty. Districts that have the ability to provide training courses share with the neighboring fire district even with an adjacent out-of-county fire district. Currently a fire technology program is provided by San Joaquin Delta College; however, classes offered do not prepare a student beyond the introductory training. A regional fire and emergency services training facility and program should be given consideration. An example for a regional training center is located in Stanislaus County. The Stanislaus Regional 9-1-1 Center and the Regional Fire Academy is located at the Modesto Junior College campus. Each fire district is a member of the Fire Science Advisory Committee and each of the fire districts has made a financial contribution to the Training Center in Stanislaus County. The Regional Fire Academy offers a wide range of fire service classes that range from entry level to officer level curriculum. A regional training center in this County would be beneficial by standardizing the training among agencies and would provide seamless service as agencies work more closely together. Regional training provides for efficient utilization of shared training props and expensive equipment and a regional effort will allow access to revenues through federal and state funding streams only available to community colleges.

Other Opportunities

The County rural fire districts have identified and implemented several programs to share facilities and resources at various forms and levels. The sharing of facilities and/or resources can provide opportunities to reduce costs and maximizes the use of facilities that are being underutilized. The fire districts were asked if they have identified or are pursuing opportunities for sharing facilities and resources. The types of opportunities identified by the districts include:

- Escalon Consolidated FPD shares personnel with Ripon and Salida Fire Districts for training and operations.
- City of Ripon and Ripon Consolidated FPD recently passed resolutions regarding a new joint public safety facility in the northern area of the City. This enables the fire district to meet the 5-minute response times for that area.
- Farmington and French Camp-McKinley FPD share training in specific areas. French Camp-McKinley provides Farmington training in budgets and accounting.
- French Camp-McKinley provides on-site oil recycling and shares a command vehicle with Lathrop-Manteca.
- Linden-Peters FPD conducts a Fire Science class at their station for Linden High School students and provides space for the school district fire engine.
- Montezuma FPD shares its facility with the Airport Police and the County.
- The Office of Emergency Services fire engine is shared between the City, Tracy Rural FPD and Mountain House Community Services District.
- Woodbridge and Liberty FPDs share emergency medical service training.

Table V-20 summarizes the various agreements related to mutual aid, automatic aid, and joint powers authorities.

Table V-20: Fire District Agreements

	Mutual Aid Partners	Automatic Aid	Joint Powers Authority
Clements	Neighboring fire districts, Statewide Mutual Aid, Countywide Mutual Aid	Liberty	JRUG
Collegeville	Statewide Mutual Aid, Countywide Mutual Aid	None	JRUG
Eastside	Neighboring Districts, Statewide Mutual Aid, Countywide Mutual Aid	None	None
Escalon	Ripon, Farmington, Salida, Stanislaus Consolidated, and Oakdale, Statewide Mutual Aid, Countywide Mutual Aid	Ripon, Salida, Oakdale, Farmington, Stanislaus Consolidated	JRUG, FASIS, County USAR and Haz/Mat Response Team, Escalon Community Ambulance
Farmington	French Camp-McKinley, Statewide Mutual Aid, Countywide Mutual Aid	Linden, Escalon, Collegeville, Oakdale Rural (Stanislaus County)	JRUG, FASIS
French Camp-McKinley	Statewide Mutual Aid, County wide Mutual Aid	Montezuma, Lathrop-Manteca	JRUG, CA Fire District Association, , County USAR, Joint Fire Investigations Unit, and Fire Training Officer's Association
Liberty	North county fire districts, CalFire, Statewide Mutual Aid, Countywide Mutual Aid	Clements, Woodbridge, Mokelumne, and Cosumnes FD	JRUG, FASIS
Lincoln	Neighboring Fire Districts Statewide Mutual Aid, Countywide Mutual Aid,	None	None
Linden-Peters	Jenny Lind Fire District, Statewide Mutual Aid, Countywide Mutual Aid	Neighboring fire districts (for specific incident types)	JRUG, County Fire Investigation Unit, USAR Team, Haz/Mat Response Team, Shared Employees Agreement with Waterloo-Morada FD
Lathrop-Manteca	Statewide Mutual Aid, Countywide Mutual Aid	City of Manteca	
Mokelumne	Mutual Aid upon request, Statewide Mutual Aid, Countywide Mutual Aid	Neighboring fire districts	JRUG, FDAC, FASIS
Montezuma	Statewide Mutual Aid, Countywide Mutual Aid	French Camp-McKinley Fire and Lathrop-Manteca	JRUG, Chief Officer and Training with French Camp-McKinley, County USAR Team, Fire Investigations Unit
Ripon	Statewide Mutual Aid, Countywide Mutual Aid	Lathrop-Manteca, Manteca FD, Escalon, and Salida FDs for fire and rescue resources	JRUG, Fire Investigations and Incident Management Team
Thornton	Statewide Mutual Aid, Countywide Mutual Aid	Cosumnes FD	JRUG

Tracy Rural	State Disaster and Civil Defense Master Mutual Aid Agreement, Alameda County, Stanislaus County Fire Protection District, State OES, Countywide Mutual Aid		JRUG
Tuxedo-Country Club	Neighboring fire districts, Statewide Mutual Aid, Countywide Mutual Aid	None	None
Waterloo-Morada	Statewide Mutual Aid, Countywide Mutual Aid	Linden Peters, Woodbridge and Mokelumne	JRUG
Woodbridge	Statewide Mutual Aid, Countywide Mutual Aid	Waterloo-Morada, Mokelumne, Liberty, Stockton, and Consumes CSD,	JRUG, County Haz/Mat Team, USAR, Fire Investigation Unit, and Incident Command Team

JRUG – Joint Radio Users Group

FASIS – Fire Agencies Self Insurance System

USAR – Urban Search and Rescue

FDAC – Fire Districts Association of California

ACCOUNTABILITY FOR COMMUNITY SERVICE NEEDS, INCLUDING GOVERNMENTAL STRUCTURE AND OPERATIONAL EFFICIENCIES

The CKH Act requires the Commission to consider advantages and disadvantages of various governmental structures that could provide public services including an evaluation of consolidations or reorganization of service providers. The Municipal Service Review (MSR) provides an opportunity to study existing and future public service conditions; to evaluate options that would accommodate growth; and ensure that critical services are effectively and efficiently provided. The MSR should consider efficiencies that could be gained through: (1) functional reorganization within existing agencies; (2) amending or updating spheres of influence; (3) annexations or detachments from cities or special districts; (4) formation of new special districts; (5) mergers of special districts; (6) establishment of subsidiary districts; or (7) any additional reorganization options found in the LAFCo statutes.

LAFCo is not required to initiate changes of organization base on service review conclusions. However, LAFCo, local agencies, and the public may use service review determinations to pursue subsequent changes to service structures and spheres of influence. The Commission is responsible for guiding local agencies in the County to address the need for more logical and efficient service areas, funding for service levels that the resident's desire, and for providing adequate service levels in growing areas.

Tied closely to the consideration of organizational or governance alternatives, the MSR also needs to evaluate management efficiencies. Management efficiencies refer to the quality of public services and the agency's ability to provide service. Efficiently managed agencies implement plans to reduce waste, eliminate duplication of effort, contain cost, build and maintain adequate contingency reserves.

State law does not require county government to provide structural fire protection and emergency medical services (EMS). Emergency services in unincorporated areas throughout the State are provided by a mixture of county departments, special districts, cities, Joint Powers Agreements (JPAs), State, Federal, Tribal and volunteer operations. A survey conducted by San Diego LAFCo found that 31 of 58 counties directly fund structural fire protection and 32 counties have county fire departments. While most of the

counties that provide fire service do it directly, there are several somewhat unique models. The following are examples of uniquely different organizational structures that support regional fire protection services that impose a property tax rate specifically for fire protection services prior to Proposition 13 and may serve as examples for application/discussion in San Joaquin County.

Orange County

The Orange County Fire Authority (OCFA) is a **joint powers agreement** between Orange County and 22 member cities created in 1995. Historically, fire protection services were largely provided through contract with the CDF (Cal Fire) until 1980 when fire service was transitioned to the Orange County Fire Department (OCFD) under the oversight of the County Board of Supervisors. The present day joint powers organization was formed in 1995. The legislative body includes two Orange County Supervisors and elected officials from the 22 member cities. The OCFA is one of the largest regional fire protection and emergency medical services provider in the state. The Authority provides structural fire protection, emergency services, and wildland fire protection. The Authority's adopted 09/10 general fund budget is over \$263 million operating 62 fire stations and providing all-risk emergency response for 1.3 million people.

San Bernardino County

The San Bernardino County Fire Department is organized under an umbrella of a **county-dependent County Service Area (CSA)**. In July 2008, the Department completed its reorganization of 27 county-dependent agencies into to one district. Like Orange County, prior to 1994, San Bernardino contracted with CDF to provide fire protection services. Today, the San Bernardino County Fire Department has a budget of approximately \$147 million with 69 stations serving a population of over 2 million.

Riverside County

The Riverside County Fire Department is an operation of **county government that contracts with Cal Fire** to provide fire protection to the unincorporated area. The Riverside Unit Chief serves a dual role of CDF Unit Chief and Chief of the Riverside County Fire Chief. The Fire Chief reports directly to the County Board of Supervisors. The County contract also provides services for 19 cities and one special district. Together, CDF provides oversight for 91 stations including county owned, city owned, state owned, and volunteer facilities. The adopted 2009/2010 budget is approximately \$125.8 million derived from property tax, Riverside County Fund, and funds from contracting agencies.

Sacramento Metro Fire District

Although not a county-wide fire district, Sacramento Metro Fire District recently (2000) consolidated with American River and Sacramento County Fire Protection Districts to form the seventh largest fire agency in the State. The formation of the present district was the result of more than 60 years of reorganizations and consolidations among 16 former fire providers. Metro Fire serves nearly 640,000 citizens over a 417 square mile area, serving Sacramento and Placer Counties and the Cities of Citrus Heights and Rancho Cordova. Sacramento Metro is an **independent special district** governed by an elected nine-member board of directors. Eighty-five percent of the \$126 million budget is generated from pre-Proposition 13 districts that were organized into the current Metro Fire.

Consolidation of the fire providers has the advantage of offering more efficient service areas, and coordinated, regional planning of the optimal location of fire stations. Consolidation could also improve service levels, particularly in the smaller fire departments by providing centralized and more specialized

staff responsible for strategic planning, fire prevention, training, and public education. Consolidation could improve the effectiveness of response to structure fires by promoting consistency in operational practices.

There are numerous factors in San Joaquin County which, unlike many other counties, make consolidation of the districts more feasible from a financial standpoint. First, the EMS function is provided by the County and is not the financial responsibility of the individual districts (except Ripon). Second, all of the districts were formed prior to Proposition 13 (except a portion of Woodbridge-formerly Delta Fire District) and receive secure property tax revenue. Thirdly, all districts are special independent districts. Fourth, more the half of the fire districts has special assessments which provide additional financing. Fifth, collectively there is a substantial amount of revenue collected annually from all the districts (over \$27.4 million from all of the districts-over \$23.1 million from the non-contracting districts). And lastly, the districts (except Ripon and Escalon) are not subject to the diversion of funds to any redevelopment agencies.

The above factors have been an impediment to district consolidations considerations in other counties particularly when districts were formed after Proposition 13 and have no permanent financing or when the districts are volunteer districts with no permanent revenue sources such as within the County of San Diego.

A report, entitled the Nyman Report, prepared in 1989, provided an overview of the conditions affecting the districts at the time and addressed the issue of consolidation of the districts. A summary of this report is provided as an insert following this page as it serves as a historical background.

Several models which would achieve an integrated system in San Joaquin County could include:

County Fire District

The Board of Supervisors could initiate actions leading to the County of San Joaquin assuming operational responsibility for fire protection services in the unincorporated areas and within those cities served by fire protection districts. The Board of Supervisors could initiate reorganization with LAFCo that would request dissolution of all unincorporated area fire protection districts. LAFCo's approval would substantiate the County's obligation to assume emergency services within the unincorporated region. The County Fire Department's service area would include all unincorporated territory, any city by contract, and previously unserved areas. The assets and property tax increment of each dissolved special district would transfer to the County for deposit in the County General Fund. As a County Department, fire protection services in unincorporated area would be funded from the General Fund and would be subject to the County's annual discretionary budget process. A County Fire Chief would be selected by the Chief Administrative Officer unless the County Charter was changed to add Fire Chief to the list of offices appointed directly by the Board of Supervisors or establish a County Fire Chief as an elected office (e.g., Office of Sheriff). Operations would be carried out by County staff or be carried out by contract. Administration would be overseen by the County.

Centralizing fire protection services under the County would provide a unity of command and would allow the public agency with land use authority to also coordinate regional planning with long range planning for emergency services. The redundancies for multiple agencies and elected and appointed offices would be eliminated. It would be expected that a single agency could use resources more effectively. However, this aspect needs to be evaluated within the context of additional bureaucracy.

Nyman Report

In 1989, a report prepared by Robert Nyman on Fire Districts in San Joaquin County was completed and accepted by the Board of Supervisors. The report, prepared in conjunction with input from the various agencies, made several findings and recommendations. Similar to today issues, the report found that the primary problem revolves around money. The districts, at that time were still feeling the effects of Proposition 13 which considerably reduced their share of property tax revenue. At the same time, the districts were experiencing higher operating costs, increased calls for service (including medical and accidents response), impact of growth including incorporated cities detaching territory and tax base from adjoining districts, and service area overlaps. The growth for the cost of services (insurance, fuel, safety equipment) was increasing at a greater rate than the incremental tax increase authorized by Proposition 13. The districts were also experiencing the effects of their new role as “first responders” as most of their calls for service related to emergency medical care and rescue as compared to the earlier years when their major efforts were primarily fire-related. This shift had placed new demands on the districts in terms of staffing, meeting state training standards and obtaining the necessary equipment. And lastly, expanded workload occurred as a result of hazardous material spills investigations and clean-up and emergency medical care unrelated to the rescue of the victims.

In response to these findings, the report offered several recommendations to address financing and the organizational structure of many districts. The primary finance recommendation pertained to the imposition of a special tax to offset the loss of property tax revenue. The special tax is generally described as a property tax “override” which requires a 2/3 majority vote of those voting on the measure. A number of districts had passed these measures at that time but many had not. The special tax was noted as not a realistic tool to address long-range capital needs. The report noted that long term capital needs for additional stations and apparatus are perceived by the voters to be required by new growth and that new growth should “pay its own way”. To address this concern the report offered other revenue solutions such as the imposition on a Fire Facilities Fee whereby new development would be required to pay a fee at the time of construction to offset the cost to provide new or expanded services. Additionally, the report discussed the need to impose a fee for service for emergency medical care, rescue, etc.

The Nyman Report looked closely at the organizational structure of the fire districts and recommended several specific changes. First the report considered the feasibility of a massive, multi-district consolidation. This approach has been successful in many counties at the time including Orange County and to some extent in Contra Costa County. In order for a massive consolidation proposal to be viable, it needs to gain the necessary political support and would have to address and “equalize” such factors as types and levels of service and financing levels. The report identified that there were significant differences in the levels of service between the districts which have paid fire fighters and those which rely largely on volunteers. There were also vast differences among the districts in terms of financing levels. To achieve a successful consolidation, the report contended that there had to be a large enough of an economic advantage from the “pooling” of the districts to increased the level of service within some existing districts without a visible reduction in the service levels of those districts with the greatest economic resources. The report concluded that those “ideal” circumstances were not present in the districts within San Joaquin County and did not recommend that massive, multi-district consolidation be pursued.

The report did recommend several selective district consolidations. In arriving at the recommendations, the report considered the conditions unique to the various districts and the also relied on the recommendations of a technical advisory committee which was made up of representatives of the directors and technicians from the fire districts as well as members of the San Joaquin County Fire Chief’s Association. The advisory committee concluded that in some communities, it would appear that consolidation of fire fighting resources would result in a better utilization of human resources, apparatus and equipment and an increase level of service to all residents within the area. A quicker response time to the scene of an emergency within a city’s jurisdiction could result from the initial dispatch of a rural district’s station. Furthermore, consolidation would help reduce the need for some new stations in the future. Lastly, the report concluded that one advantage of consolidation would be the elimination of the disruption to a rural district cause by the loss of finances when it territory passes to a city as a result of annexation. The committee acknowledged that sometimes consolidations may result in a subsidy to some rural areas through the improvements in service levels made possible through consolidation. The Nyman report recommended the following organizational changes/joint efforts subject further feasibility analysis:

Consolidations

*City of Lodi-Woodbridge Rural Fire District
City of Manteca- Manteca/ Lathrop Rural Fire District
City of Tracy- Tracy Rural Fire District
Woodbridge Rural Fire District – Forest Lake Rural Fire District*

Contract Mergers (joint powers)

*Eastside-Lincoln and Tuxedo-Country Club (Boggs Tract)
Montezuma and French Camp-McKinley/ City of Stockton (contract)*

Note: Since preparation of the report, Forest Lake merged with Woodbridge Fire and City of Tracy and Tracy Rural Fire District formed a JPA.

The need to provide services throughout the entire County would improve fire protection services but would add additional cost to areas not contributing. The special assessments currently being collected for fire services would not be transferred to the County resulting in a loss of nearly 23.8 percent of existing revenues.

Consolidated Fire Protection District

LAFCo, one or more affected special districts, or registered voters by petition could initiate actions for consideration by LAFCo to consolidate all of the fire protection districts into a single special district. A consolidated agency could provide unity of command, eliminate duplicate positions, and allow strategic planning for the unincorporated area and within those portions of the cities which are served by fire protection districts. Areas not presently served would not be included in the consolidated agency. Depending upon the number of board member selected for the new agency, more than 87 elected and appointed positions could be eliminated.

Consolidated agencies inherit the property tax allocation of the previous districts. Since all districts were formed prior to Proposition 13, the districts would convey property tax revenue of over \$23.1 million. The special tax assessments which the voters in several of the fire protection districts have adopted would also transfer to a consolidated agency and would add an additional \$6.5 million of available revenue. Under this situation, it would be appropriate to form service zones to retain the current revenues received from the special assessments. No new sources of revenue would become available as a result of consolidation.

If LAFCo were to initiate the proposal for consolidation, a petition of 10 percent of the voters or landowners within any affected district would trigger an election over the entire region. If an election was required, a majority of voters within each district must approve the consolidation. Failure to receive a majority vote in any one district would terminate a consolidation of the other fire protection districts. If a proposal for consolidation were initiated by a district board or by petition of property owners or registered voters, a 25 percent threshold of voters or landowners would trigger an election.

Consolidated Fire Protection District with Expanded Territory

A legislative body (i.e. Board of Supervisors) could apply to LAFCo to initiate proceedings to combine all current fire protection districts and concurrently include unserved territory into a single agency. This proposal could not be initiated by LAFCo since it is not a consolidation and would need to be processed as a reorganization. Under this option fire protection would be expanded to include service to currently unprotected areas. Unity of command, elimination of redundancies, strategic planning opportunities would be positive aspects similar to the consolidation approach. Although fire protection services would be afforded to unserved areas, including unserved territory does not generate property tax and would not bring resources to a new agency.

Structural Joint Powers Authority (JPA)

The Fire Protection Districts could form a Joint Power Authority (JPA) to coordinate the joint delivery of fire protection services. Participation in a JPA would be voluntary. However, the purpose of the Authority would be to unify the command structure for providing fire protection within San Joaquin County. The JPA would not require LAFCo approval, would not decrease the current number of agencies, and would not eliminate the existing representation of the districts through their board of directors. Formation of a JPA would, however, establish new Authority board of directors comprised of member agencies representatives who would assume governance of over regional operations, regional planning, and allocation of resources for fire protection.

The JPA would not require voter approval and would not need to be limited to fire protection districts in the unincorporated areas. JPA models used in other counties such as Orange County include both special districts and cities. The unprotected areas of the County could not participate unless the areas annex to an existing district or form a new district.

A JPA could establish a unity of command, eliminate redundant positions, provide strategic planning and allocate resources to provide enhanced fire protection services to the entire region. Funding for the JPA would come from the individual districts and perhaps cities if the agency was structured to include cities. The individual agencies would have to have adequate revenue base in order to participate. Fortunately, in San Joaquin County all of the districts were formed prior to Proposition 13 and have long a term source of revenue through property tax assessments and many have additional revenue through special voter approved assessments.

A JPA model presently is utilized by the City of Tracy and Tracy Rural FPD. These two agencies formed the South County Fire Authority in 1999. As discussed in the financial section of this report, Tracy Rural FPD has the highest per capita cost for the provision of fire protection service and has the highest outstanding debt of any fire protection district.

While there is clearly benefits to be derived from this type of model, experience in San Joaquin County from a financial perspective has not shown great promise. Furthermore, since participation in a JPA is voluntary, dissolution of a JPA can occur easily and without consent neither from the voters nor from LAFCo. The same number of agencies would exist under this model with the same number of board and elected/appointed officials.

Functional JPA

The public agencies (districts and cities) could form a JPA to regionalize specific functions. For example, the Fire Protection Districts have joined together to provide dispatch through the Joint Radio Users Group. This model could be expanded to include training, geographic information services, or apparatus maintenance. This functional JPA approach would focus on economies of scale and sharing of resources rather than unity of command or eliminating redundant positions. Like the structural model, participation would be voluntary and would not require LAFCo approval. The Functional JPA would not reduce the number of agencies nor their representation. Due to the variation in financial resources, the function JPA would have to be structured to allow the fire protection agencies to participate at different levels. Membership in a functional JPA would be available to cities. Unprotected areas would not be eligible to participate unless an agency status was obtained.

Consolidation of Districts at Sub-Regional Level

As an alternative to a Countywide Fire Protection District, consolidation of districts at a sub-regional level could partially achieve the objectives of a unity of command, elimination of duplicate positions, and the ability to undertake comprehensive strategic planning. The foremost objective to consider for any consolidation must be the level of service. The quality of service for fire protection must be maintained or improve upon as a result of any changes in organization. Second, financial considerations must be given great weight. Governments including special districts must consider new ways to do business given the present fiscal constraints and future financial uncertainty. Services must perform effectively and efficiently. Traditional approaches to providing services must be closely evaluated to ensure that they are performing effectively and efficiently.

Fire Services in San Joaquin County are steep in tradition. Many were formed over 70 years ago. All of the districts have clearly defined boundaries and most have received the approval of the voters for special assessments to help provide the financial support to provide the services desired by the residents. The board of directors provides an avenue for the citizens to participate in the planning and decision making

process of the district. Many of the fire districts are closely associated with the identity of the area or community. The fire districts along with the school districts are what distinguish many rural areas. And lastly, there is no vocal displeasure with the service provided. Yet given these circumstances, it is still important to explore other service delivery options.

Any discussion of partial consolidation must set forth guiding principles by which to consider when suggesting reorganization. The following list some of these considerations:

- Geography- the proximity of the districts
- Specialized services (i.e., water rescue)
- Historic automatic aid agreements
- Existing sharing of personnel
- Overlap of service areas
- Career/career-volunteer/ volunteer departments
- Service to specialized facilities (Airport/Jail/State facilities/Hospital/Army Depot/Railroad operations)
- Similarity of responses (highway medical- Highways 88-26-12-4-99-5)
- Impact of city growth/annexations on districts physical boundary
- Fiscal condition of the district
- Unprotected areas
- Previous efforts of consolidation

North County Fire District Alternatives

Based on the above factors, several of the North County Fire Districts share similar characteristics to warrant consideration for consolidation. The Districts include: Woodbridge, Thornton, Liberty, Mokelumne, and Clements and perhaps Waterloo-Morada and Linden-Peters. All of the districts share geographic relationships, several districts share a need for specialized water rescue service, most are experiencing increasing demand from highway medical incidents, and most districts are relatively sound financially. The districts presently rely upon each other to marshal adequate resources for structural firefighting. In addition, the overlap of station coverage with Woodbridge and the City of Lodi could also be addressed either through consolidation with the City of Lodi or through contractual service agreements to eliminate the duplication of coverage north and south of the City. Also the relocation of Waterloo-Morada Station 2 to serve portions of Woodbridge and Mokelumne (and the corresponding closure of Woodbridge Station No 2) is further justification for the need to considered joint unitization of resources. Nearly \$8.8 million of annual revenue is received by the respective rural fire districts.

Stockton Contract District Alternatives

The City of Stockton provides contractual fire services to Boggs Tract, Eastside, Lincoln, and Tuxedo-Country Club Fire Protection Districts. All of these districts are unincorporated County areas immediately adjoining the City of Stockton. With the exception of a portion of Eastside and Lincoln, all the districts are within Stockton's sphere of influence. The financial arrangement (known as the Lincoln formula) is that the districts pay for services based on the proportion of the cost for fire service (e.g., General Fund) as calculated by the ratio of assessed property value in the districts as compared to the total assessed property value in the City. This contractual arrangement has worked well in that these areas receive a high level of service in a cost effective manner. These districts have some of the lowest per capita cost for the delivery of fire services of any of the districts in the County and have substantial revenues in their capital and reserves accounts. It appears that this is a highly successful model. Those areas within the ten year planning horizon of the sphere of influence plan should be annexed to the City of

Stockton. At this time, the City does not have a definitive program or timeline to annex these properties. Delivery of other services (i.e., Police) could benefit from annexation.

Waterloo-Morada, Montezuma, and French Camp-McKinley also share some similar characteristics with the contract districts in that they also are immediately adjacent to the City of Stockton and are partially or totally within the City's sphere. In the case of the Montezuma FPD, the entire district is within the City's sphere of influence and would be a prime candidate for contractual consideration. The relatively low revenue that is received from the County for fire protection services for the Airport (\$118,000 annually) may be a financial impediment to a successful arrangement with the City. In the case of French Camp-McKinley and Waterloo-Morada, their long standing separate community identity may prevent any successful arrangement with the City of Stockton. These models should nonetheless be explored.

Central County Fire District Alternatives

Waterloo-Morada, Linden-Peters, Farmington, Colleeville, Montezuma and French Camp-McKinley FPDs have similar geographic relationships and issues. One governance option (in addition to the one described for the North County Alternative) is to consolidate all of these providers into one agency to improve efficiency of services areas, promote facility sharing and improve service levels. Presently they share dispatch, some districts rotate personnel, all respond jointly to marshal adequate resources for a structural fire response, and most respond to incidents regardless of boundaries. Consolidation could improve the effectiveness of response to structure fire by promoting consistency in operational practices. Cost saving could be achieved if the second station in Waterloo-Morada were to close/relocate and if Colleeville's low service call volume could be shared amongst the adjoining stations. Revenues received collectively from these districts amount over \$5 million annually. Potential new revenue could be received from the State of California as a result of the proposed hospital and incarceration facility.

Escalon and Ripon Consolidated Districts

Both Escalon and Ripon have consolidated districts which serve both the individual cities and the adjoining rural areas. Both have a central station within the urban core and a secondary station in the rural area. In the case of Ripon, the second station is staffed and Escalon's case it is a volunteer station. Both districts provide cost effective fire services with Escalon having the lowest per capita cost in the County. The governance structure appears to be operating well. No changes are recommended.

Lathrop-Manteca Fire Protection District

The Lathrop-Manteca FPD provides fire services to the City of Lathrop and the rural areas surrounding the City of Manteca. The boundary is awkward in that it surrounds the City of Manteca and is very large in size (84.7 square miles). The district has four stations and highest revenue and operating cost of all of the districts. Furthermore, only approximately 8 percent of the property tax revenue is received in Fire Station #32 response area and approximately 12 percent of the property tax revenue is received within Fire Station #33 response area. The district has also experienced significant decrease of over 31.7 percent since 2008 in property tax revenue due to property reassessments in 2009-2010 which has placed a particular strain on the operational budget. Even though these factors paint a bleak short-term financial picture, the district could in the future be fiscally sound since the district receives 9.9 percent of the property tax increment and has an established special assessment tax. With growth in the district expected to grow from 25,197 people to over 76,400 people by 2040, considerable revenue is expected. The current operational costs need to be addressed. Due to its close proximity to the City of Manteca, coordination of service would benefit the district. The feasibility of consolidation with the City of Manteca has been harmed by the passage of the public safety sales tax increase in the City for fire and

police. This makes a consolidation less likely. Nonetheless, coordination of service would improve the delivery of service in the area.

South County Fire Authority

The South County Fire Authority was formed in 1999 involving participation from the City of Tracy, and Tracy Rural FPD. The South County Fire Authority unlike Ripon and Escalon is not a consolidated district but was formed under a joint powers agreement. The authority has a separate board of directors that provide direction for the operations of the overall Authority. Since the individual districts are maintained, the boards of directors of the districts are still responsible for the individual districts and the area within the City which is within the district. The City Council is responsible for fire services in those areas of the city which is not in the district. Originally, consolidation of the two agencies were contemplated rather than the joining the agencies through a joint powers approach. As a result, as annexations to the City of Tracy were processed, detachments from the Tracy Rural FPD did not occur. This was intentionally done to maintain a revenue source for the district. By not detaching from the district, the district continues to receive revenue from property tax and from a special tax assessment approved by the voters. The County and City shares only the tax increment that the County was receiving prior to annexation on an 80 percent/20 percent basis. If detachment would occur upon annexation to the City of Tracy, the district would not receive any revenue from property tax nor special assessment nor would the district be responsible for fire protection service. The City would take on this responsibility and the County and City would share the tax increment of the County's *and* Fire District's previous property tax increment. This arrangement may be financially beneficial to the District but not to the County nor to the City except the City is not required to provide fire protection service directly. Another situation which arises from a LAFCo perspective is that there are two separate agencies responsible for fire protection service within one city. LAFCo's policy is to favor the provision of services by a municipality over the provision of services by a single-purpose district. Most residents in the City of Tracy are represented by their City Council while others are represented by a district board. The City should assume responsible directly within the City boundary or consider consolidation so as to permanently decide responsibility for fire protection services.

The Tracy Rural FPD and the City of Tracy will be conducting an analysis of best practices in respect to governance in late 2011. The purpose of this analysis will be to consider the best model for fire service in the Tracy region. There are possible alternatives to the current structure of the JPA such as consolidation, contracting for services, etc. The ultimate governance model has yet to be determined, however, the Tracy Rural FPD Board of Directors and the City are committed to a structure that best serves the community within the jurisdictional area. It is anticipated any changes in governance will be evident within fiscal year 2011/2012.

VI. FIRE DISTRICT PROFILES



1. BOGGS TRACT FIRE PROTECTION DISTRICT

FORMATION AND BOUNDARY

The community known as Boggs Tract is an unincorporated island within Stockton that is approximately 99 acres. It is located to the east of the Port of Stockton and west of Interstate 5. Fire protection for the unincorporated island was provided by the Boggs Tract Fire Protection District (FPD) until 1992 when the City of Stockton agreed to provide fire services by contract. A map of the Boggs Tract FPD service area is shown on Map 1-1.

In 1973 the Commission adopted a “zero sphere of influence” (SOI) for the District. The Commission established a zero SOI for all urban service districts located wholly within a City or within a City’s SOI that provided competing municipal services. A zero SOI indicated that the City would eventually annex the unincorporated islands at some time in the future and would be the provider of all public services.

LOCAL ACCOUNTABILITY AND GOVERNANCE

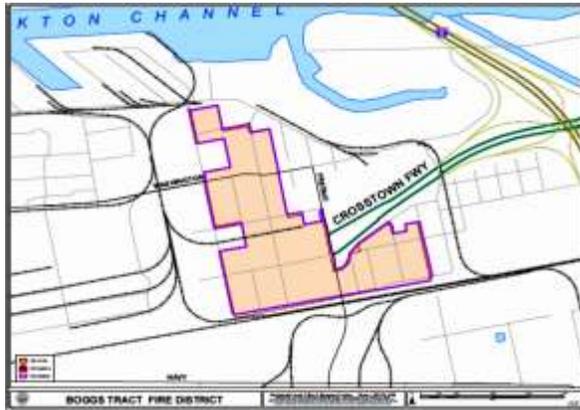
The governing body of the Boggs Tract FPD is appointed by the Board of Supervisors. The District Board consists of three board members two of which must live within the District boundaries and one may live outside the district boundary. Board vacancies existed for several years until recently when the Board of Supervisors appointed three members in August 2009. The following Board members and their terms are:

Board Member	Term Expiration Date
Kathy Langford	2011
Christina Chavez	2011
Irene Rueda	2011

SERVICE DEMAND AND GROWTH

The Boggs Tract unincorporated island consists predominately of single-family residential uses (approximately 280 units) and includes other governmental buildings for community centers and schools, and approximately 2.25 acres for industrial uses. Future growth within the boundaries is limited to development of the vacant properties as shown on Map 1-2: Land Use Map. The 2000 population within the District was 758 and the population increased by 38 persons to 796 in 2010. Population growth is projected to correspond with the annual population growth of the unincorporated areas of the County at 1.10 percent per year. Using the average annual growth rate of 1.10 percent the population is projected to grow to 888 people within the District by 2020. By the year 2040, however, the City of Stockton should have annexed this unincorporated island according to its General Plan and SOI Plan and would provide fire protection services. It is therefore projected that by 2040 the fire district would cease to exist.

Map 1-1: Boggs Tract FPD



Map 1-2: Boggs Tract Land Use Map



FINANCING

The sole source of revenue for the District is property taxes and interest. Property owners do not pay a special tax or benefit assessment for fire protection. The District experienced a 45.04 percent loss of property tax revenues from fiscal year 2008 (\$129,067) to 2010 (\$70,934). It is projected that revenues from property taxes would continue to decrease by 3 percent for fiscal year 2010-2011. The cost of the City contract to provide fire service to Boggs Tract was \$82,752 in 2008 and decreased to \$69,920 in 2009 and 2010. For the fiscal year ending June 2010, the District carried forth reserves in the amount of \$254,534 or about 3.5 years in operating costs. Operating costs to the District is solely the cost for the City contract.

The District currently owns a fire station located at 611 South Los Angeles Street that has been vacant since 1992. There are two abandoned fire vehicles sitting on the lot, ownership has not been determined. The community has expressed concern that the abandoned fire station and the property in which it sits is neglected and poses safety and health threats.

NATURE AND EXTENT

Services to the district are provided by the City of Stockton mainly from the nearest City fire stations. The closest city station is located on West Sonora Street near the Crosstown Freeway providing adequate access to the Boggs Tract area.

SERVICE ADEQUACY

There are two general indicators of service adequacy for municipal fire providers: ISO rating and response times. 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. The City of Stockton provides fire service to Boggs Tract and it has an ISO rating of 1.

GOVERNANCE ALTERNATIVES

The District has not considered other governmental structures or other structural reorganizations. The District board members are new to their positions and have not been apprised of the District's financial data and their functions and responsibilities as board members.

MSR DETERMINATIONS

GROWTH AND POPULATION PROJECTIONS FOR THE AFFECTED AREA

- 1) Residential population growth is projected to be minimal and limited to the various vacant lots located within the District.
- 2) One hundred percent of the District lies within the City of Stockton's sphere of influence and by 2040 the District may cease to exist if the City annexes its unincorporated islands as stated under its General Plan and SOI Plan.

PRESENT AND PLANNED CAPACITY OF PUBLIC FACILITIES AND ADEQUACY OF PUBLIC SERVICES, INCLUDING INFRASTRUCTURE NEEDS OR DEFICIENCIES

- 1) Fire protection is provided to the Boggs Tract community through a contract with the City of Stockton. Even though the District service area may be annexed to the City of Stockton, fire services will not change because it is provided through a contract with the City.
- 2) The District owns one fire station that is abandoned and not being maintained. The District Board should consider what alternatives are available to use or sell the property.

FINANCIAL ABILITY OF AGENCIES TO PROVIDE SERVICES

- 1) The sole source of revenue to the District is property taxes. The District experienced a 45.04 percent loss of property tax revenues from 2008 to 2010. The District contracts with the City of Stockton for fire protection which was slightly less than the amount received in property tax revenues. The reserve account held \$254,534 at the end of fiscal year 2010.

STATUS OF, AND OPPORTUNITIES FOR, SHARED FACILITIES

- 1) The Boggs Tract FPD is a contract fire district and does not employ staff. The old Boggs Tract fire station is vacant and the fire trucks have been abandoned. There are some safety issues that need to be addressed by the District.

ACCOUNTABILITY FOR COMMUNITY SERVICE NEEDS, INCLUDING GOVERNMENTAL STRUCTURE AND OPERATIONAL EFFICIENCIES

- 1) The Board members are new to their position and need additional time to become acquainted with their roles and responsibilities. The Board should review the financial status, make a determination regarding the District's property, and ensure that adequate services are being provided to the satisfaction of the residents.



2. CLEMENTS RURAL FIRE PROTECTION DISTRICT

FORMATION AND BOUNDARY

The Clements Rural Fire Protection District (FPD) was formed in 1942 under the Health and Safety Code 13800-13970. The services that the District currently provides include fire protection, suppression and prevention, inspection, hazardous material, water rescue, and basic and emergency medical services.

The District's service boundary is approximately 115 square miles and is located in the northeastern portion of the County. The service area includes the rural communities of Clements and a portion of the Collierville community. State Routes 12 and 88 and Liberty Road are the main thoroughfares traversing the district and provide access to the Comanche Reservoir. Major waterways flowing through the District include the Mokelumne River, Coyote Creek, Goose Creek and Bear Creek. Dry Creek runs along the northern boundary of the District. The map of the existing boundary is shown in Map 2-1 next page.

In 1984 the Commission adopted a sphere of influence (SOI) that was coterminous with the District boundaries. The District is adjacent to the Liberty, Mokelumne and Linden-Peters FPDs. Its northern and eastern boundary is the San Joaquin County line.

LOCAL ACCOUNTABILITY AND GOVERNANCE

The Clements FPD has a five-member governing body that is elected at large. Board members serve four year terms. Board meetings are held on the third Monday of each month at the fire station.

	Name	Position	Began Serving	Term Expires
Members	Ray Engle	Board President	2000	2012
	Glenn Thorns	Board Member	2002	2010
	Bill Henderson	Board Member	2005	2012
	Rob Buckwalter	Board Member	2007	2010
	Russ Cobb	Board Member	2008	2012
Meeting Schedule	Day: Third Monday of each month Location: 18901 East Highway, Clements			
Agenda Distribution	Mailed and posted			
Minutes Distribution	Mailed and posted			

The District maintains a limited website at <http://www.clementsfire.org> that provides contact information and links to CalFire, California Highway Patrol, and the San Joaquin Valley Air Pollution Control.

STAFF AND MANAGEMENT

Clements FPD is a volunteer fire district with one paid full-time firefighter and 19 on-call firefighters. The base salary for the paid firefighter is \$2,500 per month and on-call firefighters are paid at a rate of \$12.75 per hour. The District operates one fire station that is staffed with a minimum of two on duty firefighters and is able to call upon an average of 5-10 on-call firefighters for service.

An annual audit is conducted each fiscal year. The last audit conducted was in 2008. A formal policy on maintaining financial reserves has been adopted. As of June 2010 the District held a reserve and capital account balance of \$481,525.

Revenue sources for the District in fiscal year 2009-2010 included property taxes (\$380,317), special assessments (\$56,216), and development impact fees (\$9,451). The special tax ordinance does not have a sunset clause and the Board reviews and adjusts the amount of special taxes to be collected each year.

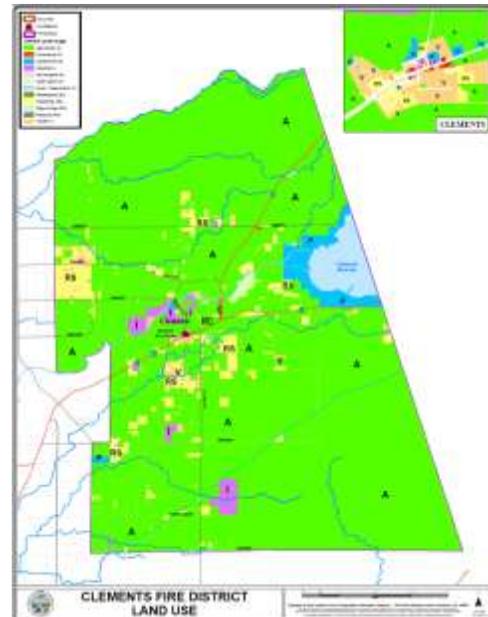
SERVICE DEMAND AND GROWTH

Types of land uses within the District boundaries include various density residential, schools, limited commercial and industrial, with the majority of land in the District designated for agricultural uses. Map 2-2 provides an overview of land uses within the District. The 2000 population was 2,261 and in 2010 it increased to 2,524, an 11.6 percent increase in the 10 year period. In 2009 there were approximately 994 residential units, and in 2010 there were 39.2 million square feet industrial uses (902 acres) and 1.3 million square feet commercial uses (32 acres) within the service area. Two new subdivisions in Clements were approved but construction had not taken place due to the downturn in the housing market. At build out the two new subdivisions would double the size of the town of Clements. Population growth is projected to correspond with the annual population growth of the unincorporated areas of the

Map 2-1: Clements Rural Fire Protection District



Map 2-2: Clements Rural Fire District Land Use Map



county at 1.10 percent per. By 2040 the population within the District is projected to increase to 3,262 people.

FINANCING

Property taxes (81 percent) and special assessments (12 percent) are the main revenue sources for the fire district. Other revenue sources include development impact fees and fees for services. The amount of property taxes received for each of the last three fiscal years has decreased but not to the same extent as other rural fire districts. From 2008 to 2010 the District received 1.78 percent less in property taxes as compared to the average loss of 14.09 percent to other rural fire districts. It is projected that revenues

from property taxes would continue to decrease by 3 percent for the next fiscal year. The District received \$56,216 from the collection of special assessments in FY 2009/2010. In FY 2008/2009 the District was reimbursed \$143,573 by the State for Strike Team Response. The previous fiscal year the amount of reimbursement was \$20,406.

Operating costs in fiscal year 2008/2009 was \$430,868 and in FY 2007/2008 it was \$370,602. The increase in operating costs was due to an increase in salaries and overtime pay, however, the State reimbursed the District for its contribution in assisting with Strike Team Response services. Generally, the District's operating costs are lower than the revenues acquired and the District is able to transfer these funds to its capital/reserve account. At the end of FY 2007/2008, \$78,593 was transferred to the capital/reserve account and at the end of FY 2008/2009 the District transferred \$163,630. At the end of fiscal year 2009/2010 the District account held a total of \$481,525 in its reserves and capital outlay accounts.

NATURE AND EXTENT

The Clements FPD responds to an average of 250 calls each year. In 2008, there were 253 calls for service as follows:

Medical Assistance	60%
Alarm	5%
Other	5%
Automatic Aid	20%
Wildland Fires	10%

Map 2-3: CalFire SRA

Approximately 50 percent of the District is considered wildland and is designated as a State Responsibility Area (SRA) under CalFire (see Map 2-3). The District is primarily responsible for fire protection in the SRA area for other than wildland fires although the District is often the first on the scene and responds to any calls within the SRA. There are approximately 278 residential units within the SRA. The nearest CalFire stations are located in Sutter Hill (Amador County) and Valley Springs (Calaveras County) sometimes resulting in up to approximately 20 minute response times for calls for service.



County residents traveling to a new casino built in Amador County has resulted in an increase in volume for vehicle accidents on Highway 88 and Liberty Road. The District states that the number of calls has increased 100 percent and at least 75 percent of the calls were for vehicle accidents on these thoroughfares.

The Mokelumne River is a popular site for rafting, kayaking and other floating devices between the Mokelumne Fish Hatcher and Stillman Magee Regional Park. The District which provides water rescue service, stated that it was not unusual to have more than 400 floaters on the Mokelumne River in any one day during the summer and that the fire district responds to these calls for service. .

The District provides automatic aid to Linden-Peters, Mokelumne and Liberty FPDs and provides mutual aid as well. The East Bay Municipal Utility District is responsible for Lake Comanche of which half of the lake lies within the District's service area.

The District indicated that the boundary is appropriate and that they have the ability to accommodate new development.

INFRASTRUCTURE

The District operates one fire station located at 18901 East Highway 88 which serves an area of 115 square miles. The station is centrally located in the community of Clements also the most populated area of the District. The fire station location is adequate at this time and is in good condition, requiring only routine maintenance. The station is undergoing the addition of 3 bedrooms to provide sleeping quarters for on-call and volunteer firefighters to increase the efficiency and reduce response times to calls for service and an addition of classroom space for training. Equipment at the station include: 3 engines, 2 water tenders, and 1 rescue vehicle.

SERVICE ADEQUACY

The District provides fire protection, prevention and suppression, fire inspection, hazardous materials, water rescue, and basic emergency medical. Fifty percent of the staff are certified as Fire Fighter I, 4 percent are Fire Fighter II, and 65 percent are certified Emergency Medical Technicians. The Fire Chief is the only paid staff and there are 19 on-call firefighters available. The fire station is staffed with a minimum of two personnel at all times.

There are two general indicators of service adequacy for municipal fire providers: ISO rating and response times. 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. The Clements FPD reported an ISO rating of 5 (town) and 8b (rural).

Response data provided by LifeCom Dispatch Center regarding the District's 90 percentile "turnout time" and "travel time" in 2009 were 4:16 minutes for turnout and 8:53 minutes for engine performance. The average 90 percentile response times for volunteer fire districts was 4:23 minutes for turnout time and 9:19 minutes travel time.

GOVERNANCE ALTERNATIVES

The District has considered other reorganizational structures for staffing and service with Liberty and Mokelumne FPD. The District maintains mutual and automatic aid agreements with adjacent rural fire districts and is a member of the Joint Radio Users Group and the Fire Agencies Self-Insurance System.

The following governmental structure options were identified for Clements FPD:

- Consolidation among the north county fire service providers to improve efficiency of services, improve staffing levels, and to promote facility and apparatus sharing.
- Participate in a Functional Joint Powers Authority or Consolidation for administrative services for the District. Districts with limited or no administrative staff could share the costs with other districts for accounting, payroll, recordkeeping, ordering of supplies, and provide administrative support to implement community programs, fundraising activities and grant writing projects for the fire district.

MSR DETERMINATIONS

GROWTH AND POPULATION PROJECTIONS FOR THE AFFECTED AREA

- 1) Residential population growth within the District boundary is projected to be minimal; however, growth could occur in Clements where two subdivision projects were approved but failed to move

forward due to the economy. Build out of the subdivisions would double the population for the community of Clements.

- 2) The District receives an average of 250 calls for service each year of which 60 percent are for medical emergencies. The average number of calls received by the other county rural fire districts was 898 calls in 2008.
- 3) Fifty percent of the District is within the State Responsibility Area for which CalFire is responsible for wildland fires.

PRESENT AND PLANNED CAPACITY OF PUBLIC FACILITIES AND ADEQUACY OF PUBLIC SERVICES, INCLUDING INFRASTRUCTURE NEEDS OR DEFICIENCIES

- 1) The District owns one fire station that is centrally located and also located in the densely populated area of the District. The District reported that the station is in good condition, needing only routine maintenance. The District is currently adding a training classroom and living quarters so that on-call and volunteers could staff the station thereby increasing efficiency and response times.
- 2) The station is staffed by a minimum of two firefighters. The District maintains an on-call list of nineteen volunteers.
- 3) The District owns five apparatus: 3 engines, 2 water tenders, and one rescue vehicle.
- 4) The Lifecom Dispatch Center reported the District's 90 percentile on elapse times as 4:16 minutes for Turnout and 8:53 minutes for Response. The average 90 percentile times for Volunteer Districts was 4:23 minutes for Turnout and 9:19 minutes for Response.

FINANCIAL ABILITY OF AGENCIES TO PROVIDE SERVICES

- 1) The two main revenue sources for the District include property tax revenue (81 percent) and special assessments (12 percent). Other revenue sources include development impact fees and other service fees. Operating costs have generally been lower than the revenues received and the District is able to build up its reserves and capital outlay accounts.

STATUS OF, AND OPPORTUNITIES FOR, SHARED FACILITIES

- 1) The District provides and receives mutual and automatic aid from adjacent rural fire districts.
- 2) Approximately 50 percent of the District is within the CalFire State Responsibility Area for which the State is responsible for wildland fires.
- 3) The District is located in a remote area in the north county. Opportunities to share facilities with other fire districts are not readily available.

ACCOUNTABILITY FOR COMMUNITY SERVICE NEEDS, INCLUDING GOVERNMENTAL STRUCTURE AND OPERATIONAL EFFICIENCIES

- 1) Voters within the District approved a special tax override measure demonstrating the District's accountability to its constituents to provide adequate level of services.
- 2) The feasibility of consolidation among the north county fire service providers to improve the efficiency of services, to improve staffing levels, and to promote facility and apparatus sharing should be explored. Establishment of a functional joint powers authority to share administrative services and support among Districts should also be considered.



3. COLLEGEVILLE RURAL FIRE PROTECTION DISTRICT

FORMATION AND BOUNDARY

The Colledgeville Rural Fire Protection District (FPD) was formed in 1962. The District is the only all-volunteer fire district in the County and provides fire protection, suppression and prevention, hazardous materials, and basic emergency medical services.

The District's service boundary is approximately 28.4 square miles and is centrally located within the County. The District is bounded by Farmington FPD to the east, Escalon and Ripon Consolidated FPDs to the south, Lathrop-Manteca and Montezuma FPDs and the City of Stockton Fire Department to the west and the Linden-Peters and Eastside FPDs to the north. The District's service area includes a portion of the rural community of Colledgeville west of intersection of Jack Tone and Mariposa Roads, the Intermodal Rail Facility, Burlington Northern and Santa Fe Railroad, an agricultural chemical company, the former California Women's Facility and the eastern portion of the Northern California Youth Correction Center (NCYCC). The map of the existing boundary is shown in Map 3-1 on the following page.

In 1984 the Commission adopted a sphere of influence for the district that was coterminous with the district boundary.

LOCAL ACCOUNTABILITY AND GOVERNANCE

The Colledgeville FPD has a five-member governing body. Board members are appointed by the County Board of Supervisors and serve three year terms. Board meetings are held on the second Tuesday of each month at the fire station.

	Name	Position	Began Serving	Term Expires
Members	Paul Sanguinetti	Member	1980	2013
	Kurt Pettitt	Member	1988	2012
	Grant Thompson	Chairman	1991	2013
	Mark Bonham	Member	2007	2013
	Robert Norman	Member	2009	2012
Manner of Selection	Appointment by the County Board of Supervisors			
Meeting Schedule	Day: 2 nd Tuesday at 7:00 pm Location: 13225 East Mariposa Road			
Agenda Distribution	At Meeting			
Minutes Distribution	At Meeting			

MANAGEMENT

At the present time the District has 11 on-call firefighters that are paid \$10 per hour. Of the 11 on-call staff, 1 is a certified Fire Fighter II and 6 are certified as Emergency Medical Technicians. The District provides in-house training including emergency medical, structural and wildland fire fighting, fire fighting strategy and tactics, and equipment operation. Emergency medical certification and continuing education opportunities are provided off-site.

Health and Safety Code Section 13916 authorizes the District to charge fees to cover the cost of any services provided by the District or the cost of enforcing any regulation. At this time the District has adopted fees for service but is presently not being implemented. In 2001 the District obtained voter approval (80 percent of the voters approved the Measure) for a special tax providing additional revenues for the District. The revenue from this source makes up almost 57 percent of the total budget.

The District provides mutual aid under the San Joaquin County Mutual Aid Agreement. As of January 1, 2011 the District entered into an Automatic Aid Agreement with Farmington FPD.

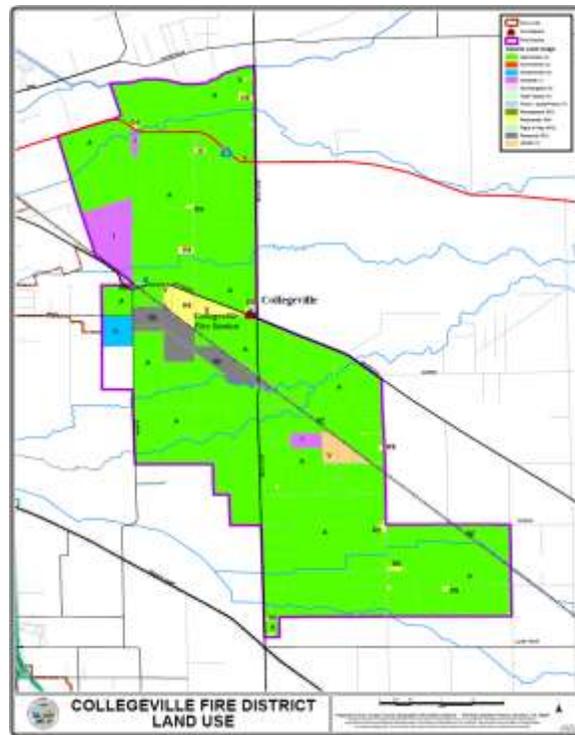
SERVICE DEMAND AND GROWTH

The majority of lands within the District boundary are in agricultural uses. Rural residential uses are scattered throughout the District and a small concentration of residential homes are located in the area known as Collegeville on Mariposa Road (Map 3-2: Collegeville FPD Land Use). The Collegeville community to the east of Jack Tone Road, however, is served by the Farmington FPD in which the nearest station is located ten miles away. The Collegeville fire station is located approximately 500 yards from the intersection and in some instances can provide a better response time.

Map 3-1: Collegeville Rural Fire Protection District



Map 3-2: Collegeville Fire District Land Use Map



The District considers its customer base to be the structures within the District boundaries and individuals living, working or traveling in and through the District. In 2000, the population of the District was 644 people and in 2010 the population increased to 711. The population, however, can potentially increase based upon occupancy of the proposed State facilities development whose location will be within the District. In 2009 there were 225 residential units, and 2010 data shows there were 25.7 million square feet industrial uses (590 acres) and no commercial land.

The District indicated that it does not plan to expand services outside its existing boundary and that there are no areas in the District that might be served more efficiently by another agency. The District's western boundary bisects the Northern California Youth Correctional Center (NCYCC) so that the facility is within two fire districts (see Map 3-3). The east side of the complex is within Colledgeville and the west side of the same building is within Montezuma FPD. Karl Holton was closed in 2003 and there are proposed plans to develop a new facility on the site for a 1,800 bed medical care facility with a proposed staff of 3,030. The DeWitt facility was closed in 2008. The former Northern California Women's Facility located to the north of NCYCC and within Colledgeville's service territory, is currently vacant but plans are to convert the facility to an adult male re-entry facility that would house 500 inmates plus staff. These proposed uses for the NCYCC land will potentially increase the demand for fire and emergency services. The State Department of Corrections recently negotiated a contract with Colledgeville to provide fire services for the adult male re-entry facility. In order to provide an adequate level of service to the state facility the District proposed to hire two full-time firefighters to staff its station. The addition of full-time staff will be of a benefit to the entire District as it will increase the overall level of fire protection service. Unless the Colledgeville or Montezuma or the State of California request a boundary modification, LAFCo does not have the authority to adjust the boundaries.

FINANCING

In Fiscal Year (FY) 2009-2010 revenue sources include \$31,372 (43 percent) from property taxes and \$41,862 (57 percent) from special assessments. The District's operating expenses for the period ending 2010 was \$73,148, approximately the same as the incoming revenues. The District was the only fire district that did not experience a decrease in property tax revenues from 2008 to 2010. In fact property taxes increased by 4.16 percent from \$30,120 to \$31,372. The District has one of the lowest tax increments of 2.3 percent (percentage of tax dollars received) of the rural fire districts, the average tax increment being 11.7 percent.

Map 3-3: Northern California Youth Correctional Center



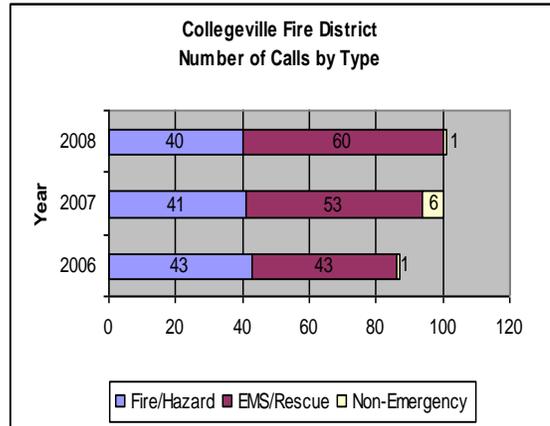
In 2001, registered voters of the District approved a special tax override measure. A tax override is levied on properties based on square footage and the Board reviews the ordinance on an annual basis. The District does not collect development impact fees.

The Commission's Sphere of influence (SOI) policies requires a City to depict growth within a 5-10 year sphere horizon and where a city intends to grow within a 30-year timeframe. The City of Stockton's SOI overlaps the Colledgeville FPD service boundary. Approximately 3,497 acres (19 percent) are in the City's sphere and consists of the Mariposa Lakes Master Development Project and the NCYCC state lands. The timing of annexation of these territories into the City has not been determined. Using 2008-2009 property-related information the County Auditor-Controller's Office provided an estimate of \$5,412 in property tax revenue loss resulting in the detachment of the territory from the District to the City.

NATURE AND EXTENT

The Collegeville FPD provides fire protection, prevention, suppression, hazardous material, and basic emergency medical. In 2008, the District reported a service demand of 101 calls for service. The District receives the least number of calls for service of all rural fire districts. Of these, 57 percent were for emergency medical services and 38 percent were for fire and hazardous/material services. The number of calls by type for the last three years is shown in Table 3-1. The District responded to 15 calls for service for wildland fires. The fire station is staffed by 11 on-call volunteers and operates 24 hours, seven days a week.

Table 3-1: Calls for Service



The District operates one fire station located at 13225 East Mariposa Road. The District indicates that the fire station location is adequate at this time and is in good condition, requiring only routine maintenance. The District owns four apparatus with the most recent purchase being a 1997 used engine from the French Camp-McKinley FPD.

SERVICE ADEQUACY

There are two general indicators of service adequacy for municipal fire providers: ISO rating and response times. 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. The District's ISO rating is 7 within 5 miles of the station.

The District recently gained permission from three local farmers to utilize water wells on their properties for the purpose of implementing a water haul program. The ability to draft water from a local water source and into the District's water tenders in a way that meets ISO guidelines can increase the District's ISO rating which is beneficial for the agency and the residents in the District. The District provides the opportunity for other bordering fire districts to cooperate with Collegeville FPD in the ISO water haul program to attain an ISO 7 rating.

The District has established its own response goal of five minutes or less from alarm to arriving on scene.

The Lifecom Dispatch Center reports that the District's 90 percentile "turnout time" and "travel times" in 2009 were 3:37 minutes turnout and 8:50 minutes engine performance. The average 90 percentile times for volunteer fire districts was 4:23 minutes for turnout time and 9:19 minutes travel time.

GOVERNANCE ALTERNATIVES

The following governmental structure options were identified for Collegeville FPD:

- To improve the level of service delivery the District should establish mutual and automatic aid agreements.
- A boundary change or establish an automatic aid agreement with Montezuma Fire Protection District are two options identified to assure that the NCYCC property is provided an adequate level of fire protection service.

- Consolidation among the central county fire service providers to improve efficiency of services, promote facility and apparatus sharing and improve service levels.

MSR DETERMINATIONS

GROWTH AND POPULATION PROJECTIONS FOR THE AFFECTED AREA

- 1) Residential population growth within the District boundary is projected to be minimal.
- 2) The Mariposa Lakes Project, consisting of 3,800 acres of mixed-use development, is within the City of Stockton SOI and would annex to the City if the project were to move forward. The project could potentially remove 3,800 acres from the Colledgeville FPD.
- 3) The State Department of Corrections and Rehabilitation is proposing a 1,800 bed medical care facility with a proposed staff of 3,030 and to establish a 500-adult male re-entry facility on the Northern California Youth Correctional Center property and Northern California Women's Facility. These proposed uses will greatly increase the District's service volume.
- 4) Demands for service are the lowest of the 19 rural fire protection districts with an average of 96 calls per year. The average number of calls for the county rural fire districts was 947 calls in 2008.

PRESENT AND PLANNED CAPACITY OF PUBLIC FACILITIES AND ADEQUACY OF PUBLIC SERVICES, INCLUDING INFRASTRUCTURE NEEDS OR DEFICIENCIES

- 1) The District owns one fire station that is staffed only by on-call volunteers. The District maintains an on-call list of ten volunteers. Volunteers report to the fire station from their homes or places of employment when dispatched. Response times are increased when a station is not staffed.
- 2) The District owns four apparatus. The most recent purchased engine was a 1997 used engine purchased from the French Camp-McKinley FPD. The District has sufficient funds in its reserves or capital outlay accounts to replace or purchase new equipment.
- 3) The District's service area is 18,185 acres.
- 4) The District sets a response goal of five minutes to respond to a call for service from alarm to arriving on scene. It reported that its median response time in 2008 was 6:63 minutes from dispatch to arrival on scene.
- 5) The LifeCom Dispatch Center reported the District's 90 percentile on elapse times as 3:37 minutes for Turnout and 8:50 minutes for Response.
- 6) The fire station is located in a few hundred yards from the intersection of Jack Tone Road and Mariposa Road which is considered the rural community of Colledgeville. However, all the area east of Jack Tone Road is served by the Farmington Rural FPD and their nearest fire station is located ten miles away. To better serve this area an automatic aid agreement should be considered.

FINANCIAL ABILITY OF AGENCIES TO PROVIDE SERVICES

- 1) The two revenue sources for the District include property tax revenue (43 percent) and special assessments (57 percent). The District's operating costs are about the same as the total revenues it receives.
- 2) The District was the only fire district whose property tax revenues increased (+4.16 percent) rather than decrease for the fiscal years 2008 to 2010. However, it is projected that all districts will experience a 3 percent decrease in property tax revenues for the fiscal year 2010/2011.

- 3) Nineteen percent of the District's territory is within the City of Stockton's sphere of influence. Property tax revenue loss to the District was projected to be \$5,412 (2009).
- 4) Colledgeville FPD receives the second least amount of property tax increment of the rural fire districts at 2.3 percent. The average property tax increment for the rural fire districts is 12.4 percent.

STATUS OF, AND OPPORTUNITIES FOR, SHARED FACILITIES

- 1) The District should seek automatic and mutual aid agreements with adjacent fire districts to improve services.
- 2) In order to improve its ISO rating, a water haul program was implemented in coordination with local farmers in the community permitting the District to utilize their existing wells as a water source. This program has resulted in a more favorable ISO rating of 7 for the District.

ACCOUNTABILITY FOR COMMUNITY SERVICE NEEDS, INCLUDING GOVERNMENTAL STRUCTURE AND OPERATIONAL EFFICIENCIES

- 1) Voters within the District approved a special tax override measure in 2001 demonstrating the District's accountability to its constituents to provide adequate level of services.
- 2) In order to provide an adequate level of service for the Department of Corrections proposed facilities the District should consider making a boundary change to allow the Montezuma FPD which is staffed 24-hours, to provide the services to the facilities or establish an automatic aid agreement to allow Montezuma FPD to serve this facility.

4. EASTSIDE RURAL COUNTY FIRE PROTECTION DISTRICT

FORMATION AND BOUNDARY

The Eastside Rural FPD is located to the east and adjacent to the City of Stockton. The District contracts with the City to provide fire protection for the unincorporated area that is approximately 7,451 acres. A map of the existing boundary is shown on Map 4-1.

In 1983 the Commission adopted a sphere of influence (SOI) for the District that was coterminous for the portion of the district which was beyond the City of Stockton SOI boundary and a zero sphere for that portion of the district that was within the City’s SOI boundary. A zero SOI indicated that the City would eventually annex the unincorporated area at some time in the future and would provide all public services to the area at the same level provided to all City residents.

Since 1983 the City annexed more than 163 acres and detached this same territory from the Eastside FPD (Table 4.1). In September, 2008 the Commission updated the City of Stockton’s SOI boundary and it currently overlaps the fire district service boundary by approximately 3,660 acres or about 19.23 percent of the District’s territory.

Table 4.1: District Detachments

Eastside FPD Detachments Since 1983	Acres	Year
Brady Reorganization	0.195	1986
Southpark Reorganization	36.58	1987
Cooney Reorganization	1.92	1987
Filbert-Vine Reorganization	0.56	1989
Juliet Terrace Reorganization	21.24	1992
VanDenBergh Reorganization	4.6	1994
Stockton Montego Reorganization	98.0	2003
Total Acres	163.095	

LOCAL ACCOUNTABILITY AND GOVERNANCE

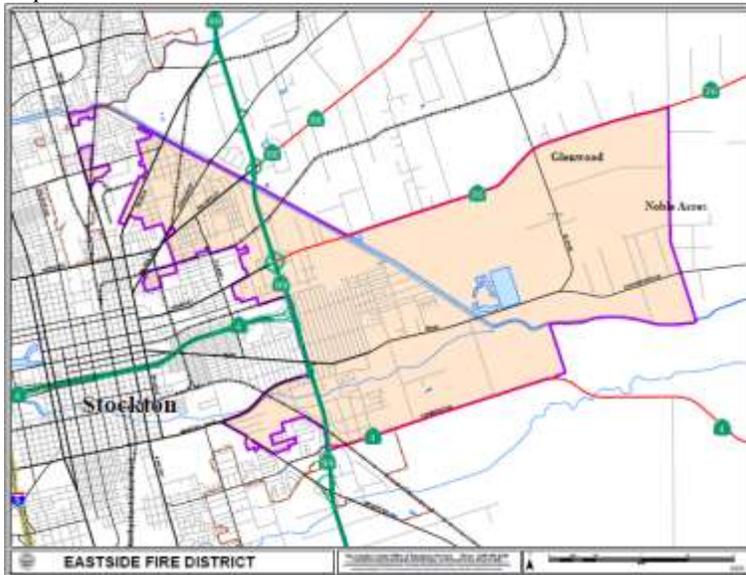
The District has a five-member governing body. Board members are elected at large and serve four year terms. Board meetings are held on the first Wednesday of every month at the City’s fire station located within the District boundaries.

	Name	Position	Began Serving	Term Expires
Members	Ben Moore	President	1980’s	12/2012
	Ray Schenone	Vice President	1960’s	12/2012
	Lynne Armanino	Director	Pre 1989	12/2012
	Martin Asbornio	Director	2003	12/2012
	Kathleen Garcia	Director	1991	12/2012
Manner of Selection	Election			
Meeting Schedule	Day: Wednesday		Location: 4010 East Main Street	
Agenda Distribution	Mailed			
Minutes Distribution	Mailed with Agenda			

MANAGEMENT

The District does not employ firefighters or other personnel. It contracts with a Clerk of the Board who prepares agendas and minutes, budgets, provides accounting and management services and represents the District at the County Fire Chiefs Association and other meetings.

Map 4-1: Eastside Rural Fire Protection District



SERVICE DEMAND AND GROWTH

The estimated population within the District in 2010 was 23,200. Population growth is projected to increase at the same rate for the unincorporated county to 25,882 by 2020. However, since more than 49 percent of the District boundary is within the City of Stockton SOI it is expected that this area would be annexed to the City according to the City's General Plan and SOI Plan. It is therefore projected that by 2040 the population within the District would decrease to 3,221. Demographic data provided by the County Community Development GIS Division showed that in 2009 there were approximately 8,163 residential units, and in 2010 there was 18.0 million square feet industrial uses (414 acres) and about 2.5 million square feet commercial uses (59 acres) within the District's service area.

FINANCING

Property tax revenues and benefit assessments are the two main revenue sources for the District. In the fiscal year ending June 2010 the District received \$1,663,084 (80 percent) in property taxes and \$410,922 (20 percent) in assessments. It receives one of the largest property tax increments (19.7 percent) of all rural fire districts, 11.7 percent being the average increment received. In 2010 the cost of the contract for services was \$1,811,106 which is lower than the amount of revenues received allowing the District to maintain an adequate reserve account for unforeseeable emergencies. At the end of fiscal year 2010 the reserve account held \$2,703,692. The district however experienced a 24.54 percent decrease in property tax revenues from the years 2008 to 2010. In 2008 the District received \$2,203,899 and in 2010 it received \$1,663,084, a substantial decrease.

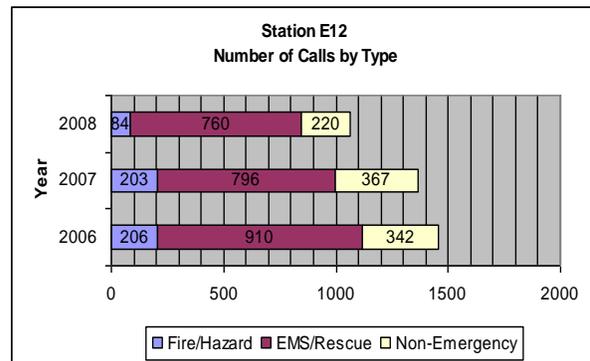
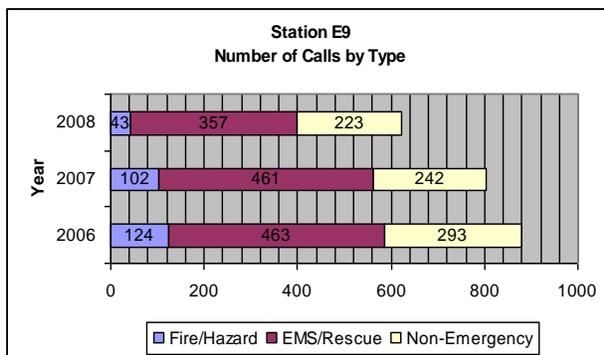
The District's current special assessment that has been in place for ten years has an approaching sunset date in 2011. The District voters, however, voted on June 2, 2010 to approve continuation of the benefit assessment.

NATURE AND EXTENT

The District receives the same level of fire services extended to City of Stockton residents because it contracts with the City for services. The District boundary is 11.6 square miles that consists mostly of single family residences, industrial, commercial, and public schools. The Mormon Slough and Diverting

Canal run through the District as well as the Central California Traction Company and Stockton Terminal Eastern Railroad tracks.

Fire services are provided primarily from Stockton Stations E12 which is located on 4010 East Main Street and E9 on 550 East Harding Way. Station E12 is located within the District boundary. The two tables below illustrate the service demand for the District from the two main City fire stations serving the District during the past three years. The District averages a total of approximately 2,100 calls per year from four stations, about 61 percent being for emergency medical services.



INFRASTRUCTURE

The District does not own or operate any fire stations. Services to the district are provided by the City of Stockton from a station located on 4010 East Main Street. The District also does not own apparatus or other fire equipment. Fire hydrants are the responsibility of the City. Agricultural pumps are available for use when needed.

SERVICE ADEQUACY

There are two general indicators of service adequacy for municipal fire providers: ISO rating and response times. 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. The City of Stockton, which provides fire services to Eastside FD by contract, has an ISO rating of 1.

The District reported that the median response time was 4 minutes and 41 seconds and a 90th percentile response time of 6 minutes and 45 seconds. Since fire services are provided by the City of Stockton, the District indicated that they were satisfied with the response times to the District.

GOVERNANCE ALTERNATIVES

The District has not considered other governmental structures or other structural reorganizations. The District states that contracting with the City seems to be working for both parties involved.

MSR DETERMINATIONS

GROWTH AND POPULATION PROJECTIONS FOR THE AFFECTED AREA

- 1) Over 49 percent of the District is within the City of Stockton SOI. The District population would decrease from 23,200 to 3,221 by 2040 if the City annexes all of the territory within its sphere of influence according to the General Plan and SOI Plan.

PRESENT AND PLANNED CAPACITY OF PUBLIC FACILITIES AND ADEQUACY OF PUBLIC SERVICES, INCLUDING INFRASTRUCTURE NEEDS OR DEFICIENCIES

- 1) The District does not own a fire station or apparatus. Fire services are provided through a contract with the City of Stockton.
- 2) The District receives the same level of service provided to City residents.

FINANCIAL ABILITY OF AGENCIES TO PROVIDE SERVICES

- 1) Revenue sources for the District include property taxes and benefit assessments. The District receives sufficient revenues to cover the City's contract costs and other related costs for fire protection.
- 2) At this time the District maintains an adequate reserve balance.
- 3) As the City of Stockton grows outward and annexes territory from the District, the District loses the property tax and special assessment revenues. The District will eventually be impacted to a point where it can no longer operate or provide an adequate level of fire services to its remaining territory.

STATUS OF, AND OPPORTUNITIES FOR, SHARED FACILITIES

- 1) The District contracts for services and does not own facilities.

ACCOUNTABILITY FOR COMMUNITY SERVICE NEEDS, INCLUDING GOVERNMENTAL STRUCTURE AND OPERATIONAL EFFICIENCIES

- 1) Voters within the District approved a special tax override measure demonstrating the District's accountability to its constituents to provide adequate level of services.



5. ESCALON CONSOLIDATED FIRE PROTECTION DISTRICT

FORMATION AND BOUNDARY

The Escalon Consolidated Fire Protection District (FPD) was formed in 1982 with the consolidation of the Escalon Rural County Fire Protection District and the Escalon Fire Protection District. Prior to their consolidation, the two fire districts operated independently but provided fire protection to the City and the surrounding unincorporated rural area. Both fire districts operated from one fire station located near the City center and were volunteer fire districts. The Consolidated District is a combination fire district with both paid and on-call volunteers.

The District's service boundary is approximately 64 square miles and covers the southeastern portion of the County, south of Dodds Road and east of Carrolton Road to the County boundary on the east and south. The District serves the City of Escalon and the surrounding unincorporated county mainly designated for agriculture. The Escalon Consolidated FPD is bounded by the Ripon Consolidated, Colledgeville and Farmington FPDs on the north and west and Stanislaus County to the east and south. The map of the existing boundary is shown in Map 5-1.

In 1982 LAFCo conducted a sphere of influence review of the two independent fire districts serving the Escalon area. The sphere study provided the basis for consolidation of the two Districts. Upon completion of the consolidation, a coterminous sphere of influence was adopted for the newly formed Escalon Consolidated FPD.

LOCAL ACCOUNTABILITY AND GOVERNANCE

The Escalon Consolidated FPD has a five-member governing body. Board members are elected at large and serve four year terms. Board meetings are held on the second Thursday of each month at the District's fire station located at 1749 Coley Avenue, Escalon.

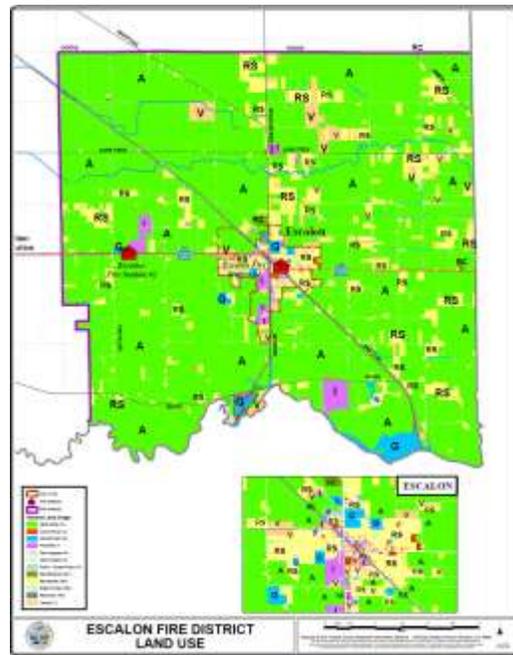
	Name	Position	Began Serving	Term Expires
Members	John Wright	Chairperson	2004	2012
	Andy Dugo	Vice Chairperson	1998	2014
	Dan Keyser	Director	2009	2014
	Steve Reichmuth	Director	2008	2012
	Mickey Schilber	Director	2002	2014
Meeting Schedule	Day: 2nd Thursday of every month Location: Fire Station 1, 1749 Coley Avenue, Escalon			
Agenda Distribution	Posted at Station 1. Distributed to members and public at meeting			
Minutes Distribution	Mailed to all members. Catalogued at Station 1.			

The District maintains a website at www.escalonfire.com that provides information on the District Board and Staff, history, equipment, and fire safety tips for the community.

Map 5-1: Escalon Consolidated FD



Map 5-2: Escalon Consolidated FD Land Use



MANAGEMENT

The District's staff consists of 25 employees. Ten are sworn full-time firefighters and 15 are paid on-call as well as firefighters that can work shifts. One hundred percent are certified Fire Fighter I's and 20 percent are Fire Fighter II's, and 76 percent are Emergency Medical Technicians. The District staff also employs a certified Paramedic. The District maintains 1.92 sworn staff per 1,000 population. Full-time firefighters with five years experience are paid an annual salary of \$41,671 plus insurance benefits. Reserves and volunteers are trained on the first, second and third Mondays of each month. Training includes monthly safety topics, emergency medical, fire suppression, auto extrication, hazardous materials and technical rescue.

Health and Safety Code Section 13916 authorizes the District to charge fees to cover the cost of any services provided by the District or the cost of enforcing any regulation. The District recently reinstated their Fee for Service Ordinance which is administered by Fire Recovery USA. The Board is considering increasing fire facility fees for commercial and residential development. The District reports that an independent audit is conducted annually in October. Currently a Capital Improvement Plan is being devised as part of the District's strategic planning efforts.

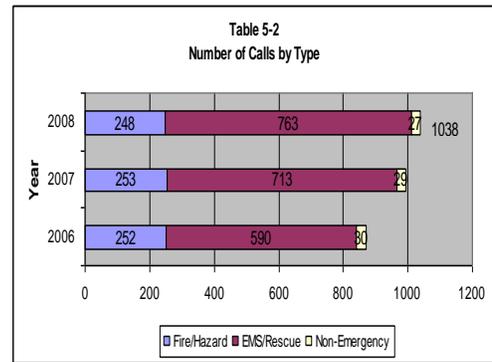
The District has explored a personnel sharing program with the Ripon FPD and the Salida FPD (Stanislaus County). This program would allow personnel from all three agencies to spend time at the other districts to see the response areas, observe training and operations.

SERVICE DEMAND AND GROWTH

Land uses within the District boundaries encompass various density residential, industrial, commercial, governmental uses and general agricultural land (Map 5-2: Escalon FPD Land Use). The 2010 population was 12,598 and is projected to increase by an average annual growth rate of 1.40 percent to a population of 18,836 by 2040. Demographic data provided by the County Community Development GIS Division indicated that in 2009 there were approximately 4,458 residential units, and in 2010 there were 22.9 million square feet industrial uses (525 acres) and about 2.1 million square feet commercial uses (47.6 acres) within the District's service area.

The District maintains two fire stations located at 1749 Coley Avenue and 179950 South Van Allen. The number of calls by type for the last three years is shown below for the fire station located on Coley Avenue (Table 5-2). The District reported that 65 (2008) of the types of calls it receives are for emergency medical and rescue services and that 76 percent of its staff are certified EMT-1s. The District does not desire or plan to serve areas that are not now within its boundaries.

Note: Station 1 responds to all incidents in the District. Station 2 is staffed by volunteers only and is not dispatched to incidents.



FINANCING

The two main sources of revenue for the District include property taxes (28.2 percent) and special taxes (71.1 percent). The District also receives development impact fees and charges certain fees for services. The District receives the lowest tax increment of all rural fire districts at 1.5 percent (average tax increment is 11.7 percent) and the amount it receives in property tax (\$285,948) could not sustain operating costs without the special assessment. Property taxes for the last three fiscal years however did not decrease significantly as it did for other districts. The District received 4.85 percent less in property taxes from 2008 to 2010, however, it is expected that it would decrease by 3 percent for the current fiscal year. The special tax override was approved in 1989 by the voters and provides substantial revenues for the District. In fiscal year 2010 total revenues generated by the District was \$1,041,709 and operating costs were \$1,020,404. There is no sunset date for the special tax and each July/August the Board evaluates the tax rate. The special tax was set to its maximum level in 2006 to accommodate the need to add additional full-time staff. The District augments its budget by applying for grants. In 2008 it received a grant for breathing apparatus from Homeland Security.

A formal policy on maintaining financial reserves of \$35,000 has been adopted. The District carried forth a contingency reserve and capital outlay balance at the end of fiscal year 2009-2010 in the amount of \$931,645.

NATURE AND EXTENT

The Escalon Consolidated FPD provides fire protection, prevention, suppression, fire inspection, hazardous material, water rescue, emergency medical, technical rescue, and mass decontamination (infection disease control).

Two railways, Burlington-Northern-Santa Fe and Union Pacific traverse through the District. State Highway 120 runs through the District boundaries and the Stanislaus River, South San Joaquin Irrigation District's main and lateral canals. Large manufacturing and businesses include the Hogan Manufacturing plans, Wrights Petroleum, Eckert Frozen Foods and Escalon Premier Brands.

The District provides service primarily within its boundary area. Under a Mutual Aid Agreement (fire district provides or receives aid upon request by the first-response agency) the District cooperates with the Ripon Consolidated FPD and Farmington FPD. It cooperates with adjacent fire districts in Stanislaus County including the Salida FPD, Stanislaus Consolidated FPD, and the Oakdale Rural FPD.

The District has non-written agreements with all surrounding fire agencies for automatic aid emergency response (closest available resource, regardless of boundaries) in designated areas for specific incident

types. Automatic aid is provided to the following agencies and in the following areas: Ripon Consolidated FPD, provide engine, water tender or rescue to areas in the eastern portion of Ripon's Station 2 response area; Salida FPD, provide truck, engine, water tender to areas bordering the San Joaquin/Stanislaus County lines; Oakdale Rural FPD, provide engine or water tender to western portion of Oakdale's Rural Station 3 response area; Farmington FPD, provide engine, truck, water tender or rescue to incidents on District borders.

INFRASTRUCTURE

The District operates two fire stations. The station located at 1749 Coley Avenue, Escalon is in fair condition, requiring non-routine renovations, upgrading and repairs are needed. The Station was originally constructed in 1949, with an add-on in 1969. It has undergone six remodels/additions to accommodate staffing and administrative needs. Station 1 is staffed by 1 Battalion Chief and 2 firefighters and with the following apparatus: 1 Type 1 Engine, 2 Type 3 Engines, 1 Type 2 Truck, 1 Water tender, 1 Rescue, and 3 Staff/Support Vehicles. Station one is centrally located to serve the City of Escalon.

Station 2 is located at 17950 South Van Allen, Escalon and is in excellent condition. The station is staffed by all volunteers. A Water Tender and a Rescue Truck is available at the station.

At this time the District is in the preliminary stages of preparing a strategic plan for upgrades and replacement of its infrastructure. Currently, there are no immediate plans for infrastructure upgrades. The District indicated that it has the ability to accommodate future development.

SERVICE ADEQUACY

There are two general indicators of service adequacy for municipal fire providers: ISO rating and response times. 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. The Escalon Consolidated FPD has an ISO rating of 4 for the City and 8b rating for the rural areas.

The District establishes service response goals of five minutes from dispatch to arrival on scene in the City of Escalon; and 15 minutes from dispatch to arrival in the rural areas of the District. The most recent time studies indicated a five minute response time in the City of Escalon 90 percent of the time and less than 15 minutes in the rural areas 100 percent of the time.

Response data provided by LifeCom Dispatch Center regarding the District's 90 percentile "turnout time" and "travel time" in 2009 was 2:25 minutes turnout time and 7:25 minutes response time. These times were below the average 90 percentile time for all combination rural fire districts at 2:18 minutes turnout time and 7:13 minutes r travel time.

The District reported that its main service challenge is inhibited response created by train traffic along the Burlington-Northern-Santa Fe rail lines.

GOVERNANCE ALTERNATIVES

The District indicated that it does not foresee any future reorganization at this time. The District feels it has managed financial solvency, as well as operations solvency and that further consolidation would not benefit the District.

The District has had preliminary talks with the Ripon Consolidated and Salida FPDs on a personnel sharing program. This program would allow personnel from all three agencies to spend time at the other agency to study response areas and observe training and operations. The idea is not being pursued fully at this time.

MSR DETERMINATIONS

GROWTH AND POPULATION PROJECTIONS FOR THE AFFECTED AREA

- 1) The District's population is projected to grow at an average rate of 1.4 percent annually, from 12,598 in 2010 to 18,836 in 2040, an increase of 6,238 people.
- 2) The District receives on average 968 calls for service each year and approximately 71 percent are medical calls. The average number of calls received by the other county rural fire districts was 898 calls in 2008.

PRESENT AND PLANNED CAPACITY OF PUBLIC FACILITIES AND ADEQUACY OF PUBLIC SERVICES, INCLUDING INFRASTRUCTURE NEEDS OR DEFICIENCIES

- 1) The District owns two fire stations. The main station is located in the City of Escalon which is the most populated area. The second station is located east of Escalon on Hwy 120 and is staff by volunteers.
- 2) The main station is staffed with a minimum of a Battalion Chief and two firefighters. The District maintains an on-call list of nineteen volunteers.
- 3) Apparatus owned by the District include: 2 engines, 1 truck 2 water tenders, 2 rescue vehicles and 3 staff/support vehicles.
- 4) The Lifecom Dispatch Center reported the District's 90 percentile on elapse times as 2:25 minutes for Turnout and 7:25 minutes for Response, below the average 90 percentile times for all rural fire districts.

FINANCIAL ABILITY OF AGENCIES TO PROVIDE SERVICES

- 1) The two revenue sources for the District include property tax revenue (28.2 percent) and special tax override (71.1 percent). The District receives the lowest property tax increment of all rural fire districts. It would not be able sustain operations if it did not have a special tax override in place.
- 2) The District did not experience a dramatic decrease in property tax revenues as did other rural fire districts. Property taxes revenues decreased 4.85 percent between 2008 and 2010. Over half of the fire districts saw a decrease of over 10 percent in its property tax revenue base.
- 3) The District's property tax revenue base is not affected by city annexations.

STATUS OF, AND OPPORTUNITIES FOR, SHARED FACILITIES

- 1) The District provides and receives mutual and automatic aid from adjacent rural fire districts.

ACCOUNTABILITY FOR COMMUNITY SERVICE NEEDS, INCLUDING GOVERNMENTAL STRUCTURE AND OPERATIONAL EFFICIENCIES

- 1) Voters within the District approved a special tax override measure demonstrating the District's accountability to its constituents to provide adequate level of services.
- 2) No alternative governmental structures have been identified for the District.



6. FARMINGTON FIRE PROTECTION DISTRICT

FORMATION AND BOUNDARY

The Farmington Fire Protection District (FPD) was formed in 1936. The District currently offers fire protection, suppression and prevention, fire inspection, hazardous material, and basic and emergency medical services.

The District's service area is approximately 100 square miles and is located in the eastern portion of the County between Copperopolis Road to the north, Dodds Road to the South, Jack Tone Road to the west and the County border on the east. The District serves the communities of Farmington and the southern portion of the community of Peters. The Linden-Peters Rural FPD provides service to the northern portion of Peters. The majority of the service area is designated for agriculture. The Farmington FPD is bounded by three other County rural fire districts including Linden-Peters to the north, Colledgeville to the west, and Escalon Consolidated FPD to the south. The county line and the Oakdale FPD (Stanislaus County) border the District on the east. The map of the existing boundary is shown in Map 6-1.

In 1984 the Commission adopted a sphere of influence for the District that included the existing territory and the 160-acre parcel located to the east that did not receive fire services from any county rural fire district. The parcel is within the CalFire State Responsibility Area. The Commission also considered the realignment of the District's northern boundary to avoid the division of the Peters community; the realignment being based on an equitable exchange of territory and revenues with the Linden-Peters Rural FPD. The boundary splitting the community of Peters remains and the 160-acre parcel has not been annexed.

LOCAL ACCOUNTABILITY AND GOVERNANCE

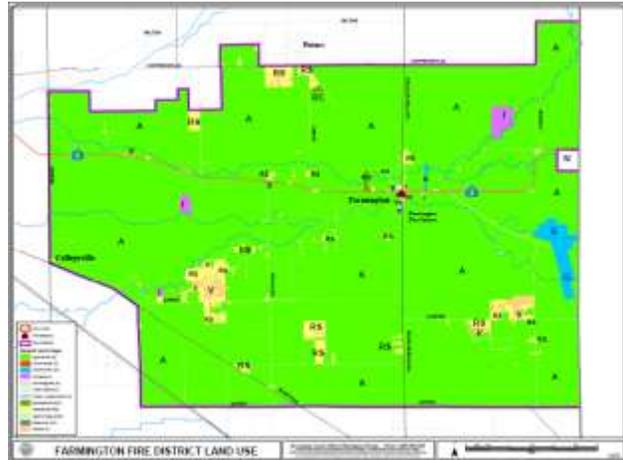
The Farmington FPD has a five-member governing body. Board members are elected at large and serve four year terms. Board meetings are held on the fourth Monday of each month at the District's fire station.

	Name	Position	Began Serving	Term Expires
Members	Matthew W. Bailey	President	2006	2010
	Frank Ed Bracco Jr.	Sec/Treasurer	2008	2012
	Mike Keener	Member	2008	2012
	Cleve Latini	Member	2009	2010
	Kelly Ogilvie	Member	2008	2012
Manner of Selection	Election/Appointed			
Meeting Schedule	Day: 4 th Monday at 7:00 pm Location: 25474 E. Hwy 4			
Agenda Distribution	Posted at the fire station 72 hours prior to meeting			
Minutes Distribution	Posted at fire station and distributed to Board members 72 hours prior to meeting and to public upon request			

Map 6-1: Farmington Rural Fire Protection District



Map 6-2: Farmington Rural Fire District Land Use Map



STAFFING AND MANAGEMENT

The District's staff consists of 1 paid employee who is the Fire Chief and 19 on-call sworn firefighters. The Fire Chief receives a base salary of \$20,400 plus benefits and on-call staff receive \$10 per diem per call. The station is covered with 1-2 Firefighters during the day and 1 EMT-2 at night at all times with volunteer Firefighters on call. There are no shifts. There is no minimum training requirement for volunteer firefighters but volunteer staff is required to be within 15 minutes response time to the fire station to be called and upon acceptance the volunteer must have CPR and First Responder certification completed within six months. Training opportunities are provided through the Modesto Fire Academy and in coordination with Ripon Consolidated FPD. The District hosted a live-fire-attack training and progressive hose lay training utilizing three wheat stubble fields donated by nearby farmers.

As of January 1, 2011 the District and Collegeville FPD entered into an Automatic Aid Agreement for specific areas, boundary line calls, and training.

SERVICE DEMAND AND GROWTH

Land uses within the District boundary encompass mostly low density residential, industrial, commercial and general agricultural uses (Farmington Fire District Land Use Map 6-2). The population of the District in 2010 was 2,010 people. Population growth is projected to correspond with the annual population growth of the unincorporated areas of the county at 1.10 percent per. By 2040 the population within the District is projected to increase to 2,790 people. In 2009 there were approximately 770 residential units, and in 2010 there were 12.9 million square feet industrial uses (296 acres) and 71.8 square feet commercial uses (2 acres) within the service area.

A small portion of the northern area of the District lies within the State Responsibility Area (SRA) under CalFire. The SRA includes lands classified by the State Board of Forestry as areas in which the primary financial responsibility for preventing and suppressing wild land fires is that of the State during fire season. These lands are covered wholly or in part by timber, brush, undergrowth or grass and lands used principally for range or forage purposes. Structural fires and other fire services are the responsibility of the local fire agency year round. There are very few residential units and some farm structures located in the SRA area. The State Bureau of Land Management provides fire protection to the Farmington Flood Control Basin also located within the District.

FINANCING

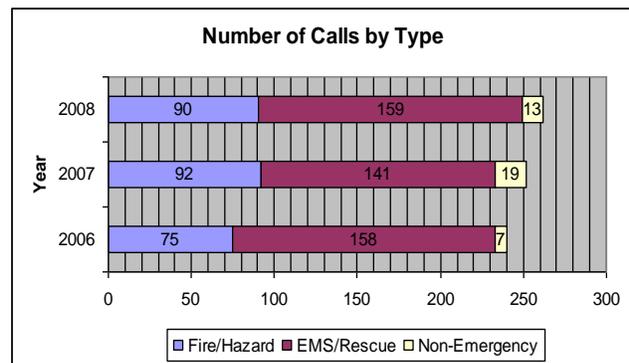
The District relies 99 percent on property tax revenues which totaled \$233,568 in the fiscal year ending June 2010. Operational costs for the District in 2010 were \$172,453. Farmington FPD is one of five rural fire districts that does not have a special tax or benefit assessment in place. Its property tax revenue base however has remained almost consistent in the last three years, decreasing by only 2.93 percent. The District also has one of the lowest property tax increments at 5.1 percent in comparison to the average for all rural fire districts at 11.7 percent. The District carried forth a reserve and capital outlay balance of \$270,901 at the end of fiscal year 2010. Other revenue sources include fees for service and Strike Team reimbursements. For the purchase of equipment the District participates in a volunteer organization that has been in existence since 1936 and continued to participate after its incorporation in 1942.

The District will not be affected by annexations of Cities of district territory. The City of Stockton's sphere of influence does not overlap into the District territory.

NATURE AND EXTENT

The District operates one fire station located at the intersection of Highway 4 and Escalon-Bellota Road. No additional stations are planned. The District receives an average of 250 calls for service each year. The number of calls by type during the last three years is shown in Table 6-1. The District reported that 78 percent of the types of calls it receives are for emergency medical services and that 30 percent of its staff are certified EMT-1s and 70 percent are certified First Responders.

Table 6-1: Number of Call by Type



The District indicated that it has the equipment and training to accommodate a greater call volume than the District generates at this time. It currently provides assistance to the northeast portion of Stanislaus County that was unprotected until the Oakdale Rural FPD took in the unprotected area.

Highway 4 runs through the District and has a high volume of traffic on weekends and especially during the holidays and summers when travelers make their way to the mountains and lakes. There are numerous water ways including Duck Creek and the North and South Little John Creeks. The northeastern portion of the District is considered wildland and is designated as a State Responsibility Area (SRA) under CalFire. CalFire provides fire protection for wildland fires during fire season and the District is primarily responsible for structural fires however, the District responds to wildland fires throughout the year.

LOCATION

The District provides service primarily within its boundary area. Under a Mutual Aid Agreement (fire district provides or receives aid upon request by the first-response agency) the District provides service to French Camp Fire. The District maintains automatic aid emergency response (closest available resource, regardless of boundaries) to Linden-Peters, Escalon, and Colledgeville FPDs in San Joaquin County and the



Oakdale Rural FPD in Stanislaus County. It also participates in the Countywide Fire Mutual Aid Agreement in which services are provided upon request.

Jack Tone Road and Mariposa Road serve as the District's western boundary. The community of Colledgeville is located at this intersection and the Colledgeville Rural FPD station is located to the east on Mariposa Road approximately 500 yards from the intersection. Its service area is to the west of Jack Tone and Mariposa Roads. The Farmington FPD station is approximately 10 miles from the intersection and serves properties east of Jack Tone and Mariposa. The fire district that can provide adequate response times to this area has not been determined. The Farmington FPD station is staffed 24-hours with a minimum of 2-3 firefighters while the Colledgeville FPD is an all volunteer district and its station is not staffed. An Automatic Aid Agreement with Colledgeville was agreed upon on January 1, 2011.

INFRASTRUCTURE

The District operates one fire station located at 25474 East Highway 4 and is in good condition, requiring only routine maintenance. The District has applied for a grant to expand and upgrade the station with living quarters. The fire station is staffed by an Assistant Chief for the night shift and the Chief and two officers during the day shift. Equipment at the station include: 3 engines, 2 water tenders and 1 rescue vehicle.

The District reported that the fire hydrants within the town of Farmington are inadequate at this time; however, upgrades to the hydrants are scheduled to be completed by summer of 2011. Upgrades will be paid for by a grant received by the Farmington Water Company.

SERVICE ADEQUACY

There are two general indicators of service adequacy for municipal fire providers: ISO rating and response times. 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. The Farmington FPD has an ISO rating of 6/8b.

Response data provided by Lifecom Dispatch Center regarding the District's "turnout time" and "travel time" in 2009 were 5:17 minutes and 10:14 minutes 90 percent of the time for emergencies. The average 90 percentile for volunteer rural fire districts was 4:23 minutes for turnout time and 9:19 minutes travel time. Response data collected by the District however, showed an average "turnout time" of 2.7 minutes for the period July 2009 to June 2010 for 158 calls for service,

The District reported that its main service challenge was the extensive wildland areas within the district and also cited waterways with little or no access as problem areas within the District.

GOVERNANCE ALTERNATIVES

The Farmington FPD has not been affected by city annexations and the lost of territory and revenues. It has not considered other governmental alternatives for the provision of services as the board feels that current fire services are being provided adequately.

The District also belongs to the Joint Radio Users Group and the Fire Agencies Self Insurance System for workers compensation insurance coverage. The District participates in the County Mutual Aid Agreement.

MSR DETERMINATIONS

GROWTH AND POPULATION PROJECTIONS FOR THE AFFECTED AREA

- 1) Residential population growth within the District boundary is projected to be minimal.
- 2) The District receives an average of 250 calls for service each year of which 78 percent are for medical emergencies. The average number of calls received by the other county rural fire districts was 898 calls in 2008.
- 3) The northwestern portion of the District is within the State Responsibility Area for which CalFire is responsible for wildland fires.

PRESENT AND PLANNED CAPACITY OF PUBLIC FACILITIES AND ADEQUACY OF PUBLIC SERVICES, INCLUDING INFRASTRUCTURE NEEDS OR DEFICIENCIES

- 1) The District owns one fire station that is located in the town of Farmington where the District has the highest density of population.
- 2) The station is covered with 1-2 Firefighters during the day and 1 EMT-2 at night at all times with volunteer Firefighters on call.
- 3) The District owns six apparatus: 3 engines, 2 water tenders, one rescue vehicle, and 1 command vehicle.
- 4) The Lifecom Dispatch Center reported the District's 90 percentile on elapse times as 5:17 minutes for Turnout and 10:14 minutes for Travel Time. Data collected by the District indicates an average Turnout time of 2.7 minutes.

FINANCIAL ABILITY OF AGENCIES TO PROVIDE SERVICES

- 1) Property tax revenue makes up 98 percent of the District budget. Total revenue received in 2008-2009 was \$237,531 and operating expenses were \$219,614. The reserve account held \$242,670 at the end of fiscal year 2009.
- 2) The District would not be affected by city annexations.

STATUS OF, AND OPPORTUNITIES FOR, SHARED FACILITIES

- 1) A mutual aid agreement with the French Camp-McKinley FPD provides needed administrative assistance with accounting and budget training.
- 2) The District maintains automatic aid agreements with adjacent San Joaquin County rural fire districts as well as the Oakdale Rural FPD in Stanislaus County.
- 3) The District entered into an Automatic Aid Agreement with Colledgeville FPD on January 1, 2011.

ACCOUNTABILITY FOR COMMUNITY SERVICE NEEDS, INCLUDING GOVERNMENTAL STRUCTURE AND OPERATIONAL EFFICIENCIES

- 1) The Automatic Aid Agreement with Colledgeville FPD will improve service to the community of Colledgeville which is located at the District's western boundary and in closer proximity to the Colledgeville FPD.
- 2) The feasibility of consolidation among the central county fire service providers in order to improve efficiency of services, improve staffing levels, and to promote facility and apparatus sharing needs to be explored as well as the establishment of a Functional Joint Powers Authority or Consolidation for administrative services for the District.



7. FRENCH CAMP-McKINLEY FIRE PROTECTION DISTRICT

FORMATION AND BOUNDARY

The French Camp-McKinley Fire Protection District was formed in 1946. The District currently provides fire protection, suppression and prevention, inspection, hazardous material, water rescue, and emergency medical services.

Map 7-1: French Camp-McKinley Fire Protection District

The District's service boundary is approximately 16 square miles and is centrally located in the County, south of the City of Stockton between French Camp Road and Roth Road and the San Joaquin River and Union Pacific Railroad. Included within the boundary is the community of French Camp, Interstate 5, Sharpe's Army Depot, and 114 acres of County facilities including the County hospital, jail, Sheriff's Office, Juvenile Justice Center, Mary Graham Children's Center, and migrant family housing units. The District is bounded by the City of Stockton Fire District to the north, Montezuma FPD to the east and the Lathrop-Manteca FPD to the south. To the west of the District is the unprotected Delta area. The map of the fire district boundary is shown on Map 7-1.



In 1983 the Commission amended the sphere of influence (SOI) for the District as follows: a coterminous SOI for the portion of the district which was beyond the City of Stockton SOI and a zero sphere for that portion of the district that is within the City's SOI boundary. Since 1993 the City has annexed more than 112 acres and detached this same territory from the French Camp-McKinley FPD. Currently, the City's SOI boundary covers 4,390 acres (52 percent) of the District's territory. In addition, the City of Lathrop's SOI boundary overlaps the District territory by approximately 963 acres or 11 percent of the District's territory. (See Map 7-2a & b Territory within Stockton and Lathrop SOI Boundary)

Map 7-2a: Territory within Stockton SOI



Map 7-2b: Territory within Lathrop SOI



LOCAL ACCOUNTABILITY AND GOVERNANCE

The French Camp-McKinley FPD has a five-member governing body. Board members are elected at large and serve four year terms. Board meetings are held on the first third Thursday of each month at the District's fire station.

	Name	Position	Began Serving	Term Expires
Members	Brandon Burlingame	Chair	2010	2014
	Bob M. Pico	Vice Chair	2000	2012
	Douglas Beckwith	Director	2004	2012
	Gorman Houbein	Director	2010	2014
	Serina Lee	Director	2010	2014
Manner of Selection	Districtwide Election			
Meeting Schedule	Day: 3 rd Thursday of every month Location: San Joaquin General Hospital, Emergency Medical Services Classroom			
Agenda Distribution	Posted at the fire station (11-1) at least 72 hours prior to meeting			
Minutes Distribution	Posted at fire station and distributed to Board members 72 hours prior to meeting and to the public upon request			

The District makes an effort to connect with the community of French Camp and hosts several events during the year.

STAFF AND MANAGEMENT

The District's staff consists of 16 employees, seven are line staff and nine are reserve personnel. The District staffs one fire engine with additional engines staffed on a call back basis. A firefighter with five years experience at top step is paid an annual base salary of \$39,900 plus benefits. On-call firefighters are paid \$10.00 per hour. A range of in-house training opportunities are provided for staff and by an agreement with the Montezuma FPD and include emergency medical continuing education. The French Camp-McKinley and Montezuma FPDs rotate Fire Chiefs in order to provide coverage for the fire stations.

An audit was approved by the Board of Directors for fiscal year ending June 30, 2008. The audit found that the District's financial records conform to generally accepted accounting principles.

The Board adopts an annual budget. The District maintains a Capital Projects Fund to account for money received and is set aside by the Board for the purpose of building or buying major capital assets. The Contingency Fund has been established to account for money set aside for future unknown events, and a Health Reserve Fund is established to account for money set aside for future health costs.

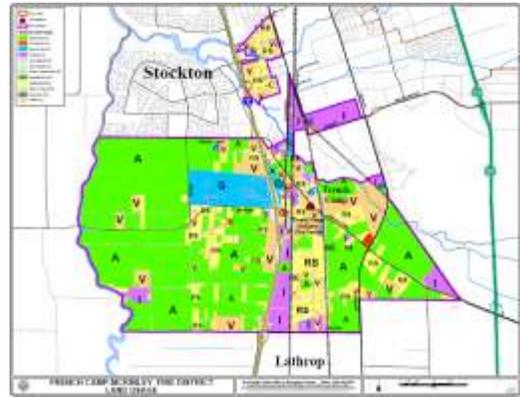
Health and Safety Code Section 13916 authorizes the District to charge fees to cover the cost of any services provided by the District or the cost of enforcing any regulation. The District Board adopted a fee schedule in which fees are charged to non-resident customers for services provided by the District.

The District belongs to and participates in joint decision-making efforts including: Fire District Association of California, San Joaquin Joint Radio Users Group, County Fire Training Officer's Association, County Joint Urban Search and Rescue Unit, County Hazardous Materials Unit, and the County Fire Chief's Association.

SERVICE DEMAND AND GROWTH

Land uses within the District boundary encompass various density residential, industrial, commercial, governmental and general agricultural uses (French Camp-McKinley Fire District Land Use Map 7-3). According to the 2010 population count there were 7,272 people residing in the District. Future population growth is projected to correspond with the annual population growth of the unincorporated areas of the county at 1.10 percent per year through 2020 to a population of 8,112, an increase of 840 people. However, by the year 2040 it is anticipated that the areas now lying within the Stockton and Lathrop SOI boundaries will be detached from the District and the remaining population will be 1,009 people.

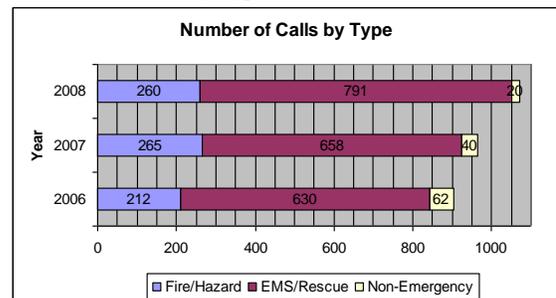
Map 7-3: French Camp-McKinley FD Land Use



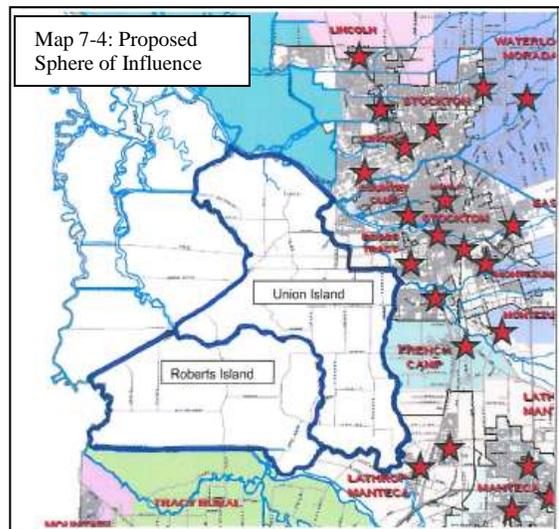
The District considers its customer base to be the structures and individuals living, working or traveling in and through the District. This includes the number of people who occupy the County jail, juvenile detention center, children's shelter, and the county hospital. The District estimates that on any given day there are at least 4,000 people who visit the county hospital. Demographic data provided by the County Community Development GIS Division indicates that there are approximately 1,571 (2009 estimate) residential units, and in 2010 there was 26.5 million square feet industrial uses (608 acres) and about 1.6 million square feet commercial uses (37.7 acres) within the District's service area.

The District maintains one fire station located at 310 East French Camp Road. The station is staffed by two engine companies. The number of calls by type is shown in Table 7-2. The District receives approximately 1,000 calls per year.

Table 7-2: Calls by Type



Located to the west of the District is the unprotected Delta area where no fire services are available. The Delta area is zoned AG-80 (minimum parcel sizes are 80 acres) under the County General Plan where the intent is to preserve agricultural lands. The estimated 2010 population of the unprotected Delta area is 2,410 and there are approximately 540 residential units. The adjacent rural fire districts and the City of Stockton Fire Department provide limited emergency services to this area mainly for vehicle accidents on Highway 4 and for structural fires when life is endangered. The District has requested that the two adjacent islands shown on Map 7-4, Roberts and Union Islands, be included in their sphere boundaries as they have contracted with 29 property owners living within these two islands to provide fire protection. The approximate area of the two islands is 75 square miles.



Government Code Section 56133 provides that a district may provide services outside its district

boundary but within its sphere of influence if it first requests approval by LAFCo. These contracts should be formalized through LAFCo by either amending the boundaries of the district or request LAFCo approval prior to entering new contracts.

FINANCING

Property taxes, special assessments, and fees for services are the main revenue sources for the District and provide 50 percent, 31 percent, and 10 percent of the budget respectively. During the last three years (2008 to 2010) rural fire districts experienced decreases in property tax revenues as property values decreased. Fire districts in general received an average decrease in property taxes revenues of about 14 percent; however, French Camp-McKinley FPD received 31 percent less revenue. This reduction in property tax revenues has had a great impact on the District budget. In addition, the Board has reached the maximum level that can be assessed under the special tax ordinance and would need to obtain voter approval for further increases. Approximately \$263,825 in revenue is obtained from special assessment. At the end of fiscal year 2010 the District's capital and reserve balance was \$650,476, about 72 percent of its operating budget.

The Board actively seeks other funding opportunities and has applied or received funds as follows: a \$5,900 matching grant from CalFire for equipment, USDA Command Vehicle grant, and FM Global Fire Prevention grant to cover 100 percent of the cost for fire prevention. The District provides in-house training classes to outside agencies for a fee to recover its costs. An additional fund has been established to fund retired or separated employees sick leave, retirement, vacation and holiday pay. A Capital Outlay fund is used with current budget funds to upgrade and replace all apparatus over a 14 year period.

Although Development Impact Fees are not a significant source of revenue for many fire districts it does provide an opportunity for additional revenues. The French Camp-McKinley FPD has not participated in the program and should request that the County impose fees on its behalf. The District receives, through its contracts with property owners in the Unprotected Delta, area approximately \$26,000 for fire protection services and receives service fees from the County to provide services and inspection to the County facilities.

Approximately 96.26 acres (11.4 percent) are in the City of Lathrop sphere and 4,390 acres (52.14 percent) are within the City of Stockton sphere. Using 2008-2009 property-related information provided by the County Community Development GIS Division, the County Auditor-Controller's Office provided estimates of what the property tax revenue loss would be to the fire district as a result of annexation of properties within the City of Lathrop and City of Stockton sphere horizons. The estimated property tax revenue loss would be \$45,972 and \$352,339 annually, respectively. As the City continues to grow outward and as annexations occur the District loses its property tax and special assessment revenues. The District will eventually be impacted to a point where it could no longer operate or provide an adequate level of fire services to its remaining territory if the current fiscal policies continue.

Detachment of territory from the District and annexed to the City of Stockton is subject to an agreement between the City and County (as the representative of rural fire districts). Under this Agreement, rural fire districts continue to receive their share of property tax revenues from the City and County in order help the District ease into the transition of the revenue loss. The Agreement, effective for five years commencing June 7, 2005 ended in June 2010. During the Agreement period, only one detachment consisting of 5.9 acres occurred. The District will no longer receive the property tax from this annexation.

The District reported a long-term debt from the State of California for the shortfall in funding received through supplemental roll tax revenue during the fiscal year 1984-85. The loan is interest free and was to

be repaid from the 1984-85 fiscal year supplemental roll tax revenue received by the district after January 1986. No due date has been assigned to the loan.

NATURE AND EXTENT

The District provides automatic aid (fire district provides or receives aid upon request by the first-response agency) to the Lathrop-Manteca FPD and to Montezuma FPD for aircraft incidents at the Stockton Metropolitan Airport. The District serves large areas of unincorporated farmland consisting of dirt roads, ditches, stand pipes, pesticide/herbicide hazards. There are many areas where there are no municipal water sources; however, the District's apparatus carry large amounts of water for this purpose. In addition there are various waterways within the service boundaries such as the San Joaquin River, Little John's Creek and numerous irrigation canals and ditches, non-standard bridges that restrict fire apparatus access. In order to provide fire services to the 5-story County Hospital the District has an agreement with the Sharpe/DLA for the use of their ladder truck.

Under an Automatic Aid Agreement with the Lathrop-Manteca FPD the French Camp-McKinley FPD provides structural fire, wildland fire, and vehicle accident and incident command (overhead personnel) services. The District also participates in the Countywide Fire Mutual Aid Agreement in which services are provided upon request.

Currently, the District is negotiating an Automatic Aid Agreement with the Sharpe/DLA Fire Department to provide services to the southern portion of its District. The automatic aid agreement will enhance the provision of services to the District. The District is also seeking automatic aid agreements with Sharpe/Defense Logistics Agency, the City of Stockton Fire Department and with the South County Fire Authority (Tracy) for the Roberts and Union Islands unprotected area.

SERVICE ADEQUACY

The District operates one fire station located at 310 East French Camp Road. The District indicates that the fire station location is adequate at this time and is in good condition, requiring only routine maintenance. The fire station is staffed 24-hours a day, each of the shifts, A-B-C are staffed by two personnel and an on-duty Fire Chief. An agreement with the Montezuma FPD provides for a rotating Chief so that one Chief is on duty during a 24 hour period, seven days a week.

Equipment at the station include: 4 apparatus equipped for wildland, structure, rescue, and hazardous materials and all can carry 800-1200 gallons of water on-board.

There are two general indicators of service adequacy for municipal fire providers: ISO rating and response times. 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. The French Camp-McKinley FPD has an ISO rating of 4/8b.

Response data provided by LifeCom Dispatch Center regarding the District's 90 percentile "turnout time" and "response" times in 2009 were 2:11 minutes and 6:15 minutes respectively. These times were below the average 90 percentile time for all rural fire districts at 2:42 minutes turnout time and 7:38 minutes response time.

GOVERNANCE ALTERNATIVES

The District recognizes the need to explore other reorganizational structures. On-going discussions regarding consolidation or establishing a Joint Powers Agreement have occurred between the French Camp-McKinley, Montezuma and Lathrop-Manteca FPDs. The Districts are geographically connected and currently share fire stations, equipment, human resources, training, and have purchased equipment jointly. However, the uncertainties of the economy have stalled further discussions.

The District is encouraged to explore other options in light of future economic impacts to the District due to city annexations. Two alternative governmental structures that the District may want to consider is: 1) Contract with the City of Stockton, similar to the contract districts of Eastside, Boggs Tract, Lincoln, and Country Club-Tuxedo FPDs; or 2) Consolidate with the centrally located fire districts (i.e., Waterloo-Morada, Linden-Peters, Farmington, Colledgeville, and Montezuma FPDs) into one agency. As a contract district the district pays for services based on the proportion of costs for fire service (e.g., General Fund) as calculated by the ratio of assessed property value in the district as compared to the total assessed property value in the City.

MSR DETERMINATIONS

GROWTH AND POPULATION PROJECTIONS FOR THE AFFECTED AREA

- 1) Population growth is projected to continue at the same pace as the County through 2020; however by 2040 due to City annexations it is projected that the District will decrease in size and have a population of 1,009.
- 2) The District receives an average of 1,000 calls for service each year of which 72 percent are for medical emergencies. The average number of calls received by the other county rural fire districts was 898 calls in 2008.
- 3) The District provides fire protection and inspection to the County facilities that include the County jail, hospital, juvenile detention center and children's shelter. On any given day at least 4,000 people visit this area for services.

PRESENT AND PLANNED CAPACITY OF PUBLIC FACILITIES AND ADEQUACY OF PUBLIC SERVICES, INCLUDING INFRASTRUCTURE NEEDS OR DEFICIENCIES

- 1) The District owns one fire station located at 310 East French Camp Road.
- 2) The Lifecom Dispatch Center reported the District's 90 percentile on elapse times as 2:11 minutes for Turnout and 6:15 minutes for Response. The average 90 percentile times for all Districts was 2:42 minutes for Turnout and 7:38 minutes for Response.

FINANCIAL ABILITY OF AGENCIES TO PROVIDE SERVICES

- 1) The three main revenue sources for the District include property tax revenue (50 percent), special assessments (31 percent) and fees for services (10 percent). Property tax revenues decreased due to the decrease in property values by 31 percent from 2008 to 2010 which significantly impacted its budget.
- 2) Fifty-two percent of the District's territory is within the City of Stockton's SOI and one percent is within the City of Lathrop's SOI. City annexations will have an adverse impact to the District's ability to provide adequate service to its remaining territory due to the loss of revenue. The estimated property tax revenue alone represents a loss of 41 percent of the total budget. In

addition the District will lose a substantial amount of its special assessments collected from these areas.

- 3) The District does not participate in the Development Impact Fee program and should request that the County impose fees on its behalf as an additional revenue source.

STATUS OF, AND OPPORTUNITIES FOR, SHARED FACILITIES

- 1) The District provides and receives mutual and automatic aid from adjacent rural fire districts and participates in various cooperative efforts to improve the provision of services.
- 2) The District shares staff and equipment resources with other rural fire districts in areas such as training, staff coverage, and administrative duties.

ACCOUNTABILITY FOR COMMUNITY SERVICE NEEDS, INCLUDING GOVERNMENTAL STRUCTURE AND OPERATIONAL EFFICIENCIES

- 1) Two alternative governmental structures have been identified for the District and should be explored by the District:
 - a. Contracting with the City of Stockton
 - b. Consolidation with the other centrally located rural fire districts
- 2) The District maintains contracts with several homeowners within the Unprotected Delta Region. These contracts should be formalized through the LAFCo by either amending the boundaries of the District or establishing out-of-agency service approvals pursuant to Government Code Section 56133.



8. LATHROP-MANTECA FIRE PROTECTION DISTRICT

FORMATION AND BOUNDARY

The Lathrop-Manteca Fire Protection District (FPD) was formed in 1936 under the Health and Safety Code. The District's service boundary is approximately 84.7 square miles and is located in the southern portion of the County. The existing boundary is shown on Map 8-1. The service area includes the City of Lathrop and the unincorporated land surrounding the City of Manteca.

The spheres of influence (SOI) for the cities of Manteca and Stockton overlap the service boundary of the fire district. Approximately 15 percent (8,000 acres) of the District's territory is within Manteca's SOI and 2 percent (over 800 acres) are within Stockton's SOI. Since 1990 the District's service territory has decreased in size by more than 5,800 acres due to annexations to the City of Manteca.

A coterminous sphere of influence for the District was adopted in 1983 by the Commission.

LOCAL ACCOUNTABILITY AND GOVERNANCE

The Lathrop-Manteca FPD has a five-member governing body. Board members are elected at large and serve four year terms. Board meetings are held on the third Thursday of each month at the District's fire station.

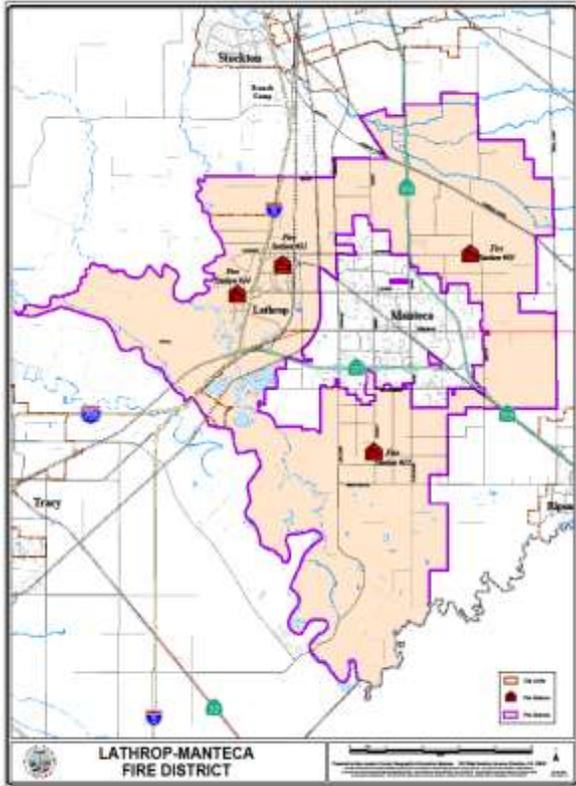
	Name	Position	Began Serving	Term Expires
Members	Bennie Gatto	Board Chairman	1998	2010
	Bill Mahaffey	Vice Chairman	1992	2012
	Manuel Medeiros	Director	1992	2012
	Frank Cauaco	Director	2007	2010
	Gloryana Rhodes	Director	2008	2012
Manner of Selection	General Election			
Meeting Schedule	Day: 3 rd Thursday of every month Location: 800 J Street, Lathrop, CA			
Agenda Distribution	Posted at each fire station, Lathrop City Hall, and website			
Minutes Distribution				

The District's website at <http://lmfd.org/> provides information about the District. The Board Agenda is posted and a schedule of activities and meetings is available.

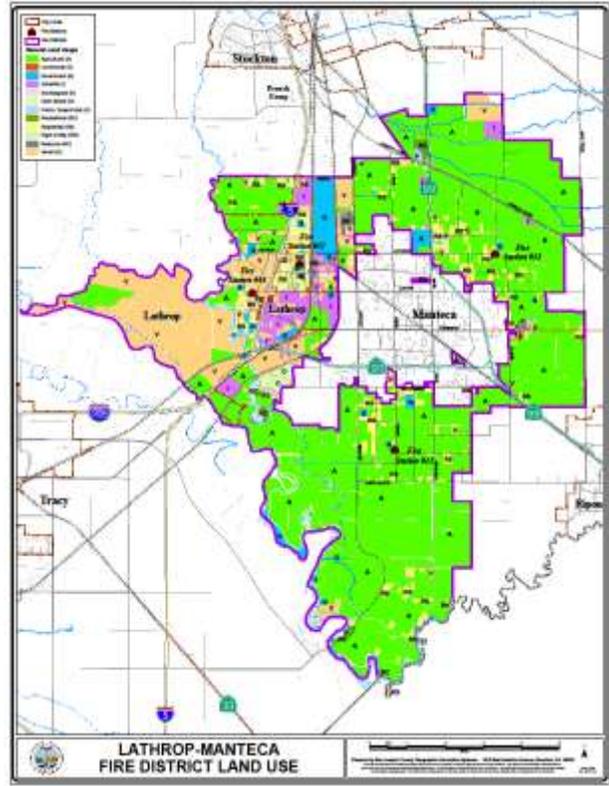
STAFFING AND MANAGEMENT

The District's staff consists of 37 sworn full-time firefighters including an interim fire chief, deputy chief, a Battalion Chief, 12 fire captains, 16 firefighter/engineers; 18 on-call firefighters; and 3 administrative staff. The base salary for a full-time firefighter with five years experience is \$51,452 per year plus medical, dental and retirement benefits provided. The medium base salary for the same level firefighter employed in the County is \$51,068. On-call firefighters are paid \$8.00 per hour.

Map 8-1: Lathrop-Manteca Fire District



Map 8-2: Lathrop-Manteca Fire District Land Use Map



Prior to the drastic shortfalls in property tax revenues the District staffed the two fire stations located within the City of Lathrop with a minimum of three staff and a minimum of two staff for the two rural fire stations. After the budget shortfall and as a cost saving measure, all stations are being staffed with a minimum of two firefighters.

The District provides all firefighting requirement classes and provides specialized training for hazardous materials, dive rescue, urban search and rescue and medical training.

SERVICE DEMAND AND GROWTH

Land uses within the District bounds encompass various density residential, industrial, commercial and general agricultural uses (Lathrop-Manteca FPD Land Use Map 8-2). In 2010 the total population for the District was 25,197. Considerable population growth is expected to occur within the City of Lathrop when the River Islands Project completes construction of the planned 11,000 homes. It is projected that by 2020 the population will increase 49 percent to 37,612 and by 2040 it will increase another 103 percent to 76,453 people. Demographic data provided by the County Community Development GIS Division indicates that in 2009 there were approximately 6,210 residential units, 78.1 million square feet industrial uses (1,794 acres) and about 4.9 million square feet commercial uses (113 acres) within the District's service area.

FINANCING

Property taxes and special assessments are the main revenue sources for the fire district. The District received property tax revenues in the amount of \$2,419,625 in fiscal year 2009/2010. The District's tax increment is 9.9 percent (percentage of tax dollars received) which is below the average of the other rural

fire districts. The average tax increment for all fire districts is 11.7 percent. During the period 2008 to 2010 most rural fire districts experienced declines in property tax revenues due to decreases property values. The Lathrop-Manteca FPD experienced one of the largest losses in property tax revenues. Between 2008 and 2009 property taxes decreased by 14 percent and between 2009 and 2010 property taxes decreased another 21 percent. The average decrease for all fire districts was 14.09 percent and it is anticipated that at least another decrease of 3 percent for 2010/2011 will occur. Because 52 percent of the total budget comes from property tax revenues the decreases has had a significant impact on the budget. In anticipation of the expected reduction of property tax revenues the District reduced its operating budget. In 2008, staff salaries and benefits totaled \$5,076,167 and by 2010 the cost was reduced to \$4,485,504, a 12 percent decrease. Additionally, it reduced its service and supplies expenditures by six percent. At the end of fiscal year 2008/2009 the District's reserve and capital outlay balance was \$547,542 but by the end of fiscal year 2009/2010 the District's balance was \$14,576, an insufficient reserve balance considering the District operating budget of \$4.7 million.

Even though the District is currently experiencing a dire financial emergency now, the anticipated future growth within the City of Lathrop could make it fiscally sound since growth would generate revenues for the District. The District receives 9.9 percent of the property tax increment and has an established special assessment tax that would also apply to the new growth.

Special taxes generate 35 percent of the budget revenues. The District collects the largest amount of revenue from special assessments in comparison to the other rural fire districts. In fiscal year 2009/2010 the District generated revenue from special taxes in the amount of \$1,741,489.

As cities annexations occur the District loses service territory and associated property taxes and special assessment revenues. The estimated financial loss in annual property taxes for territory annexing to Manteca and Stockton based on 2009 estimates is \$313,529 (6 percent of the total budget) and \$5,276 (.09 percent of the budget) respectively. The annual special assessment loss is unknown but will significantly impact the budget.

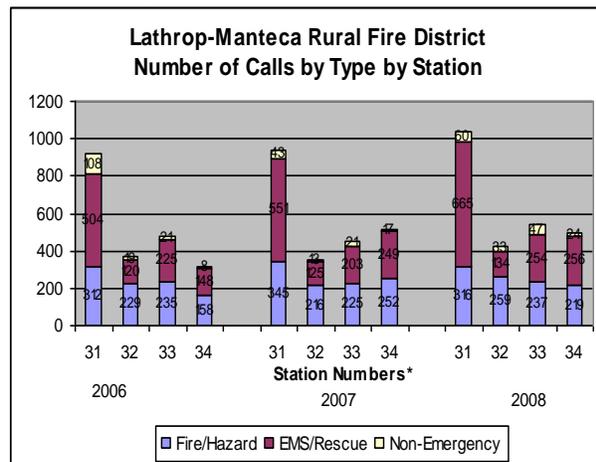
The District considered the possibility of a new sales tax initiative however, opted to not pursue that option. The District has already pared down overtime expenses and had not filled seven vacant positions in order to balance its budget in the coming fiscal year (FY 2010-11).

NATURE AND EXTENT

The Lathrop-Manteca FPD provides fire protection, prevention, suppression, fire inspection, hazardous material, emergency medical, and specializes in urban search and rescue and water rescue and dive. From the period 2006 to 2008 the number of calls for service had steadily increased from 2,087 calls in 2006 to 2,504 calls in 2008.

The District operates four fire stations; the newest station located at 460 River Islands is in proximity to where new development will occur (River Islands). Station #31 is located in the old portion of Lathrop which has the highest density of residential housing. The types of call received by each station during the last three years are shown

Table 8-1: Service Calls



* Station #31: 800 J St Station #33: 9201 Lathrop Rd
 Station #32: 22701 Union Rd Station #34: 460 River Is

in Table 8-1. Approximately 50 percent of the calls for service are for emergency medical and rescue.

The District states that more than 40 percent of the calls for service for Station #32 are for the City of Manteca and are the result of their Automatic Aid Agreement entered into in 1984 (closest resource is dispatched to an incident regardless of boundaries).

The District serves large areas of unincorporated farmland as well as high density areas such as within the City. There are various waterways within the service boundaries including the San Joaquin and Stanislaus Rivers that require the water rescue and dive services provided by the District. Major highways and freeways running through the District include Interstate 5, Highway 99 and 120, and the 120 Interchange as well as major railways. Large industrial operations such as the CoGen Facility, ER Carpenter and Libby Owens Ford increase the risks for hazardous materials incident calls.

The District indicated that its fire stations are appropriately located to provide services.

SERVICE ADEQUACY

There are two general indicators of service adequacy for municipal fire providers: ISO rating and response times. 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. The Lathrop-Manteca FPD has an ISO rating of 4 in the City and 9 in the rural areas.

Response data provided by LifeCom Dispatch Center regarding the District's 90 percentile "turnout" and "response" times in 2009 were 2:21 minutes turnout and 7:21 minutes response time 90 percent of the time for emergencies. The average 90 percentile for other rural fire districts were 2:42 minutes for turnout time and 7:30 minutes for response.

GOVERNANCE ALTERNATIVES

The Lathrop-Manteca FPD had explored the possibility of forming a Joint Powers Authority with the City of Manteca and joining in the Tracy Rural FPD and City of Tracy Joint Powers Authority. The uncertainty of the impacts of property tax revenue losses halted further discussions.

Due to the significant loss in property tax revenues and the reduction in staffing and service levels to balance the budget, the District should consider coordinating the delivery of fire service with the City of Manteca. The District is in close proximity to the City of Manteca (the District completely surrounds the City) coordination of service would benefit the district by reducing costs as well as improve the delivery of service.

MSR DETERMINATIONS

GROWTH AND POPULATION PROJECTIONS FOR THE AFFECTED AREA

- 1) Considerable population growth is expected to occur within the City of Lathrop. The population is projected to increase from 25,197 in 2010 to 37,612 in 2020, a 49 percent increase, and to 76,453 by 2040, a 103 percent increase.

PRESENT AND PLANNED CAPACITY OF PUBLIC FACILITIES AND ADEQUACY OF PUBLIC SERVICES, INCLUDING INFRASTRUCTURE NEEDS OR DEFICIENCIES

- 1) The District operates four fire stations. The stations located in the rural areas are normally staffed with a minimum of two firefighters and the urban stations are staff with a minimum of three firefighters. Staffing levels will vary until budget issues are resolved.
- 2) Response data provided by LifeCom Dispatch Center regarding the District's 90 percentile "turnout" and "response" times in 2009 were 2:21 minutes turnout and 7:21 minutes response time 90 percent of the time for emergencies. The average 90 percentile for other rural fire districts were 2:42 minutes for turnout time and 7:30 minutes for response.

FINANCIAL ABILITY OF AGENCIES TO PROVIDE SERVICES

- 1) Property taxes and special assessments are the main revenue sources for the District. The Lathrop Manteca FPD experienced one of the largest decreases in property tax revenues from previous fiscal year as compared to other rural fire districts. In fiscal year 2009 the District received 14 percent less than the previous fiscal year and in 2010 it received 21 percent less than the 2009 amount. The decrease in revenue has had a significant impact on the District's ability to provide service.
- 2) The District's operating and capital outlay reserve balance of \$14,576 is insufficient to meet unforeseen costs considering that the District's operating budget is approximately \$4.7 million.
- 3) The District continues to be impacted with the City of Manteca annexations. Fifteen percent of the District territory is within the Manteca sphere of influence and two percent is within Stockton's sphere of influence. The estimated financial loss in annual property taxes for territory annexing to Manteca and Stockton based on 2009 estimates is \$313,529 (6 percent of the total budget) and \$5,276 (.09 percent of the budget) respectively. The annual special assessment loss is unknown but the amount in addition to the annual property tax will significantly impact the budget.
- 4) Even though the District is currently experiencing a dire financial emergency now, the anticipated future growth within the City of Lathrop could make it fiscally sound since growth would generate revenues for the District. The District receives 9.9 percent of the property tax increment and has an established special assessment tax that would apply to the new growth.

STATUS OF, AND OPPORTUNITIES FOR, SHARED FACILITIES

- 1) The District provides and receives mutual and automatic aid from adjacent rural fire districts.

ACCOUNTABILITY FOR COMMUNITY SERVICE NEEDS, INCLUDING GOVERNMENTAL STRUCTURE AND OPERATIONS EFFICIENCIES

- 1) Due to the significant loss in property tax revenues and the reduction in staffing and service levels to balance the budget, the District should consider coordinating the delivery of fire service with the City of Manteca. The District is in close proximity to the City of Manteca (the District completely surrounds the City) coordination of service would benefit the district by reducing costs as well as improve the delivery of service.



9. LIBERTY RURAL COUNTY FIRE PROTECTION DISTRICT

FORMATION AND BOUNDARY

The Liberty Rural County Fire Protection District was formed in 1946. The District currently provides fire protection and prevention, fire inspection, hazardous material awareness, and basic emergency medical services.

The District's service boundary is approximately 36 square miles and is located adjacent to the north county line, between Highway 99 and Jack Tone Road. The map of the existing boundary is shown in Map 9-1. The District is bounded by the Woodbridge FPD on the west, Mokelumne FPD on the south and Clements FPD to the east. A coterminous sphere of influence was adopted for the District in 1984.

LOCAL ACCOUNTABILITY AND GOVERNANCE

The Liberty FPD has a three-member governing body. Board members are elected at large and serve four year terms. Board meetings are held on the second Thursday of each month at the District's fire station.

	Name	Position	Term Expires
Members	Robert Erman	Chairman	2012
	William Ward	Clerk	2012
	Theodore Leventini Sr	Board Member	2014
Manner of Selection	Election – 4 year term		
Meeting Schedule	Day: 2nd Thursday every month Location: Liberty Fire Station, 24124 North Bruella Road, Acampo		
Agenda Distribution	Board Members, Fire Chief, table copy for public, posted on Station door and Oak View School		
Minutes Distribution	Board Members, Fire Chief, table copy for public District Minutes Binder		

STAFFING AND MANAGEMENT

The District's staff consists of 19 sworn firefighters with seven being full-time and twelve on-call firefighters. The annual base salary for a fire fighter with five years experience is approximately \$43,200 per year. In-house training is provided for all staff and classes are offered through the Consumnes FPD as well. The Fire Chief is responsible for all aspects of administrative, personnel, and financial management of the agency.

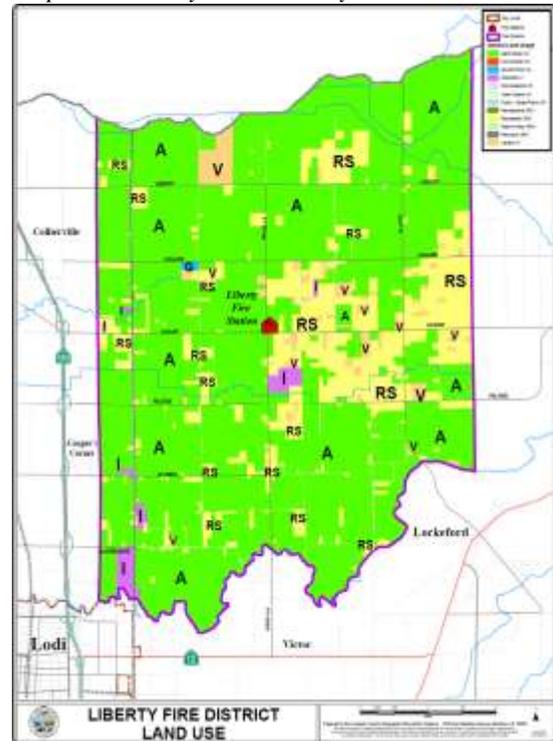
The District is a member of the Joint Powers Agreement for the San Joaquin Joint Radio Users Group and the Fire Agencies Self Insurance System and participates in the County Fire Chief's Association. Because of the proximity to the fire districts in Sacramento County the Fire Chief attends meetings of the South Sacramento rural fire districts.

An audit was approved by the Board of Directors on September 23, 2008. The District has a formal policy on maintaining an Emergency Contingency Fund account in the amount of \$60,000. As of June 2009, its Capital and Reserve balance was \$1,903,413.

Map 9-1: Liberty Rural County FPD



Map 9-2: Liberty Rural County FPD Land Use Map



SERVICE DEMAND AND GROWTH

Land uses within the District boundaries encompass rural residential and general agricultural uses (Map 9-2: Liberty FPD Land Use). The District provides fire services to a large winery and wine tasting room located on Woodbridge Road, a large dairies, Oak View School, South Boundary Mokelumne River and North Boundary Dry Creek. There are no major waterways running through the service boundary. The main thoroughfare running through the District is Liberty Road where traffic patterns have recently increased.

Population growth is projected to correspond with the annual population growth of the unincorporated areas of the County at 1.10 per cent per year. The 2010 population is 3,450 and will increase to 3,848 by 2020. Using the average annual growth rate of 1.10 percent the population is projected to grow to 4,790 people 2040. Demographic data provided by the County Community Development GIS Division indicated that in 2009 there were approximately 1,193 residential units, 12.3 million square feet industrial uses (283 acres) and about 49,600 square feet commercial uses (1.14 acres) within the service area.

The District does not desire or plan to serve areas that are not now within its boundaries and indicated that the fire station location is appropriate and no change is necessary due to growth or changes to traffic patterns.

FINANCING

The Board's Financial Policy includes a policy for maintaining a balance of \$60,000 in an Emergency Contingency Fund. At the end of fiscal year 2009/2010 the District carried forth a capital outlay and reserve balance of \$1,814,646.

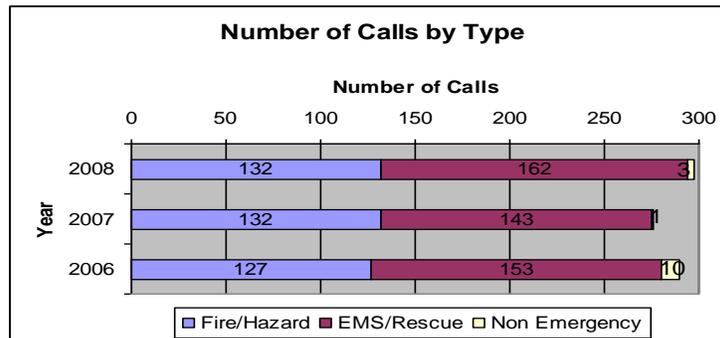
The District relies 99.5 percent on property tax revenues to operate and provide services. Property tax revenues for fiscal year 2009-2010 were \$759,861. The District enjoys one of the highest tax increments (13.1 percent) in comparison to other rural fire districts. The average tax increment is 11.7 percent. However, it saw a 10.23 percent decrease in property tax revenues from 2008 to 2010 and it is projected that a decrease of 3 percent will occur for 2011. In the last two fiscal years the District's operating costs were much lower than revenues received and it was able to build up its reserve and capital outlay budgets. In 2008 the District transferred \$206,533 to its Capital budget and in 2009, \$313,973 was transferred. At the end of fiscal year 2009/2010 the District carried for a reserve and capital outlay balance of \$1,814,646. A special tax or benefit assessment has so far not been necessary to augment the District's operating funds.

NATURE AND EXTENT

Liberty FPD provides fire protection, prevention, suppression, fire inspection (with the County Fire Warden), hazardous material awareness, and emergency medical services. The northeastern portion of the district is within the CalFire State Responsibility Area for wildland fires, however, the nearest CalFire station is located in Sutter Creek and operates only during fire season and the District must respond to all fires within the wildland areas.

Table 9.1 shows the types of calls received during the last three years. The District averages 288 calls annually. Five percent of the calls were for automatic and mutual aid requests for which the District provided automatic aid to Clements FPD for structures north of the Mokelumne River. The District has an Automatic Aid Agreement with Mokelumne Fire District to provide assistance in a designated zone north of Kettleman Lane and easterly to Bryant Road and with Cosumnes Fire Department. The District provides automatic aid when called. Because a portion of the service boundary is within the SRA the District maintains a Mutual Aid agreement with CalFire. The District also participates in the Countywide Mutual Aid Agreement for all county rural fire districts.

Table 9.1: Calls by Type



INFRASTRUCTURE

The District operates one fire station built in 1983 and is located at 24124 North Bruella Road. The station is centrally situated within the district boundaries. The station is in good condition, requiring only routine maintenance. Future plans include construction of two residences at the station site to allow firefighters to be housed at the station as a means to decrease response times in responding to calls for service. The District indicated that their apparatus was in good and excellent condition. Engines are normally replaced every 18-20 years. An engine was recently purchased in the last year.

SERVICE ADEQUACY

There are two general indicators of service adequacy for municipal fire providers: ISO rating and response times. 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. The Liberty FPD has an ISO rating of 8b.

Two to three firefighters provide coverage for the station at all times. Seventy-one percent of the full-time staff and 17 percent of on-call staff are certified FF1 and 86 percent of all staff are EMT-1s. To initiate appropriate action on a call for service an officer must be present. Because the Liberty FPD is dependent on its on-call and volunteer fire fighters to staff the station, Fire Captains can also be volunteer staff.

The District established a response goal of 5 minutes and reported actual times for fire at 5:42 minutes, medical at 5:27 minutes, and other calls at 5:34 minutes.

Response data provided by LifeCom Dispatch Center regarding the District's 90 percentile "turnout time" and "response" times in 2009 were 2:26 minutes for Turnout and 7:00 minutes for engine performance. These response times are below the average for all rural fire districts. The average 90 percentile times for all fire districts were 2:42 minutes turnout and 7:38 minutes engine performance.

GOVERNANCE ALTERNATIVES

The District is not pursuing other governmental structures or opportunities for shared facilities and/or resources at this time. Due to the location of the District from other rural fire districts opportunities are limited.

MSR DETERMINATIONS

GROWTH AND POPULATION PROJECTIONS FOR THE AFFECTED AREA

- 1) Population growth is projected to correspond with the annual population growth of the unincorporated areas of the County at 1.10 per cent per year. Using the average annual growth rate of 1.10 percent the population is projected to grow from 3,450 in 2010 to 4,790 people by 2040.
- 2) The District receives an average of 288 calls for service each year of which 53 percent are for medical emergencies. The average number of calls received by the other county rural fire districts was 898 calls in 2008.

PRESENT AND PLANNED CAPACITY OF PUBLIC FACILITIES AND ADEQUACY OF PUBLIC SERVICES, INCLUDING INFRASTRUCTURE NEEDS OR DEFICIENCIES

- 1) The District owns one fire station located on North Bruella that is in good condition. The station is centrally located within the district boundaries.
- 2) The District has seven full-time and twelve on-call firefighters. The station is staffed by two to three firefighters.

- 3) The Lifecom Dispatch Center reported the District's 90 percentile on elapse times as 2:26 minutes for Turnout and 7:00 minutes for Response. The average 90 percentile times for all Districts was 2:42 minutes for Turnout and 7:38 minutes for Response.

FINANCIAL ABILITY OF AGENCIES TO PROVIDE SERVICES

- 1) The District has the financial ability to provide an adequate level of service.
- 2) The District relies almost 100 percent on property tax revenues to operate. Property tax revenue from 2008 to 2010 decreased by 10.28 percent and the District was unable to transfer funds to its reserve and capital outlay account as it had the previous two years. However, the reserve account balance at the end of fiscal year 2010 was approximately \$1,814,646.
- 3) The District enjoys a tax increment that is above the average tax increment for all rural fire districts at 13.1 percent.
- 4) The District is one of five fire districts that do not have a special tax. A special tax or benefit assessment has not been necessary to augment its budget.

STATUS OF, AND OPPORTUNITIES FOR, SHARED FACILITIES

- 1) The District provides and receives mutual and automatic aid from adjacent rural fire districts.
- 2) The District is working on establishing an Automatic Aid agreement with Mokelumne FPD to provide assistance in a designated zone north of Kettleman Lane and easterly to Bryant Road.

ACCOUNTABILITY FOR COMMUNITY SERVICE NEEDS, INCLUDING GOVERNMENTAL STRUCTURE AND OPERATIONAL EFFICIENCIES

- 1) The feasibility of consolidation among the north county fire service providers to improve efficiency of services, improve staffing levels, and promote facility and apparatus sharing needs to be explored as well as a Functional Joint Powers Authority or Consolidation for administrative services or personnel-sharing for the District.

10. LINCOLN RURAL COUNTY FIRE PROTECTION DISTRICT

FORMATION AND BOUNDARY

The Lincoln Rural County Fire District (FPD) provides fire services to several unincorporated islands within the City of Stockton and to an area north of Eight Mile Road. A map of the District boundaries is shown on Map 10-1. The total service area of the District is approximately 8,083 acres. The District contracts with the City of Stockton to provide fire protection.

A “zero sphere of influence” was adopted for the District in 1973. The Commission adopted zero spheres of influence for urban service districts located wholly within and adjacent to the City of Stockton boundaries and recommended the formation of a “reorganization committee” to investigate a planned approach to orderly agency development for districts that provided competing municipal services in the unincorporated areas of the City. In 1983 the Nyman Report was completed which recommended that the three contract fire districts, Tuxedo-Country Club, Lincoln and Eastside FPDs, enter into a “joint exercise of powers agreement” to create a joint fire agency for purposes of contracting with the City or otherwise provide fire protection services to the residents of the joint fire agency. The joint powers agreement was never formed and each of the contract fire districts operates as a separate agency with its own board of directors.

LOCAL ACCOUNTABILITY AND GOVERNANCE

The District has a five-member governing body. Board members are elected at large and serve four year terms. Board meetings are held on the first Monday of each month at 4330 North Pershing Avenue, Suite B-1.

Table 10-1: Governing Body

	Name	Position	Began Serving	Term Expires
Members	Fred Hanker	President	1978	12/2012
	Brent Lesovsky	Vice President	2002	12/2010
	Ann Bauermeister	Director	2003	12/2010
	Paul Plinski	Director	2002	12/2010
	Dale Williams	Director	2003	12/2010
Manner of Selection	Election			
Meeting Schedule	Day: First Monday		Location: 4330 North Pershing Avenue	
Agenda Distribution	Mailed			
Minutes Distribution	Mailed with Agenda			

MANAGEMENT

The District does not employ firefighters or other personnel. The District contracts with a Clerk of the Board who prepares agendas and minutes, budgets, provides accounting and management services and represents the District at the County Fire Chiefs Association and other meetings.

The District does not have policies in maintaining financial reserves and reports that generating additional revenues are not necessary at this time.

SERVICE DEMAND AND GROWTH

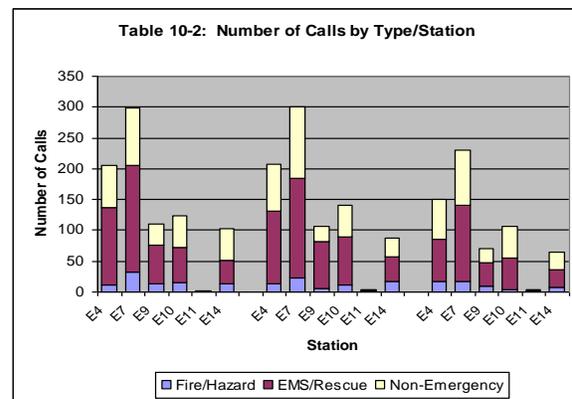
Map 10-1: Lincoln County Rural FPD

The estimated population of the district in 2010 was 8,650. Minimal growth will occur for those areas in the District that are unincorporated islands within the City of Stockton as this area is mostly built out. New development and population growth would most likely occur in the undeveloped areas adjacent to the City of Stockton and north of Eight Mile Road. The area is within the City of Stockton 30 year sphere of influence boundary. It is expected that as these areas develop, the City will provide all city services including fire protection. The area would annex to the City and detach from the Lincoln Rural FPD. Approximately 68.04 percent of the Lincoln FPD is within the City's sphere of influence. If the City annexes all of the fire district territory within the City's SOI the District's population would decrease to 960 people by the year 2040.



Demographic data provided by the County Community Development GIS Division show that in 2009 there were approximately 3,767 residential units, 1.6 million square feet industrial uses (37 acres) and about 3.6 million square feet commercial uses (83.52 acres) within the District's service area.

In 2008, the City of Stockton responded to 624 calls for fire services, however in the previous two years over 840 calls were received, about 54 percent being for emergency medical services. Table 10-2 shows the number of calls dispatched by station. Station E9 located at Hammer Lane and Alexandria receives the largest number of calls followed by station E4 located at March and Swain.



FINANCING

The sole source of revenue for the District is property tax revenues. In fiscal year 2009/2010 the District received \$1,395,661 from property taxes and the City contract cost was \$1,339,000. The tax increment for District is one of the highest of all fire districts at 21.7 percent. The average tax increment for all fire districts is 11.7 percent. Over the past three years the District's property tax revenues continue to decrease and from 2008 to 2010 it had decreased by 22.56 percent. It is projected that property tax revenues will decrease next year by another 3 percent. A special assessment to augment the District's revenues was approved by the voters but the Board had not implemented because sufficient revenues were available. At the end of fiscal year 2009/2010, the District carried forth a reserve balance of \$1,868,666.

INFRASTRUCTURE

The District does not own or operate any fire stations. Services to the district are provided by the City of Stockton from nearby City fire stations. Fire hydrants are replaced by the District as needed.

SERVICE ADEQUACY

There are two general indicators of service adequacy for municipal fire providers: ISO rating and response times. 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. The City of Stockton has an ISO rating of 1.

The District reported that the median response time was 4:30 minutes and a 90 percentile response time of 6:15 minutes. Since fire services are provided by the City of Stockton, the District indicated that they were satisfied with the response times to the District.

GOVERNANCE ALTERNATIVES

The District has not considered other governmental structures or other structural reorganizations.

MSR DETERMINATIONS

GROWTH AND POPULATION PROJECTIONS FOR THE AFFECTED AREA

- 1) Population growth would most likely occur in the undeveloped areas adjacent to the City of Stockton and north of Eight Mile Road. These areas are within the City of Stockton's sphere of influence.
- 2) Sixty-eight percent represents the area that the District would lose if the City of Stockton annexes all of the territory within its sphere of influence by 2040.
- 3) The District population would decrease from 8,650 to 960 by 2040 if the City annexes the territory within its sphere of influence.

PRESENT AND PLANNED CAPACITY OF PUBLIC FACILITIES AND ADEQUACY OF PUBLIC SERVICES, INCLUDING INFRASTRUCTURE NEEDS OR DEFICIENCIES

- 1) The District received 624 calls for service of which 50 percent were for medical emergencies. The average number of calls received by the other county rural fire districts was 898 calls in 2008.
- 2) The District does not own a fire station or apparatus. Fire services are provided through a contract with the City of Stockton.
- 3) The District receives the same level of service provided to City residents.

FINANCIAL ABILITY OF AGENCIES TO PROVIDE SERVICES

- 1) The revenue source for the District is property taxes. In the previous fiscal years the District received sufficient property tax revenues to cover the City's contract costs and other related costs for fire protection. It had not invoked the special assessment approved by the voters because the Board determined adequate revenues were available. The reserve account held \$1,868,666 at the end of fiscal year 2010.

STATUS OF, AND OPPORTUNITIES FOR, SHARED FACILITIES

- 1) The District contracts for services and does not own facilities.

ACCOUNTABILITY FOR COMMUNITY SERVICE NEEDS, INCLUDING GOVERNMENTAL STRUCTURE AND OPERATIONAL EFFICIENCIES

- 1) Voters within the District approved a special tax override measure demonstrating the District's accountability to its constituents to provide adequate level of services.



11. LINDEN-PETERS RURAL COUNTY FIRE PROTECTION DISTRICT

FORMATION AND BOUNDARY

The Linden-Peters Rural County Fire Protection District was formed in 1937 under the California Health and Safety Code, Section 13800. The District currently provides fire protection, suppression and prevention, inspection and plan review, hazardous material, water rescue, and emergency medical services.

The District's service boundary is approximately 127 square miles and is located in the eastern portion of the County easterly from Beecher Road between Harney Lane and Copperopolis to the eastern County line. The District serves the communities of Linden and the northern portion of Peters with the majority of the District service territory designated for agriculture. The District is bordered by Clements and Mokelumne FPDs to the north, Waterloo-Morada and Eastside FPDs to the west; Colledgeville and Farmington FPDs to the south and on its eastern boundary by fire districts located in Calaveras and Stanislaus Counties. The map of the District boundary is shown in Map 11-1.

A coterminous sphere of influence was adopted for the District in 1984. In establishing the sphere of influence for the District, the Commission considered the addition of a 640-acre parcel located southeast of the District that does not receive fire services from any rural fire district but is covered by CalFire. Consideration was also given to the realignment of the District's southern boundary that divides the rural residential community of Peters; the realignment being based on an equitable exchange of territory and revenues with the Farmington FPD which serves the southern portion of Peters. The 640-acre remains outside the district and protection to the Peters community is provided by an automatic aid agreement with Farmington FPD.

LOCAL ACCOUNTABILITY AND GOVERNANCE

The Linden-Peters FPD has a five-member governing body. Board members are elected at large and serve four year terms. Board meetings are held on the first Thursday after the first Wednesday of each month at the District's fire station.

	Name	Position	Began Serving	Term Expires
Members	John E. Plotz	President	1973	2011
	Thomas G. Watkins	Vice President	1977	2011
	Joseph S. DiCarlo	Member	1999	2013
	Duane R. Brown	Secretary	2005	2013
	David J. Frison	Member	2008	2013
Manner of Selection	Election at large			
Meeting Schedule	Day: 1 st Thursday after the 1 st Wednesday of every month at 17725 East Hwy 26			
Agenda Distribution	Posted at the fire station (17725 E Hwy 26) at least 72 hours prior to meeting			
Minutes Distribution	Available at the fire station and provided to Linden Herald			

Map 11-1: Linden-Peters Rural County Fire Protection District



To address the need to improve overall performance, productivity, and the ability to respond to community needs, the District implemented an Operational Reorganization Plan dated 2005. The Plan called for leadership training of existing personnel in order to prepare existing personnel for future advancement, a strengthening of recruitment efforts and retaining volunteer personnel, and fiscal management improvements.

MANAGEMENT

The District is a combination fire district with 25 paid and volunteer staff. Thirteen are sworn full-time firefighters and twelve are on-call firefighters. Five personnel are California State Fire Marshal's Office (CSFMO) Certified Fire officers, 12 personnel are CSFMO-Fire Fighter I certified, 12 personnel are Emergency Medical Technicians, and 1 Captain is a CSFMO-Certified Master Instructor. The District maintains 2.33 sworn staff per 1,000 population. The Fire Chief and the Assistant Fire Chief are responsible for all aspects of administrative, personnel, and financial management of the agency. They are also responsible for the three functional divisions of the District that include Training, Fire Prevention, and Apparatus/Equipment/Building and Grounds Maintenance.

The District reports that an independent audit is conducted annually. The last audit was approved by the Board of Directors for Fiscal Year 2007-2008 on November 6, 2008. The Board adopted Fiscal Policies and Procedures that was last updated in 2007. According to the policy, the Fire Chief acts as the District's Treasurer and is responsible for day-to-day operations of the finances of the District. The Treasurer provides a financial report to the Board on a monthly, quarterly and annual basis.

The District maintains a policy on Capital Outlay Reserves intended to accumulate funds for future purchases of emergency apparatus, emergency equipment, buildings, property, building/property improvements, the District's Housing for Employees Loan Program, and any other unforeseen expenditures. The policy does not state a minimum reserve amount. Expenditures from the Capital Outlay Reserve require approval by the Board. Replacements of apparatus and staff vehicles are planned according to a schedule prepared by the Fire Chief.

Health and Safety Code Section 13916 authorizes the District to charge fees to cover the cost of any services provided by the District or the cost of enforcing any regulation. In 1990 the District Board adopted the Fee for Service Ordinance in which fees are charged to non-resident customers for certain

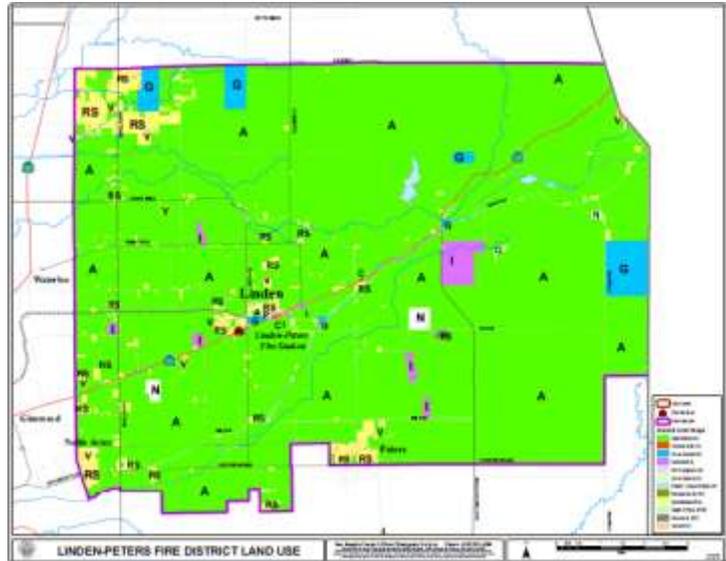
types of services such as vehicle accidents and extrication, rescue, false alarm and emergency medical services.

The District belongs to and participates in joint decision-making efforts including: San Joaquin Joint Radios Users group, County Fire Investigation Unit, County Urban Search and Rescue Unit, County Hazardous Materials Unit, County Fire Chief’s Association, and the Shared Employees Agreement with Waterloo-Morada FPD.

SERVICE DEMAND AND GROWTH

Land uses within the District bounds encompass various density residential, industrial, commercial and general agricultural uses (Linden-Peters FPD Land Use Map 11-2). In 2010 the population size within the District was 5,650 people. It is projected that population growth would occur at the same rate as the County at 1.10 percent. Therefore the projected population in 2020 is 6,303 and by 2040 the population will increase to 7,844. Demographic data provided by the County Community Development GIS Division indicates that there are approximately 1,897 residential units, 35.7 million square feet industrial uses (819 acres) and about 524,269 square feet commercial uses (12 acres) within the District’s service area.

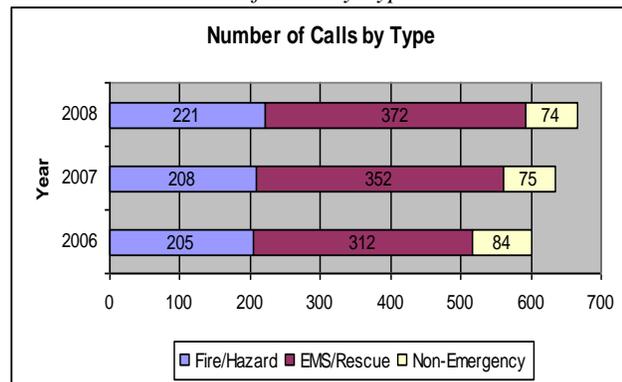
Map 11-2: Linden-Peters Fire District Land Use Map



The District maintains one fire station located on Highway 26 near Linden. The number of calls by type for the last three years is shown below in Table 11-1. The District reported that 50 percent of the types of calls it receives are for emergency medical services and that 68 percent of its staff are certified EMT-1s.

The District does not desire or plan to serve areas that are not now within its boundaries. The District indicates that the fire station location is appropriate and no change is necessary due to growth or changes to traffic patterns.

Table 11-1: Number of Calls by Type



Approximately 35 square miles within the District boundaries are also in the State Responsibility Area (SRA). The SRA includes lands classified by the State Board of Forestry as areas in which the primary financial responsibility for preventing and suppressing fires is that of the State. These lands are covered wholly or in part by grass and lands used principally for range or forage purposes. The SRA is located in the eastern portion of the District and includes range land/foothill land.

FINANCING

The Board adopted financial policies in 2000 to serve as a guideline for the operation of the finances of the District. The Board's Financial Policy includes a policy for maintaining financial reserves.

The District's main source of revenue comes from property taxes. The District receives a tax increment of 17.5 percent which is much higher than the average of 11.7 percent for all rural fire districts. In 2010 the District received \$1,436,055 in property tax revenues and \$13,721 from fire permits and licenses. Operating costs for the district for the same fiscal year was \$1,433,325. The District is one of five fire districts that do not have a special tax or assessment. In 1993 voters failed to pass a special tax measure. Over the last three years the District's property tax revenues decreased by 5.01 percent from \$1,511,735 to \$1,436,054. It is projected that property taxes will decrease another 3 percent in fiscal year 2010/2011. The District's reserve account balance at the end of fiscal year 2009 was \$1,276,960.

The District reported a long-term debt in the amount of \$24,878. The loan is from the State of California for the shortfall in funding received through supplemental roll tax revenue during the fiscal year 1984-85. The loan is interest free and was to be repaid from the 1984-85 fiscal year supplemental roll tax revenue received by the district after January 1986. No due date has been assigned to the loan.

NATURE AND EXTENT

Linden-Peters FPD provides fire protection, prevention, suppression, fire inspection and plan review, hazardous material, water rescue, basic EMS, emergency medical, public education services, and hosts the Linden High School Fire Science Regional Occupational Program.

Highway 26 runs through the District boundaries. Increased traffic using the highway causes an increase in services due to vehicle accidents. Within the District is a large agricultural packing and processing facilities which increase the demands for emergency responses, fire and safety inspections, building plan review, and specialized training for firefighters.

In 2008, the District reported receiving 675 calls for assistance. Of these, 50.22 percent were medical emergency and all were Priority "Code 3" calls and 24 percent were fire and Haz/Mat calls, also all Priority "Code 3" calls.

LOCATION

The District provides service primarily within its boundary area. Under a Mutual Aid Agreement (fire district provides or receives aid upon request by the first-response agency) the District provides service outside its bounds to the Jenny Lind FPD located to the east in Calaveras County. It also participates in the Countywide Fire Mutual Aid Agreement in which services are provided upon request. The District has non-written agreements with all surrounding fire agencies for automatic aid emergency response (closest available resource, regardless of boundaries) in designated areas for specific incident types. The District reported that 2.81 percent (19 calls) were in response to calls for Automatic Aid.

INFRASTRUCTURE

The District operates one fire station located at 17725 East Highway 26 and responds to calls for service for a 127 square mile area. The District has been at the current location since 1984 and indicated that the fire station is in good condition, requiring only routine maintenance. The fire station is staffed by a Captain, 2 Engineers, 1 Fire Fighter, and a Chief Officer is always on-call per shift. Equipment at the station include: 4 engines, 1 water tender, 1 breathing support trailer, 1 utility and 2 command trucks.

Two fire hydrants are purchased annually to improve the fire hydrant system within Zone 1. The hydrants are financed through property tax revenue generated within Zone 1 and are owned and operated by the Linden County Water District.

SERVICE ADEQUACY

There are two general indicators of service adequacy for municipal fire providers: ISO rating and response times. 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. The Linden-Peters FPD has an ISO rating of 4 in Zone 1 (generally the Linden community area), and a rating of 8 for the remainder of the District.

The District does not establish service response goals but reports a median response time of 6:08 minutes from dispatch to arrival for all incidents. In order to evaluate service adequacy the Board of Directors monitors on a regular basis statistical data generated through the fire incident reporting system.

Response data provided by Lifecom Dispatch Center regarding the District's "turnout time" and "response" times in 2009 were 2:13 minutes turnout and 8:51 minutes response time 90 percent of the time for emergencies. The average 90 percentile for other rural fire district was 2:42 minutes for turnout time and 7:30 minutes response time.

The District reported that its main service challenge was the lack of community members willing and/or available to participate in the Fire Reserve program. This has required the District to increase the size of its paid staff which may eventually cause a financial strain on the District.

GOVERNANCE ALTERNATIVES

The Linden-Peters and Waterloo-Morada FPDs have entered into preliminary talks for a Joint Venture in the future due to their similarity in operations and funding. The Districts are geographically connected and are politically joined by a common school, supervisorial district and a large water district. They have had several staff level meetings regarding potential partnership and there has been a Board of Directors Committee level meeting. Continuing discussions over the joint venture were stalled when the Districts became concerned about the uncertainty of the economy. The Waterloo-Morada FPD's tax base would be impacted significantly by the City of Stockton's growth.

MSR DETERMINATIONS

GROWTH AND POPULATION PROJECTIONS FOR THE AFFECTED AREA

- 1) Population growth is projected to correspond with the annual population growth of the unincorporated areas of the County at 1.10 per cent per year. At this rate of growth the population is projected to grow from 5,650 in 2010 to 7,844 people by 2040.

PRESENT AND PLANNED CAPACITY OF PUBLIC FACILITIES AND ADEQUACY OF PUBLIC SERVICES, INCLUDING INFRASTRUCTURE NEEDS OR DEFICIENCIES

- 1) The District owns one fire station located at 17725 East Highway 26 that is in good condition. The station is located in the highest density area within the district boundaries.
- 2) The District receives an average of 640 calls for service each year of which 54 percent are for medical emergencies. The average number of calls received by the other county rural fire districts was 898 calls in 2008.
- 3) The Lifecom Dispatch Center reported the District's 90 percentile on elapsed times as 2:13 minutes for Turnout and 8:51 minutes for Response. The average 90 percentile times for all Districts was 2:42 minutes for Turnout and 7:38 minutes for Response.

FINANCIAL ABILITY OF AGENCIES TO PROVIDE SERVICES

- 1) The District has the financial ability to provide an adequate level of service.
- 2) The District relies almost 100 percent on property tax revenues to operate. Property tax revenue from 2008 to 2010 decreased by 5.01 percent and the District. The District maintains a reserve account in the amount of \$1,020,311.
- 3) The District enjoys a tax increment that is above the average tax increment for all rural fire districts at 17.5 percent.
- 4) The District is one of five fire districts that do not have a special tax.

STATUS OF, AND OPPORTUNITIES FOR, SHARED FACILITIES

- 1) The District provides and receives mutual and automatic aid from adjacent San Joaquin County rural fire districts as well as Jenny Lind in Calaveras County.
- 2) The District considered possible joint efforts in operations with Waterloo-Morada FPD.
- 3) The District is involved with the community and other local agencies serving Linden. It shares classroom and storage space with the school district and Chamber of Commerce and shares fuel costs with the local water district.

ACCOUNTABILITY FOR COMMUNITY SERVICE NEEDS, INCLUDING GOVERNMENTAL STRUCTURE AND OPERATIONAL EFFICIENCIES

- 1) Although the voters did not approve a special tax override, the District demonstrated accountability to its constituents to provide an adequate level of services.
- 2) The feasibility of consolidation among the north county fire service providers to improve efficiency of services, improve staffing levels, and promote facility and apparatus sharing needs to be explored as well as a Functional Joint Powers Authority or Consolidation for administrative services or personnel-sharing for the District.



12. MOKELUMNE RURAL COUNTY FIRE DISTRICT

FORMATION AND BOUNDARY

The Mokelumne Rural County Fire District (FPD) was formed in 1947. The District currently provides fire protection, suppression and prevention, inspection, plan check, water rescue, urban search and rescue, and emergency medical services.

The District's service boundary is approximately 64 square miles and is located in the northern area of the County between the Mokelumne River and Live Oak Road. The District serves the communities of Lockeford and Victor. The majority of the District is designated for agriculture. The Mokelumne FPD is bounded by five other County rural fire districts including Liberty, Clements, Linden-Peters, Eastside, Woodbridge, and the City of Lodi Fire Department. The map of the existing boundary is shown in Map 12-1.

In 1984 the Commission adopted a sphere of influence (SOI) for the District as follows: a coterminous SOI for the portion of the District which was beyond the City of Lodi's SOI and a zero sphere for that portion of the District that was within the City's SOI. Since 1984 the City of Lodi has annexed more than 373 acres and removed this same territory from the Mokelumne FPD. Currently, the City's SOI boundary encompasses about 151 acres or 0.70 percent of the District's total territory.

LOCAL ACCOUNTABILITY AND GOVERNANCE

The Mokelumne FPD has a five-member governing body. Board members are elected at large and serve four year terms. Board meetings are held on the first Wednesday of each month at the District's fire station.

	Name	Position	Began Serving	Term Expires
Members	Mike Young	Chairman	2008	2012
	Sharon Godat	Vice-Chair	2006	2010
	Bernie Mettler	Director	2008	2012
	Jim Tamura	Director	2006	2010
	Mark Sperling	Director	2006	2010
Manner of Selection	Election at large			
Meeting Schedule	Day: 1 st Wednesday of every month Location: 13157 East Brandt Road, Lockeford			
Agenda Distribution	Monthly			
Minutes Distribution	Monthly			

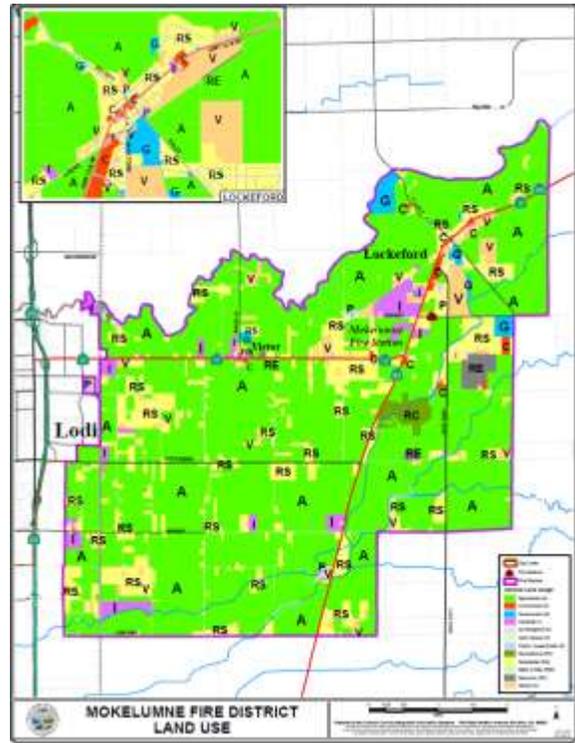
STAFF AND MANAGEMENT

The District's staff consists of 27 employees. Nine are sworn full-time firefighters and 16 are on-call firefighters. The base salary for a paid firefighter is \$35,709 per year and an additional \$3,032 for overtime pay. On-call firefighters are paid \$8.00 per hour. The District operates one fire station that is staffed with a minimum of 1 Captain and 2 Engineers.

Map 12-1: Mokelumne Fire District



Map 12-2 Mokelumne Fire District Land Use



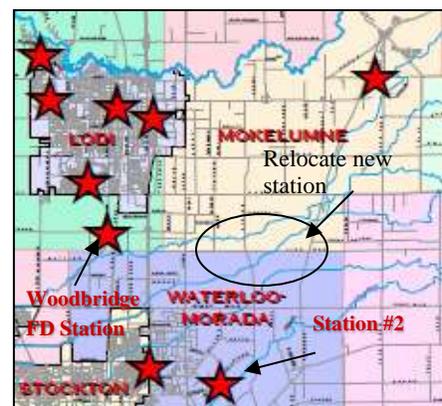
SERVICE DEMAND AND GROWTH

Land uses within the District boundary encompass various densities for residential, industrial, commercial, general agricultural and open space uses (Map 12-2: Mokelumne Fire District Land Use). In 2010 the population within the District was 6,410. It is projected that the population would increase at the same rate for the County at 1.10 percent. Using the average annual growth rate the projected population in 2020 is 7,151 persons and by the year 2040 the population would increase to 8,900. Demographic data provided by the Community Development GIS Division indicated that in 2009 there were approximately 2,539 residential units, 30.4 million square feet industrial uses (700 acres) and about 3.7 million square feet commercial uses (86 acres) within the District’s service area.

The Mokelumne River borders the District to the north and the Pixley Slough and Bear Creek flow through the District. All firefighters receive water rescue training. The District service area also contains various wineries that also present additional demands on the District.

The District stated that there was a need to relocate the existing fire station located in Lockeford. A second station located in Victor was closed five years ago. The District indicated that Woodbridge FPD could perhaps serve the southwest area more efficiently. Map 12-3 to the right provides station locations for Mokelumne, Waterloo-Morada, Lodi, and Woodbridge. The Woodbridge FPD station is closer and can provide a better response time to the southwest portion of the District. However, in interviews with the Waterloo-Morada FPD concerns were expressed about the location of their Station #2 which is now located within the City of Stockton city limits due to annexations.

Map 12-3: Relocation Area



FINANCING

Property taxes and special assessments are the main revenue sources for the fire district although it also receives additional revenues for plan checks, fire facility fees, and development impact fees. For the fiscal year ending 2009/2010 the District received \$477,969 in property taxes, \$437,576 in special assessments. It receives one of the lowest property tax increments (6.2 percent) of all rural fire districts, 11.7 percent being the average increment received. As with other fire districts, property tax revenues continue to decrease. Over the past three years 2008 to 2010 property tax revenues decreased by 9.11 percent. At the end of fiscal year 2009/2010 the District carried forth a reserve and capital outlay budget in the amount of \$446,926.

The special assessment was passed by the voters in 1987 and the current rates are the highest amount allowable under the Ordinance. In 2001 and in 2002 the District attempted to pass new Measures to increase the special tax but both Measures failed.

The District also adopted a schedule of fees pursuant to the Health and Safety Code to recover the costs of providing certain services such as vehicle accidents and fires, rescue services, and false alarms. Certain services are applicable for non-district residents. In fiscal 2008-2009, the Districts collected \$12,760 through billing for services.

The sphere of influence for the City of Lodi overlaps the Mokelumne FPD service boundary. The Commission approved an 18 year sphere of influence for City. Approximately 151 acres (.70 percent) are in the City's sphere of influence. Using 2008-2009 property-related information provided by the County Community Development GIS Division, the County Auditor-Controller's Office provided estimate of \$15,992 in annual property tax loss if all territory within Lodi's 10-year sphere horizon was annexed.

In July 2009 the Governor signed AB 15 approving the suspension of Proposition 1A (2004) allowing the State to borrow approximately \$1.9 billion from special districts, cities and counties. Under this bill the State would borrow 8 percent of the 2008-2009 property tax revenues that would have been distributed to a special district. The bill requires that the revenues be repaid to the District within three years with interest but the State may borrow again upon repayment but no more than twice in 10 years. Information from the County Auditor-Controller's Office estimates that \$41,009 in the District's property tax revenues will be shifted to the Supplemental Revenue Augmentation Fund (SRAF) created under AB15 to reimburse the state for health care, trial court, correctional, and other state-funded services and costs. The District chose not to participate in the Proposition 1A Securitization Program which would have secured the property taxes for the District.

NATURE AND EXTENT

The Mokelumne FPD responds to an average of 580 calls each year. In 2008, there were 586 calls for service as follows:

Fire	62	11%
EMS/Rescue	310	53%
Hazardous	20	4%
Other	194	33%

“Other” calls include dispatched and cancelled en route, assistance to police, and other services.

The District provides mutual aid and automatic aid to Clements, Linden-Peters, Montezuma, Waterloo-Morada, and Woodbridge FPD, Lodi City Fire and Office of Emergency Services.

INFRASTRUCTURE

The District operates one fire station located at 13157 East Brandt Road in Lockeford. The station is located in the most populated area of the District; however, Lockeford is situated in the north eastern part of the service area affecting response times to the southwestern areas of the District.

SERVICE ADEQUACY

There are two general indicators of service adequacy for municipal fire providers: ISO rating and response times. 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. The Mokolunne FPD has an ISO rating of 5 and a rating of 8b for the remainder of the District. The District does not establish service response goals but uses the ISO Standards to evaluate its service performance. The District reports a median response time of 5:49 minutes from dispatch to arrival for all incidents.

The District provides service primarily within its boundary area. Under a Mutual Aid Agreement (fire district provides or receives aid upon request by the first-response agency) the District responded to 30 requests for service outside its bounds to the Clements, Linden-Peters, Lodi City, Montezuma, Office of Emergency Services, Waterloo-Morada, and Woodbridge FPDs. The District also responded to 60 automatic aid emergency response requests (closest available resource, regardless of boundaries) for Clements, Linden-Peters, and Woodbridge and the City of Lodi Fire Department. It also participates in the Countywide Fire Mutual Aid Agreement in which services are provided upon request. The fire station is typically staffed by a Captain and 2 Engineers but at a minimum at least 2 firefighters are on duty.

Response data provided by Lifecom Dispatch Center regarding the District's 90 percentile "turnout time" and "engine performance" times in 2009 were 2:31 minutes for Turnout and 7:27 minutes for engine performance. The 90 percentile times for all fire districts were 2:42 minutes (turnout) and 7:38 minutes (engine performance).

GOVERNANCE ALTERNATIVES

The Mokolunne FPD has explored the feasibility of contracting for service with the Lodi Fire Department and Woodbridge FPD. It would consider other structural reorganizations or boundary adjustments in order to increase the provision of service.

MSR DETERMINATIONS

GROWTH AND POPULATION PROJECTIONS FOR THE AFFECTED AREA

- 1) Population growth is projected to correspond with the annual population growth of the unincorporated areas of the County at 1.10 per cent per year. Using the average annual growth rate of 1.10 percent the population is projected to grow to 8,900 people within the District by 2040.
- 2) The District receives an average of 580 calls for service each year of which 53 percent are for medical emergencies. The average number of calls received by the other county rural fire districts was 898 calls in 2008.

PRESENT AND PLANNED CAPACITY OF PUBLIC FACILITIES AND ADEQUACY OF PUBLIC SERVICES, INCLUDING INFRASTRUCTURE NEEDS OR DEFICIENCIES

- 1) The District owns one fire station located in Lockeford that is in good condition. The station is located in the highest density area of the district.
- 2) The station is staffed by a Captain and 2 firefighters. The District maintains an on-call list of sixteen volunteers.
- 3) The Lifecom Dispatch Center reported the District's 90 percentile on elapse times as 2:31 minutes for Turnout and 7:27 minutes for Response. The average 90 percentile times for all Districts was 2:42 minutes for Turnout and 7:38 minutes for Response.

FINANCIAL ABILITY OF AGENCIES TO PROVIDE SERVICES

- 1) The two revenue sources for the District include property tax revenue (55 percent) and special assessments (45 percent). The reserve account holds approximately 55 percent of the total operating budget.
- 2) One percent of the District territory (approximately 153 acres) is within the City of Lodi's SOI. The current annual property tax revenue loss to the District would be about \$15,992 plus the special assessments.
- 3) The District attempted to pass new Measures to increase the special tax but both measures failed.

STATUS OF, AND OPPORTUNITIES FOR, SHARED FACILITIES

- 1) The District provides and receives mutual and automatic aid from adjacent rural fire districts.

ACCOUNTABILITY FOR COMMUNITY SERVICE NEEDS, INCLUDING GOVERNMENTAL STRUCTURE AND OPERATIONAL EFFICIENCIES

- 1) Voters within the District approved a special tax override measure (1987) demonstrating the District's accountability to its constituents to provide adequate level of services.
- 2) The feasibility of consolidation among the north county fire service providers to improve efficiency of services, improve staffing levels, and to promote facility and apparatus sharing needs to be explored as well as a Functional Joint Powers Authority or Consolidation for administrative services for the District.



13. MONTEZUMA FIRE PROTECTION DISTRICT

FORMATION AND BOUNDARY

The Montezuma Rural Fire Protection District was formed in 1958 under the Health and Safety Code 13800-13970. The District currently provides fire protection, suppression and prevention, inspection, hazardous material, water rescue, basic and emergency medical, and aircraft rescue fire fighting (ARFF) services for the Stockton Metropolitan Airport.

The District’s service area is divided into two areas, both of which are located southeast of the City of Stockton. The total service area is approximately 5,795 acres and service is provided to various density residential, commercial and industrial uses, the Stockton Metropolitan Airport, and a portion of the Northern California Youth Correctional Center. The District is adjacent to the City of Stockton Fire Department, Eastside FPD to the north, Colleagueville FPD to the east, and the Lathrop-Manteca FPD to the south. The map of the existing boundary is shown in Map 13-1.

In 1983 the Commission approved a sphere of influence (SOI) for the District as follows: a coterminous SOI for the portion of the district which was beyond the City of Stockton SOI and a zero sphere for that portion of the district that is within the City’s SOI boundary. In 2008, the Commission updated the City’s sphere boundary which now extends beyond the fire district boundary encompassing 100 percent of the District. The City’s SOI Update includes a plan to annex all territory within its sphere by the year 2020.

Since 1991 the City has annexed 775 acres (Table 13-1) reducing the size of the Montezuma FPD. The District has lost the annual property tax revenue and special assessments from the lost territory.

Table 13-1: Detachments from Montezuma 1991 to Present

Detachments from Montezuma	Acres	Year
North Little John’s Creek	181.67	1991
Arch-99	13.50	1991
Steadfast	23.91	1991
Southeast Branch Library	10.69	1994
Rancho Mariposa	64.97	1996
Austin Road Landfill	114.00	1997
Massie	225.00	2001
Pock Lane Community School	6.04	2003
Michael Estates Residential	3.11	2004
Mariposa Business Center	15.00	2004
Seabreeze II	39.35	2004
Old Oak Estates	14.10	2005
Michael Estates II	1.70	2006
Arch/Newcastle	61.53	2009
Total Acres	774.57	

LOCAL ACCOUNTABILITY AND GOVERNANCE

The Montezuma FPD has a three-member governing body (Table 13-2). Board members are elected at large and serve four year terms. Board meetings are held on the first Wednesday of each month except in January, May, and July which are held the second Wednesday of the month.

The District maintains a website at www.montezumafire.com which provides information about the District, its personnel, programs and events.

Map 13-1: Montezuma Fire Protection District



Table 13-2: Governing Body

	Name	Position	Began Serving	Term Expires
Members	Linda A. Todd	Chair Person	1984	2012
	Sue Heaton	Director	2004	2012
	Jeff Hachman	Director	2006	2010
Manner of Selection	District wide Election			
Meeting Schedule	Day: 1 st Wednesday of every month, except Jan., May, July 2 nd Wednesday of month Location: 2405 South “B” Street, Stockton			
Agenda Distribution	Posted at fire station (181) 72 hours prior to meeting			
Minutes Distribution	Posted at fire station (181) and distributed to Board members 72 hours prior to meeting			

MANAGEMENT

The District’s staff consists of 24 employees. Eleven are sworn full-time firefighters and 15 are on-call firefighters. The District operates two fire stations that are located at 2405 South “B” Street (Station #181) and at 7422 South Lindbergh Street (Station #182) in south Stockton. The District indicated that the locations of the fire stations are appropriately located and they are in good condition, requiring only routine maintenance. The fire stations are staffed 24 hours a day as follows: 1 Captain, 1 Fire Fighter, and 1 Chief Officer at Station #181; and 1 Fire Fighter/Engineer, 1 Fire Fighter, and 1 Chief Officer at Station #182. Station #181 is equipped with five apparatus and Station #182 is equipped with four.

Health and Safety Code Section 13916 authorizes the District to charge fees to cover the cost of any services provided by the District or the cost of enforcing any regulation. In 2001 the District Board adopted a fee schedule in which fees for services are charged based on hourly rates for personnel and use of engines and equipment. In 1984 the District voters approved a special tax providing additional revenues for the District. There is no sunset clause on the special tax.

The District belongs to and participates in Joint Power Authorities or joint decision-making efforts including: Chief Officer JPA and training agreement with the French Camp-McKinley FPD, County Search and Rescue, County Fire Investigative Unit, and the County Joint Radio Users Group.

SERVICE DEMAND AND GROWTH

Map 13-2: Montezuma FPD Land Use Map

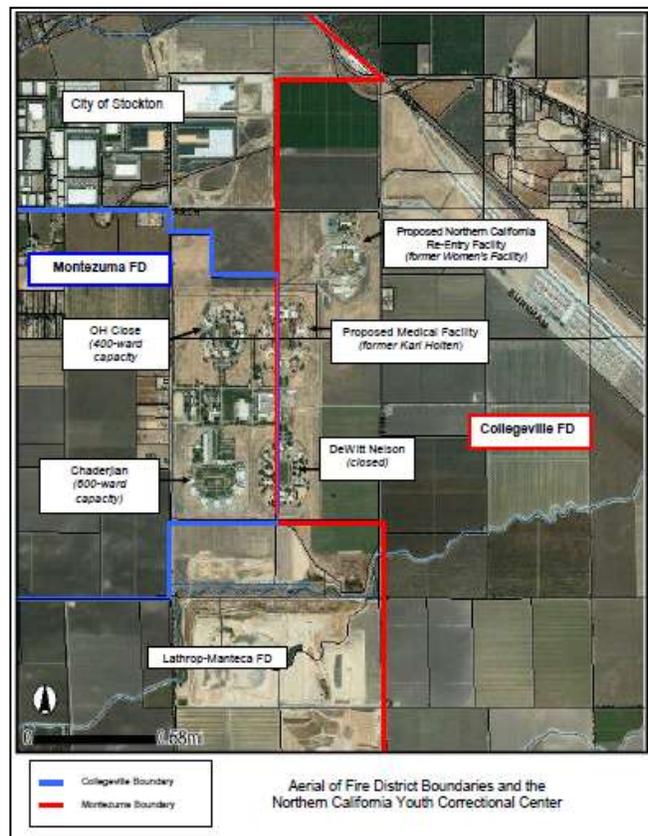
According to the 2010 population count there were 8,150 people residing in the District. Future population growth is projected to correspond with the annual population growth of the unincorporated areas of the county at 1.10 percent per year. By 2020 the population within the District is projected to increase to 9,092, however, based on the City of Stockton's 2040 sphere of influence growth plan, the City will expand into and annex the entire District's service territory. It should be noted however, that territory included within the City's Sphere of Influence does not indicate that annexation will automatically occur. In 2009 there were approximately 1,582 residential units, 37.4 million square feet industrial uses (859 acres) and 971,649 square feet commercial uses (22 acres) within the service area (Montezuma District Land Use Map 13-2).



The Stockton Metropolitan Airport is within the District boundary. Fire protection for the airport requires the use of special equipment and training of firefighters for Aircraft Rescue and Fire Fighter (ARFF). The District provides this service by contract which funds the operation and maintenance of the special vehicles and pays for the required staffing levels.

Map 13-3: Aerial of Fire District Boundaries and NCYCC

The District indicated that it does not plan to expand services outside its existing boundary and that there are no areas in the District that might be served more efficiently by another agency. However, the District's eastern boundary runs through the Northern California Youth Correctional Center (NCYCC) so that the facility receives fire services from two fire districts (see Map 13-3). The boundary line divides up two of the facilities where the east side of the complex receives fire service from Colledgeville FPD and the west side of the same building receives service from Montezuma FPD. Karl Holton was closed in 2003 and there are proposed plans to develop a new facility on the site for a 1,800 bed medical care facility with a proposed staff of 3,030. The DeWitt facility was closed in 2008. The former Northern California Women's Facility located to the north of NCYCC is currently vacant but plans are to convert the facility to an adult male re-entry facility that would house 500 inmates plus staff. These proposed uses for the NCYCC land will potentially increase the demand for fire and emergency services. The State Department of Corrections recently negotiated a contract with



Collegeville to provide fire services for the adult male re-entry facility which is entirely located within Collegeville’s service territory and will contract with Montezuma to provide fire services to the medical facility. Unless the Collegeville or Montezuma or the State of California request a boundary modification, LAFCo does not have the authority to adjust the boundaries.

FINANCING

Property taxes and special assessments are the main revenue sources for the fire district. The District received property tax revenues in the amount of \$508,816 in fiscal year 2009/2010. The District’s tax increment is 10.3 percent (percentage of tax dollars received). The average tax increment for the fire districts is 11.7 percent. Between 2008 and 2009 the District received an increase in its property tax dollars from \$616,817 to \$640,572. However from 2009 to 2010 the District received \$131,756 or 21 percent decrease than the previous year. The average decrease for all fire districts was 14.09 percent and it is anticipated that at least another decrease of 3 percent for fiscal year 2010/2011 will occur. Because 50 percent of the total budget does come from property tax revenues the decrease has had a significant impact to the budget. In 2008, staff salaries and benefits totaled \$587,438 and in 2010 staff costs increased by 32 percent to \$777,820. The costs for services and supplies average about \$150,000 per year. At the end of fiscal year 2009/2010 the District’s reserve and capital outlay balance was \$1,637,727, about 175 percent of its operating budget.

Special taxes generate about 32 percent of the budget revenues and a contract to provide ARFF services to the Stockton Airport provides 11 percent of the budget. Although Development Impact Fees are not a significant source of revenue for many fire districts it does provide an opportunity for additional revenues. The Montezuma FPD is currently working with the County on implementing a Development Impact Fee program.

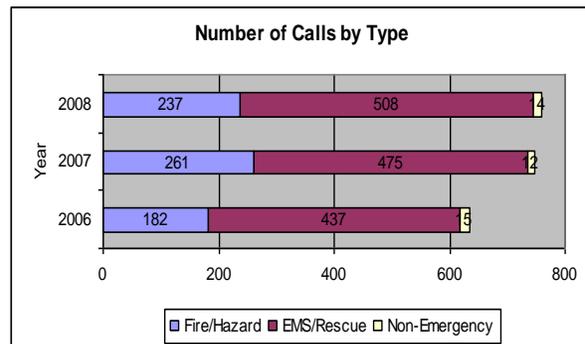
The entire fire district is within Stockton’s SOI. According to the City’s sphere plan, the City plans to annex all territory within its SOI by the year 2040. As the City continues to grow outward and as annexations occur the District loses the property tax and special assessment revenues. The District will eventually be impacted to a point where it could no longer operate or provide an adequate level of fire services to its remaining territory.

Between June 2005 and June 2010, territory that was detached from the fire district because it annexed to the City of Stockton was subject to the City and County rural fire district agreement whereby the City and County agreed to continue payment of property tax revenues during the agreement period. The purpose of the agreement was to help the District ease into the transition of the revenue loss and to seek alternate funding. The contract period ended in June 2010. During the Agreement period, three detachments consisting of 78 acres occurred.

Table 13-3: Calls by Type

NATURE AND EXTENT

In 2008, the District reported that 759 calls for service were received. Of these, 67 percent were for emergency medical services (100 percent of the fire fighter’s are certified EMT-1s) and 31 percent were for fire and hazardous/material services. Sixteen percent (120) of the District’s calls were responses to automatic aid requests. The number of calls by type is shown in Table 13-3.



SERVICE ADEQUACY

There are two general indicators of service adequacy for municipal fire providers: ISO rating and response times. 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. The Montezuma FPD has an ISO rating of 5-9.

Response data provided by LifeCom Dispatch Center regarding the District's 90 percentile "turnout" and "response" times in 2009 were 2:21 minutes turnout and 7:21 minutes response time 90 percent of the time for emergencies. The average 90 percentile for other rural fire districts were 2:42 minutes for turnout time and 7:30 minutes for response.

GOVERNANCE ALTERNATIVES

The District participates in on-going discussions with the French Camp-McKinley FPD and the City of Stockton regarding the financial affects to the District upon annexation of territory to the City. The District has considered other reorganizational structures such as consolidation, with the French Camp-McKinley FPD but has not come to a resolution.

Two alternative governmental structures that the District may want to consider is 1) contract with the City of Stockton, similar to the contract districts of Eastside, Boggs Tract, Lincoln, and Country Club-Tuxedo FPDs. As a contract district the district pays for services base on the proportion of costs for fire service (e.g., General Fund) as calculated by the ratio of assessed property value in the district as compared to the total assessed property value in the City; and 2) consolidate with the centrally located fire districts (i.e., Waterloo-Morada, Linden-Peters, Farmington, Colledgeville, and French Camp-McKinley FPDs) into one agency.

MSR DETERMINATIONS

GROWTH AND POPULATION PROJECTIONS FOR THE AFFECTED AREA

- 1) Population growth is project to correspond with the annual population growth of the unincorporated areas of the County at 1.10 percent per year. At this rate of growth, the population is projected to grow from 8,150 to 9,092 by 2020. However, by 2040 it is projected that City of Stockton growth would require the annexation of the entire District's territory and the District would cease to exist.
- 2) The State Department of Corrections and Rehabilitation is proposing a 1,800 bed medical care facility with a proposed staff of 3,030 and to establish a 500-adult male re-entry facility on the Northern California Youth Correctional Center property and Northern California Women's Facility. These proposed uses will greatly increase the District's service volume.

PRESENT AND PLANNED CAPACITY OF PUBLIC FACILITIES AND ADEQUACY OF PUBLIC SERVICES, INCLUDING INFRASTRUCTURE NEEDS OR DEFICIENCIES

- 1) The District owns two fire stations that are in good condition and are staffed by 11 full-time sworn fire fighters and 15 on-call firefighters.

- 2) The District provides Aircraft Rescue and Fire Fighter service to the Stockton Metropolitan Airport. Special training and equipment is needed to provide ARFF. The equipment and required staffing levels are provided for under contract with the airport.
- 3) The LifeCom Dispatch Center reported the District's 90 percentile for response times as 2:21 minutes for Turnout and 7:21 minutes for Response. These response times are below the average 90 percentile response times for all rural fire districts.

FINANCIAL ABILITY OF AGENCIES TO PROVIDE SERVICES

- 1) Revenue sources for the District include property tax revenue (50 percent), special assessments (32 percent) and contract fees (11 percent) to provide Aircraft Rescue and Fire Fighter service for the Stockton Metropolitan Airport.
- 2) The District is currently working with the County on implementing a Development Impact Fee Program.
- 3) The District received a significant amount less (21 percent from previous fiscal year) in property tax revenues in fiscal year 2009-2010 greatly impacting the budget. The District maintains a reserve and capital outlay balance that is 175 percent of its operating budget.
- 4) One hundred percent of the District's territory is within the City of Stockton's sphere of influence. The District will eventually be impacted to a point where it could no longer operate or provide an adequate level of fire services to the remaining territory.

STATUS OF, AND OPPORTUNITIES FOR, SHARED FACILITIES

- 1) The District belongs to and participates in Joint Power Authorities including the Chief Officer JPA and training with French Camp-McKinley RFP, County Search and Rescue Team, County Fire Investigative Unit, and the County Joint Radio Users Group.

ACCOUNTABILITY FOR COMMUNITY SERVICE NEEDS, INCLUDING GOVERNMENTAL STRUCTURE AND OPERATIONAL EFFICIENCIES

- 1) In order to provide an adequate level of service for the Department of Corrections proposed facilities, the entire facility should be in the Montezuma FPD or an automatic aid agreement should be established to provide improved service coverage.
- 2) Two alternative governmental structures have been identified for the District and should be explored by the District:
 - a. Contracting with the City of Stockton
 - b. Consolidation with the other centrally located rural fire districts



14. RIPON CONSOLIDATED FIRE PROTECTION DISTRICT

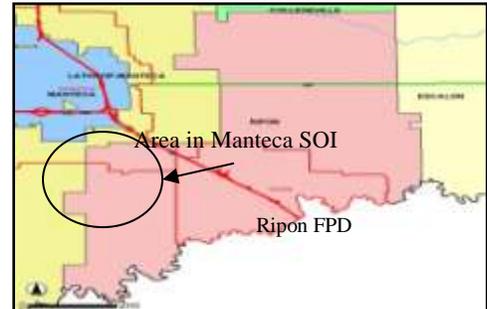
FORMATION AND BOUNDARY

The Ripon Consolidated Fire Protection District was formed in 1963 by the consolidation of the Ripon Fire District and the Ripon Rural Fire District. The original Ripon Fire District was created in 1921 and served an area of one square mile. The Ripon Rural Fire Protection District was formed in 1940 and provided emergency services to the surrounding rural area. The two fire districts shared a station, equipment, and personnel but operated as separate entities prior to consolidation.

The Consolidated District’s service boundary is approximately 55 square miles and covers the southern portion of the County. The District serves the City of Ripon and the surrounding unincorporated land which is mostly designated for agriculture. The District is bounded by the Escalon Consolidated FPD to the east, the Lathrop-Manteca FPD to the west, Colledgeville FPD to the north, and the San Joaquin county line on the south. The map of the existing boundary is shown on Map 14-1, next page.

Map 14-2: Area in Manteca SOI

In 1983 LAFCo adopted a sphere of influence for the fire district that was coterminous with the existing boundary. In 2008 and 2009 the Commission updated the sphere of influence boundaries for the cities of Manteca and Ripon. As a result, about four percent of the fire district’s service boundary is now within Manteca’s 10-year SOI planning horizon. (Map 14-2)

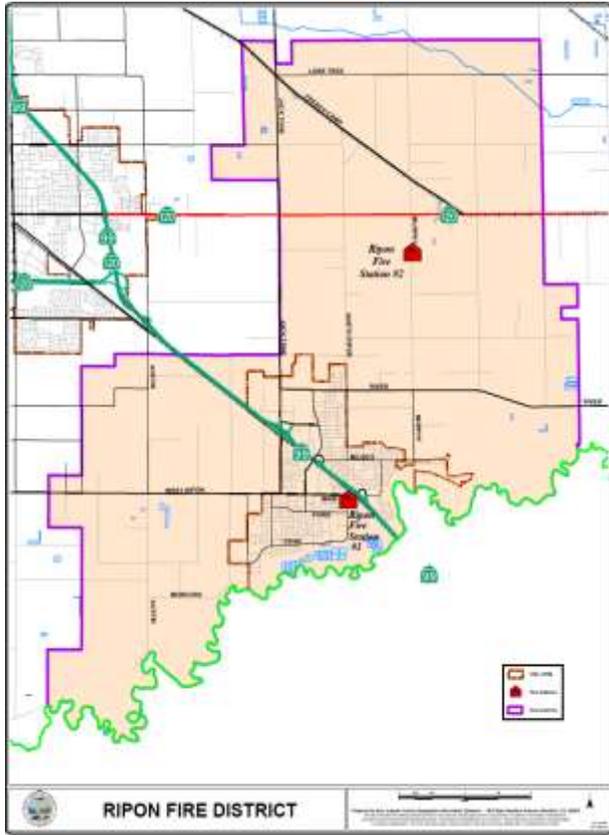


LOCAL ACCOUNTABILITY AND GOVERNANCE

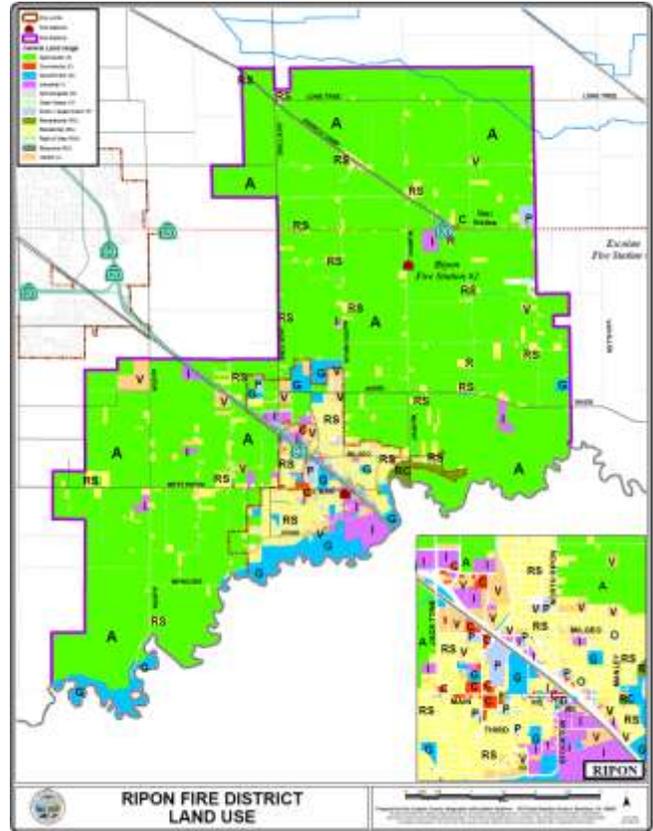
The Ripon Consolidated FPD has a five-member governing body. Board members are elected at large and serve four year terms. Board meetings are held the first Thursday of each month at the fire station located at 142 South Stockton Avenue.

	Name	Position	Began Serving	Term Expires
Members	Dennis VanDerMaaten	Chair	2003	2010
	Don Moyer	Vice-Chair	2004	2012
	Bryer Perkins	Secretary	2006	2010
	Jeff Rankin	Member	2009	2010
	Don Wever	Member	2008	2012
Manner of Selection	Elected			
Meeting Schedule	Day: 1 st Thursday after the 1 st Tuesday of each month Location: 142 South Stockton Avenue, Ripon			
Agenda Distribution	Mailed, posted, newspaper			
Minutes Distribution	Mailed, posted, newspaper			

Map 14-1: Ripon Consolidated FPD



Map 14-2: Ripon Consolidated FPD Land Use



The District maintains a website at www.riponfire.com that contains a wide variety of information about the District, its history and operations, equipment and fire safety information.

STAFFING AND MANAGEMENT

Staff consists of 15 full-time Firefighters (7 are certified as Paramedics), approximately 15 Reserve Firefighters, and approximately 30 volunteers with an extensive waiting list. The base salary for a firefighter at top step with five years experience is \$51,068 per year and on-call firefighters are paid \$50.00 per 24-hour shift. Benefits including retirement, medical, dental, and vision are provided for all full-time personnel. Paramedics are provided with a 10 percent incentive pay. The Training Officer is a master instructor and provides in-house training for staff as well as other agencies.

A formal policy on maintaining financial reserves was adopted by the Board. It is the Board's policy to "pay as you go" requiring a balanced budget at year end. Operating surpluses are evaluated and transferred to the General Fund Reserve or Capital Outlay as deemed prudent. It is the District policy that an unreserved, undesignated fund balance be maintained that is equal to or in excess of 24 months of projected income derived from the provision of ambulance transport services.

SERVICE DEMAND AND GROWTH

Land uses within the District boundary encompass various residential densities, schools, commercial and industrial and general agricultural uses (Map 14-2 Ripon Fire District Land Use). According to the 2010

population count there were 18,681 people residing in the District. Population growth would likely occur in the City of Ripon and is projected to grow at an annual average growth rate of 2.20 percent. By 2020 the population is projected to increase to 23,192 and by 2040 it is projected to increase to 35,969 residents. Demographic data provided by the County Community Development Department indicated there were 5,227 residential units, 22,785,513 square feet industrial uses (523 acres) and 2,762,193 (63.41 acres) commercial within the District boundaries.

FINANCING

Property taxes and special assessments are the main revenue sources for the fire district. The District received property tax revenues in the amount of \$914,909 in fiscal year 2009/2010. It has one of the lowest tax increments of 5.6 percent (percentage of tax dollars received) of the rural fire districts, the average tax increment being 11.7 percent. In the last three years (2008 to 2010) most rural fire districts experienced decreases in property tax revenues due to a decrease in property values and in some cases up to 30 percent. The average decrease for all fire districts was 14.09 percent and it is anticipated that another decrease of 3 percent for 2010/2011 would occur. The District experienced a 6.02 percent reduction in its property tax revenue. Property tax revenues contribute about 61.35 percent of the budget and special taxes provide 45 percent. The Board has reached the maximum level that can be assessed under the special tax ordinance and attempted to obtain voter approval for further increases. In 2007 the voters did not approve an increase to the special taxes in place since 1985. Another source of revenue for the District had been Redevelopment Pass-Thru funds which vary each year. In fiscal year 2008/2009 the District received \$16,753 and in fiscal year 2009/2010 it received only \$445.

Ambulance service provides approximately \$500,000 annually in income. Revenues and expenses for this service are maintained as a separate account. Due to decreases in revenues the District reduced service levels in nonemergency areas and raised ambulance and other fees. Capital improvements and equipment are purchased through funds donated by the community. In 2006, through a substantial donation the District was able to construct a 4-story training tower.

NATURE AND EXTENT

The District provides fire protection, prevention, suppression, inspection, hazardous material, water rescue, basic and advanced medical, ambulance, urban search and rescue, fire investigation and Incident Management Team services. The District added emergency ambulance service in 1974. It was the first and currently the only fire district in the County to provide an ambulance service. Because the District has certified paramedics on staff it provides Advanced Life Support as well as Basic Life Support for medical incidents. The ambulance service is staffed 24/7 with at least one paramedic on duty.

Ripon firefighters participate in the Urban Search and Rescue Team for the County. Urban search and rescue involves the location, rescue (extrication), and initial stabilization of victims trapped in confined spaces as a result of structural collapse, transportation accidents, machinery, or collapsed trenches.

The Ripon Consolidated FPD responded to 1,733 calls in 2008. The types of calls for service in 2008 were as follows:

Emergency Medical	1,073	62%
Fire/Hazard-Material	294	17%
Alarm	82	5%
Other	209	12%
Wildland Fires	75	4%
Total Calls	1,733	100%

The District provides mutual aid to the California Mutual Aid System and provides automatic aid to Lathrop-Manteca, Manteca City Fire Department, Escalon Consolidated FPD and the Salida FPD (Stanislaus County).

INFRASTRUCTURE

The District operates two fire stations. The main station, 2-1, is located in Ripon on 142 South Stockton Avenue and was renovated in 2003 adding approximately 24,000 square feet of usable space. Station 2-1 houses the following apparatus: 3 engines, 1 quint (truck), 1 rescue, 1 utility, and 1 ALS ambulance as well as a “back-up ambulance. Station 2-1 is staffed by a Battalion Chief, Captain, Driver Operator and a firefighter for each shift. Each of which is certified at a minimum as an EMT and each shift is staffed with a minimum of 1 paramedic. The District attempts to staff Station 2-2 two to four nights per week with at least 1 volunteer driver operator and 1 volunteer firefighter. The station is staffed 3-4 nights a week by a volunteer engineer and firefighter. The District foresees the need to add a third station in the River Road area, north of the City of Ripon.

SERVICE ADEQUACY

An indicator of service adequacy can be its Insurance Service Office (ISO) rating. Fire districts with the best systems for water distribution, fire department facilities, equipment and personnel, fire alarms, and communications receive a rating of 1. The Ripon Consolidate FPD has an ISO rating of 4 in the City and 8 in the outlying rural areas. In addition the District has set response time goals of 5 minute travel time within the City and 10 minutes travel time for rural areas and monitors the actual times to determine if it has achieved its goals. The District cites that its ability to maintain adequate staffing levels due to budget reductions affects its ability to provide better response times to concurrent calls for service.

Response data provided by Lifecom Dispatch Center regarding the District’s 90 percentile “turnout time” and “engine performance” times in 2009 were 2:10 minutes for Turnout and 6:59 minutes for engine performance. These times were below the 90 percentile times for all fire districts which were 2:42 minutes (turnout) and 7:38 minutes (engine performance).

GOVERNANCE ALTERNATIVES

The District maintains mutual and automatic aid agreements with the Lathrop-Manteca, Escalon, and City of Manteca fire departments and with the Salida FPD in Stanislaus County. The District is considering a shared joint facility with the Ripon Police Department to reduce facility costs.

MSR DETERMINATIONS

GROWTH AND POPULATION PROJECTIONS FOR THE AFFECTED AREA

- 1) The population for the District is projected to grow at an annual growth rate of 2.20 percent from 2010 to 2040. The population in 2010 was 18,681 and would grow to 23,192 during the first 10-year planning horizon (2020) and to 35,969 by 2040.
- 2) The District received 1,733 calls for service each year of which 62 percent are for medical emergencies. The average number of calls received by the other county rural fire districts was 898 calls in 2008.

PRESENT AND PLANNED CAPACITY OF PUBLIC FACILITIES AND ADEQUACY OF PUBLIC SERVICES, INCLUDING INFRASTRUCTURE NEEDS OR DEFICIENCIES

- 1) The District is the only fire district to provide ambulance service.
- 2) The District owns two fire stations that are in good condition. The main station is located in the City of Ripon where the District has the highest density of population. A second station is located in the rural area in the northern portion of the District.
- 3) The main station is staffed by a battalion chief, captain, engineer and firefighter per shift. The District maintains a volunteer list of 45 people and 80 more are on the waiting list.
- 4) The Lifecom Dispatch Center reported the District's 90 percentile on elapse times as 2:10 minutes for Turnout and 6:59 minutes for Response.

FINANCIAL ABILITY OF AGENCIES TO PROVIDE SERVICES

- 1) Property taxes and special taxes are the main revenue sources for the District. Approximately 61.35 percent of the budget comes from property taxes and 45.05 percent from special taxes.
- 2) The District implemented cost saving measures and have not decreased service levels for non-emergencies. The District has actually expanded service through additional training and an enhanced Reserve program that facilitates staffing of Station 2-2 on the average of two to four days per week.

STATUS OF, AND OPPORTUNITIES FOR, SHARED FACILITIES

- 1) The District maintains mutual and automatic aid agreements with Lathrop-Manteca, Escalon, and the City of Manteca.
- 2) The District is exploring the feasibility of sharing facilities with the Ripon Police Department.

ACCOUNTABILITY FOR COMMUNITY SERVICE NEEDS, INCLUDING GOVERNMENTAL STRUCTURE AND OPERATIONAL EFFICIENCIES

- 1) The District demonstrated accountability to provide a level of service to the community by making an effort to increase the special assessments to pay for the costs. The voters rejected the ballot measure, however, and the District reduced levels of service in non-emergency areas and increased ambulance and other fees.
- 2) There were no alternative governmental structures identified for the District.



15. THORNTON RURAL FIRE PROTECTION DISTRICT

FORMATION AND BOUNDARY

The Thornton Rural Fire Protection District was formed in 1951 under the California Health and Safety Code, Section 13800. The Thornton Rural Fire Protection District currently provides fire protection, suppression and prevention, inspection, hazardous material, and emergency medical services to a service area that is approximately 43.8 square miles. The District is located in the northwest portion of the County. The District serves the community of Thornton and adjacent agricultural areas.

In 1984, the Commission adopted a coterminous sphere of influence for the District and an “interim sphere” pending the completion of a County study for the unprotected Delta area north of the Deep Water Channel to Highway 12. In 1985, the Board of Supervisors formed the Delta Rural Fire Protection District, an all volunteer fire district, to provide fire protection for the unprotected area. In 2003 the Delta Fire Protection District consolidated with the Woodbridge FPD.

The Thornton FPD is surrounded on the west, south and east by the Woodbridge FPD and the District’s northern boundary is the north County line. A map of the District’s existing service boundary and fire station location is shown in Map 15-1.

LOCAL ACCOUNTABILITY AND GOVERNANCE

The District has a five-member governing body. Board members are elected at large and serve four year terms. Board meetings are held on the second Thursday of each month at the District’s fire station located at 25999 North Thornton Road, Thornton. The District does not maintain a website.

	Name	Position	Began Serving	Term Expires
Members	Jim Allan	Chairperson	07/07	12/13
	Bill Stokes	Vice-Chair	09/97	12/11
	Leonard Clark	Director		12/13
	Frank Yoka	Director	06/04	12/13
	Everin Watkins	Director		12/11
Manner of Selection	Elected			
Meeting Schedule	Day: 2 nd Thursday of each month Location: 25999 North Thornton Road			
Agenda Distribution	Posted at post office, fire station, Lodi News Sentinel			
Minutes Distribution	At meeting			

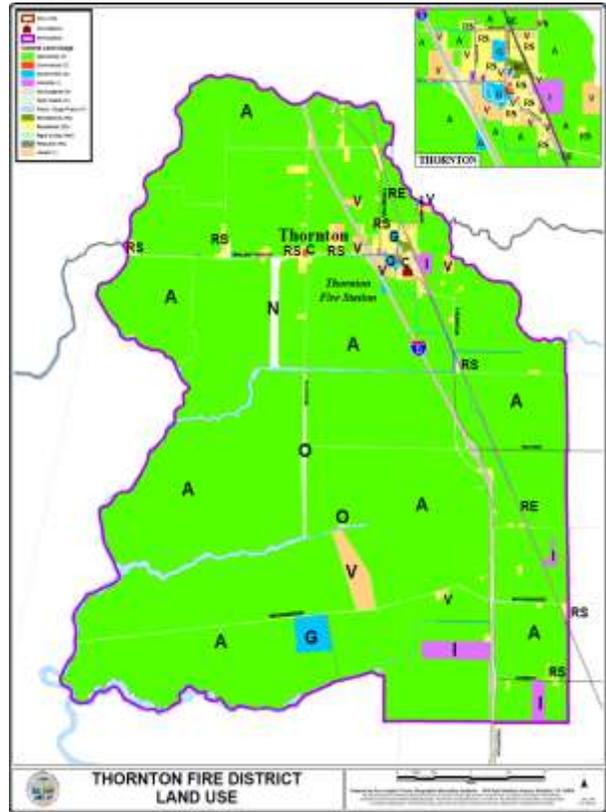
STAFF AND MANAGEMENT

The District’s staff consists of 20 sworn firefighters: four are full-time firefighters and 16 are on-call firefighters. There is one full-time paid Chief and 1 part-time Battalion Chief. Station staffing includes:

Map 15-1: Thornton Rural Fire District



Map 15-2: Thornton Fire District Land Use



Weekdays: 1 paid, 1 Volunteer intern and 1-2 volunteers and on Weekends: 1 paid and 1-3 volunteer firefighters. Base salary for a full-time firefighter with 5 years experience is \$27,360 annually. Qualifications include Firefighter I, EMT, Wildland firefighting, Haz-Mat Operations, California Class B Drivers License and other certifications. Intern firefighters receive a stipend reimbursement, training and experience. Volunteer firefighters are straight volunteers. Minimal qualifications for on-call firefighters include certifications for Fire Fighter I and emergency medical. The District provides various in-house classes and training and participates in the County Training Officer's Association.

Health and Safety Code Section 13916 authorizes the District to charge fees to cover the costs for providing services or the costs to enforce any regulation. The District charges fees for responses for non-residents. In 1987 the District obtained voter approval (75 percent of the voters approved the Measure) for a special tax providing additional revenues to operate. The revenue from this source augments the District budget by 30 percent.

The District does not have a formal policy for retaining a reserve balance. At the close of fiscal year 2009/2010, \$31,070 remained in its reserve and capital outlay account.

SERVICE DEMAND AND GROWTH

Land uses within the District boundary encompass various density residential, industrial, commercial and general agricultural uses (Thornton FPD Land Use Map 15-2). According to the 2010 population count there were 2,020 people residing in the District. New development is not planned for the area and

minimal growth is anticipated. Future population growth is projected to correspond with the annual population growth of the unincorporated areas of the county at 1.10 percent per year. By 2020 the population is projected to increase to 2,253 and by 2040 it is projected to increase to 2,804 residents. In 2009 there were approximately 790 residential units, 13 million square feet industrial uses (298 acres) and 289,586 square feet commercial uses (6.65 acres) within the service area.

FINANCING

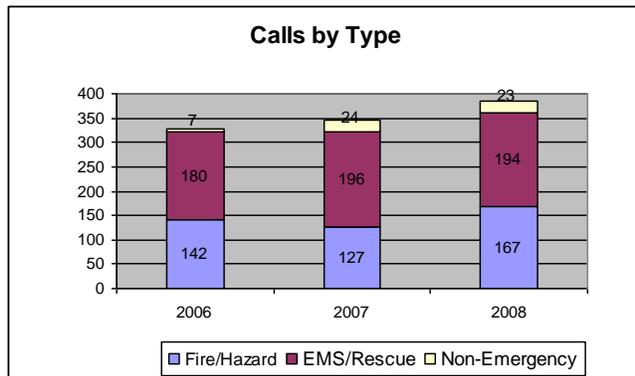
Property taxes and special assessments are the main revenue sources for the fire district. The District received property tax revenues in the amount of \$139,549 in fiscal year 2009/2010. It has one of the lowest tax increments of 4.8 percent (percentage of tax dollars received) of the rural fire districts, the average tax increment being 11.7 percent. In the last three years (2008 to 2010) most rural fire districts experienced decreases in property tax revenues due to a decrease in property values in some cases up to 30 percent. The average decrease for all fire districts was 14.09 percent and it is anticipated that another decrease of 3 percent for 2010/2011 would occur. The District saw a 1.10 percent reduction in its property tax revenue. Property tax revenues contribute about 64 percent of the budget and special taxes provide 36 percent. The Board has reached the maximum level that can be assessed under the special tax ordinance and would need to obtain voter approval for further increases. The remaining revenue comes from charges for services, approximately \$18,118. The District augments its budget when available with federal and state grants to purchase equipment and capital improvements. The District was recently awarded a grant in the amount of \$45,000 to help purchase a new Command Vehicle. At the end of fiscal year 2009 the balance of the capital and reserve account was \$31,070.

In July 2009 the Governor signed AB 15 approving the suspension of Proposition 1A (2004) allowing the State to borrow approximately \$1.9 billion from special districts, cities and counties. Under this bill the State would borrow 8 percent of the 2008-2009 property tax revenues from special districts to be repaid within three years with interest. The County Auditor-Controller's Office estimates that Thornton's 8 percent share of property tax revenues was \$10,861 and will be shifted to the Supplemental Revenue Augmentation Fund (SRAF). The District will temporarily see a reduction of this amount in its available resources as it did not participate in the Prop 1A Securitization program that secured payments to the state.

NATURE AND EXTENT

In 2009 the District received 370 calls for service. Table 15-1 shows the number of calls received by type for the last three years. In 2008 about 83 percent of the calls for service were for emergency medical situations, 12 percent for fires, and 5 percent for other types of calls. The District reported that 8 percent of its calls were for automatic aid. The District maintains an automatic aid agreement with Consumnes FPD located to the north of the District in Sacramento County.

Table 15-1: Calls by Type



The District states that the Woodbridge Ecological Reserve/Isenberg Sandhill Crane refuge areas and a winery provide additional challenges in providing service. Major waterways located within the service boundary include the Mokelumne River and the South Fork Mokelumne Rivers. The rivers are mostly insufficient for recreational activities so water rescue service has not been provided.

The District provides basic life support as a first-responder district. Advanced life support and transport is provided by the American Medical Response stationed at Eight Mile Road and Interstate 5 and the Consumnes FPD.

INFRASTRUCTURE

The District operates one fire station located at 25999 North Thornton Road which is in good condition (reliable and requires only routine maintenance). The station is located in the town of Thornton in which the highest density of population is located. The District is exploring options to relocate the fire station in Thornton but on a larger lot closer to Interstate 5.

Apparatus owned by the District include three engines, one water tender, and 1 command vehicle.

SERVICE ADEQUACY

The station is staffed by at least two to three firefighters and on some days staffing is four. Fifty-five percent of the staff is certified as Firefighter I's, fifteen percent are FF II's and fifty-five percent are Emergency Medical Technician certified. The Chief is an active participant in the San Joaquin County Fire Investigation Unit.

There are two general indicators of service adequacy for municipal fire providers: ISO rating and response times. 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. The District has an ISO rating of 6 (town) and 9 (rural).

It is the District's goal to always reduce response times safely. Response data provided by Lifecom Dispatch Center regarding the District's "turnout time" and "engine performance" in 2009 were 2:58 minutes and 6:46 minutes 90 percent of the time for emergencies. The response time was within the average 90 percentile for all rural fire districts at 2:42 minutes for "turnout" and 7:38 minutes for engine performance times.

GOVERNANCE ALTERNATIVES

The District provides mutual and automatic aid to other rural fire districts including across the county border to Sacramento County. It is a member of the Joint Powers Agreement for the Joint Radio Users Group. The District is also active in the San Joaquin County Training Officer's Association which coordinates training classes for fire fighters and shares instructors.

A need to realign the District's eastern boundary or to establish an automatic aid agreement with Woodbridge FPD to serve the Staten Island area has been identified. Map 15-2 shows the current route that Station #4 of the Woodbridge FPD uses to respond to fires on Staten Island. The engines must travel through the Thornton FPD service area before it can reach Staten Island. The route shown is the only access to Staten Island. Detachment of Staten Island from the Woodbridge FPD and annexation to the Thornton FPD would improve response times to the area.

Map 15-2 Route to Staten Island



MSR DETERMINATIONS

GROWTH AND POPULATION PROJECTIONS FOR THE AFFECTED AREA

- 1) The residential population growth is projected to correspond with the population growth of the unincorporated county at 1.1 percent per year. In 2010 the population was 2,020 and the projected population for 2040 is 2,804 people.
- 2) The District receives an average of 350 calls for service each year of which 54 percent are for medical emergencies. The average number of calls received by the other county rural fire districts was 898 calls in 2008.

PRESENT AND PLANNED CAPACITY OF PUBLIC FACILITIES AND ADEQUACY OF PUBLIC SERVICES, INCLUDING INFRASTRUCTURE NEEDS OR DEFICIENCIES

- 1) The District owns one fire station that is located in the town of Thornton where the District has the highest density of population.
- 2) The station is staffed by a minimum of three firefighters. The District maintains an on-call list of sixteen volunteers.
- 3) The District owns five apparatus: 3 engines, 1 water tender, and 1 command vehicle.
- 4) The Lifecom Dispatch Center reported the District's 90 percentile on elapse times as 2:58 minutes for Turnout and 6:46 minutes for Response.

FINANCIAL ABILITY OF AGENCIES TO PROVIDE SERVICES

- 1) Property tax revenues and special taxes are the main revenue sources for the District. Property tax revenues make up 64 percent and special taxes 36 percent, fees for services further augments the budget.
- 2) The District makes a concerted effort to seek state and federal grants for equipment and received \$45,000 to help purchase a new Command Vehicle.
- 3) Although the District did not see a large decrease in property tax revenues as did other fire districts further decreases will have a significant effect on its ability to finance its operations. The District's reserve and capital outlay account has a balance of \$31,070.

STATUS OF, AND OPPORTUNITIES FOR, SHARED FACILITIES

- 1) The District maintains an automatic aid agreement with Consumnes FPD of Sacramento County which is adjacent to Thornton on the north.

ACCOUNTABILITY FOR COMMUNITY SERVICE NEEDS, INCLUDING GOVERNMENTAL STRUCTURE AND OPERATIONAL EFFICIENCIES

- 1) An automatic aid agreement or a boundary exchange with Woodbridge FPD may improve service to Staten Island.
- 2) The feasibility of consolidation among the northern county fire service providers in order to improve efficiency of services, to improve staffing levels, and to promote facility and apparatus sharing should be explored.



16. TRACY RURAL FIRE PROTECTION DISTRICT

FORMATION AND BOUNDARY

The Tracy Rural Fire Protection District (FPD) was formed in 1942 under the Health and Safety Code 13800-18970. The District currently provides fire protection, suppression and prevention, inspection, hazardous material, water rescue, and basic and emergency medical services, paramedic, and other services. The Tracy Rural FPD is adjacent to the Lathrop-Manteca Fire District to the west, the unprotected Delta area to the north and the CalFire area of responsibility to the south. The map of the existing boundary is shown in Map 16-1.

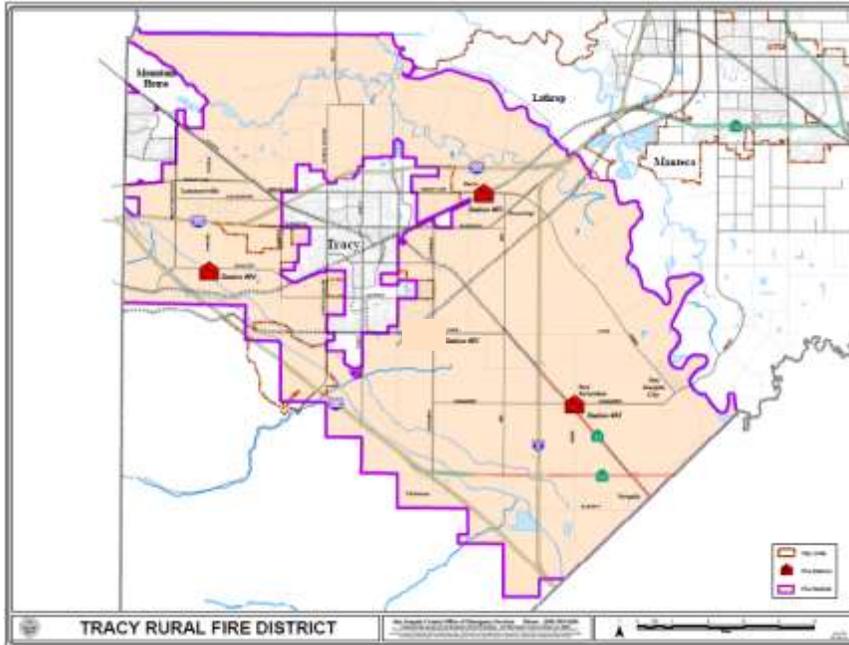
In the early 1990's the City Fire Department and the Tracy Rural FPD contemplated the consolidation of the two agencies. However, in 1999 the City Fire Department and the Tracy Rural FPD formed a joint powers agreement (JPA) instead and created the South County Fire Authority, consolidating the delivery of fire and emergency services for the south county area. In 2002 the Tracy City Council and the Tracy Rural Fire District Board of Directors adopted Resolutions agreeing that territories annexing into the City would not detach from the Tracy Rural FPD. The agreement was made to ensure that the Tracy Rural FPD continue to collect the property tax and special assessment revenues for the District. The Tracy Rural FPD service boundary is approximately 200 square miles and includes the unincorporated territory surrounding the City of Tracy and territory that annexed to the City after 2002.

LOCAL ACCOUNTABILITY AND GOVERNANCE

The Tracy Rural Fire District has a five-member governing body. Board members are elected at large and serve four year terms. Board meetings are held on the second Tuesday of each month at 835 Central Avenue.

	Name	Position	Began Serving	Term Expires
Members	James Thoming	Chairman*	2005	2010
	Pete Reece	Vice-Chairman*	1991	2012
	John Muniz	Director	2006	2010
	Bob Pombo	Director	2010	2012
	John Vieira	Director	1993	2010
Manner of Selection	General Election – 4 year term *The Board appointed the current Chairman and Vice Chairman 1/13/09.			
Meeting Schedule	Day: 2 nd Tuesday of every month Location: 835 Central Avenue, Tracy, CA 95336			
Agenda Distribution	Mailed to board members by Clerk, posted at Rural Stations 92, 93, & 94 and posted on front window at 835 Central Avenue, Tracy			
Minutes Distribution	Attached to Agendas and posted at Rural Stations 92, 93, & 94. Agendas and minutes are also available upon request.			

Map 16-1: Tracy Rural Fire Protection District



STAFFING AND MANAGEMENT

The City of Tracy and the Tracy Rural FPD formed the South County Fire Authority through a joint powers authority (JPA). Under a JPA, both entities operate collectively under a board of directors distinct from the member districts with board members representing the participating agencies. The JPA procures personnel and other services from the City of Tracy in order to supply services to the fire district and City. Under a JPA, the agreement may continue for a definite term or until rescinded or terminated and may contain provisions by which it may be rescinded or terminated. Since forming the JPA, the two agencies determined that territory annexing to the City would not detach from the Tracy Rural FPD resulting in continued collection of the District's special assessments and its share of property taxes.

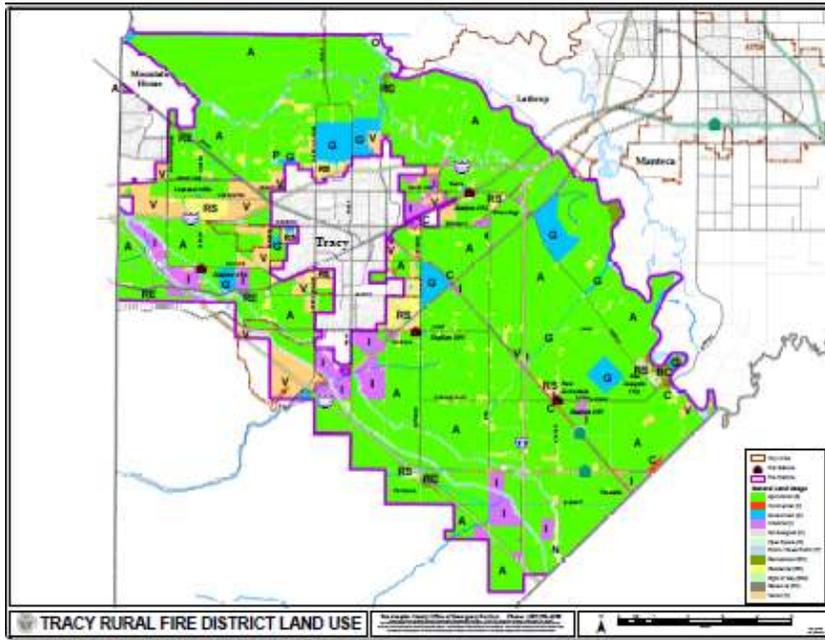
The South County Fire Authority has four board members, two from the fire district and two from the City. The District indicated that most decisions are deferred to the respective jurisdictions rather than made by the Authority.

A comparison of salaries for a full time Fire Fighter at top step with five years experience indicated that Tracy Rural FPD firefighters are the highest paid firefighters in the County at \$81,808 per year plus benefits. The medium salary for of a rural district firefighter with five years experience was \$51,068 per year (FY 2009/2010). Tracy Rural procures services from the City of Tracy and the salaries paid to the District firefighters are based on the City rate resulting in a disparity in salary levels from other fire districts. The City of Tracy hires firefighters licensed as Paramedics, which includes monetary incentives for this specialized skill set. The fact that Tracy Rural firefighters receive a higher level of compensation may influence the feasibility of consolidation with other districts.

SERVICE DEMAND AND GROWTH

Land uses within the District bounds encompass various density residential, industrial, commercial and general agricultural uses (Map 16-2: Tracy RFP District Land Use). In 2010 the total population for the District was 15,469. Considerable population growth is expected to occur in the future within the City of

Map 16-2: Tracy Rural Fire Protection District Land Use Map



Tracy and the Tracy Rural FPD service area over next 10 and 30 years. Because detachment from the rural fire district does not occur when the City expands its city boundary the City growth impacts the rural fire district. It is projected that by 2020 the population will increase 216 percent (from 15,469 in 2010 to 48,801 in 2020) and another 237 percent from 48,801 in 2020 to 164,614 by 2040. The District would be the second most populous fire district in the county behind the City of Stockton. Demographic data provided by the County Community Development GIS Division indicates that in 2009 there were approximately 3,874 residential units, 166.6 million square feet industrial uses (3,825 acres) and about 7.07 million square feet commercial uses (162 acres) within the District's service area.

FINANCING

Property taxes, special taxes, and fees for services are the main revenue sources for the District and provide 78 percent, 20 percent, and 2 percent of the budget respectively. Within the last three years (2008 to 2010) rural fire districts experienced decreases in property tax revenues as property values decreased. Fire districts in general received an average decrease of property tax revenues of about 14 percent. Tracy Rural FPD received 12 percent less property taxes in fiscal year 2009-2010. The District's tax increment is 11.6 percent (percentage of tax dollars received) which is approximately the average increment (11.7 percent) received by the other rural fire districts.

The District collects development impact fees from the County for new fire facilities when development occurs in the unincorporated areas of the District. For areas of the District that were not detached from the district upon annexation to the City of Tracy, the City also collects development impact fees for the District. In fiscal year 2009-2010 the District collected \$19,959 in impact fees.

The District owes the City of Tracy \$5.6 million. This debt is the result of the District operating at a budget deficit during six of the ten years since the Joint Powers Agreement was established and the City advanced payment to the District for operations nine of the last ten years. Since April 2011, the District and the City have entered into a pre-paid services agreement for a joint use station (Station 92) to resolve the outstanding debt. The intent of this agreement is to consider the District debt a pre-payment on future services from a joint use fire station.

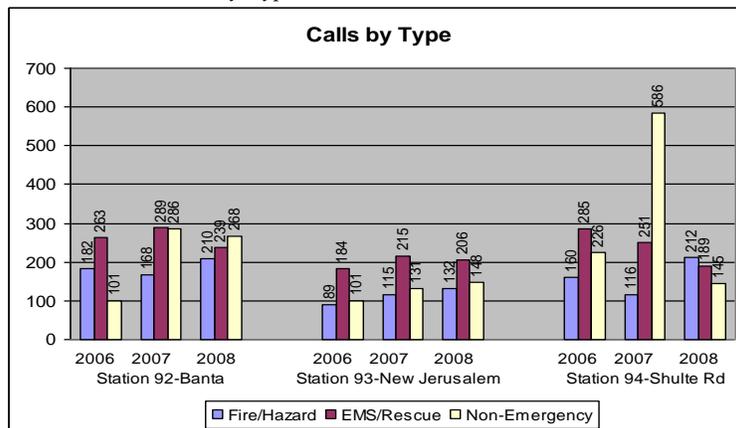
As a means of comparing the costs to provide fire service the District's operating expenditures were divided by the total number of people in the District (cost per capita). Tracy Rural FPD had the highest per capita cost. The costs varied among the various rural fire districts from \$78 per capita as the lowest cost for service for one of the contract districts to \$307 per capita for Tracy Rural FPD. As indicated in the report the costs tend to be higher per capita for districts that have multiple stations (three for Tracy Rural FPD) and relatively large service areas (200 square miles). Per capita costs also tend to be higher for Districts that provide Advanced Life Support services such as Tracy Rural FPD.

NATURE AND EXTENT

There are special risks in the Tracy Rural FPD service boundaries. The risks include wildland (large grasslands, hilly terrain, and river bottoms), areas of urban/wildland interface, the potential for rescue and hazardous materials transportation incidents on three major freeways, waterways with rescue and flood risk due to the many rivers, creeks, aqueducts, and canals), a large flammable liquid storage facility (Chevron Bulk Storage), and a chlorine storage facility.

The District reported that it receives an average of 1,832 calls per year from 2006 to 2008. Approximately 40 percent were for medical emergencies. Station 94 located to the east of Tracy receives the highest number of calls for service. Table 16-1 provides an overview of the calls received by each station by type.

Table 16-1: Calls by Type



The District provides service primarily within its boundary area. Under a Mutual Aid Agreement (fire district provides or receives aid upon request by the first-response agency) the District provides service outside its boundary to Lathrop-Manteca FPD, Alameda County for day-to-day fires and provides structural mutual aid to the West Stanislaus County Fire Protection District. The California State Office of Emergency Services has an engine stationed at one of the District's fire station that is shared between the City, the District, and the Mountain House Community Services District.

To the north of the Tracy Rural FPD is the Unprotected Delta Region. This region consists of approximately 540 residential units and has a population of about 2,400 people but no fire protection is provided. The adjoining fire districts including the Stockton Fire Department, French Camp-McKinley FPD and Tracy Rural FPD provide emergency medical response for life threatening incidences. The Municipal Service Review suggests that fire protection for the area ought to be considered by establishing a fire district or annexation of the area to an adjoining district.

SERVICE ADEQUACY

There are two general indicators of service adequacy for municipal fire providers: ISO rating and response times. 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. The Tracy Rural FPD has an ISO rating of 5 in areas with an established water supply and an 8 in areas without fire hydrants.

The District operates three fire stations that range from poor condition (Station 92-Banta) to excellent (Station 93-New Jerusalem). Station 93 is staffed with a staff of three including a Captain, Firefighter Engineer, and a Firefighter Paramedic while Station No. 92 and 94 are staffed with a Captain and Firefighter Engineer.

Station 92-Banta was constructed in the 1940's and is due for replacement. The District and the City is considering a replacement station that will be the first joint use facility between the two agencies. Also the District and the City are have negotiated a services agreement for the joint use station that will address the debt owe by the District to the City. The intent of the agreement is to consider the District debt a pre-payment on future services.

GOVERNANCE ALTERNATIVES

The JPA between the City of Tracy and Tracy Rural FPD has not been successfully implemented as evidenced by the large outstanding debt owed to the City by the rural district and that it has the highest per capita cost to provide fire protection. The initial intent was that the City and Tracy Rural FPD would become a consolidated fire district much like the Escalon and Ripon Consolidated FPDs. In 1999, however, it was decided that a JPA would be formed instead and in 2002 the two agencies agreed to not detach territory from the Tracy Rural FPD when properties annexed to the City. The agreement has been financially beneficial to the District as it continues to receive its share of property taxes and assessments as before the annexation. For the County and the City, however, their share of property taxes according to the Tax Sharing Agreement is smaller because the fire district's share is not being redistributed.

Another situation that arises when properties do not detach from the District upon annexation to the City is that two separate agencies are now responsible for fire protection service within one city. LAFCo's policy favors the provision of services by a municipality over single-purpose districts. With two entities serving the City residents some residents are represented by City Council while those in the areas that did not detach from the fire district are represented by the Board of Directors.

MSR DETERMINATIONS

GROWTH AND POPULATION PROJECTIONS

- 1) Considerable population growth is expected to occur within the Tracy Rural FPD. The population is projected to increase from 15,469 in 2010 to 48,801 in 2020, a 216 percent increase, and to 164,614 by 2040, a 237 percent increase. Tracy Rural FPD will become the second most populous fire district in the County behind the City of Stockton.

PRESENT AND PLANNED CAPACITY OF PUBLIC FACILITIES AND ADEQUACY OF PUBLIC SERVICES, INCLUDING INFRASTRUCTURE NEEDS OR DEFICIENCIES

- 1) The District operates three fire stations that range from poor condition (Station 92-Banta) to excellent (Station 93-New Jerusalem). Station 92 is staffed with a Captain and Fire Fighter Engineer while Station No. 93 and 94 have a minimum staff of three including a captain, Fire Fighter Engineer, and a Fire Fighter Paramedic.
- 2) The District is adjacent to the Unprotected Delta Region and provides emergency medical response for life threatening incidences. Fire protection for the Delta Region is needed and the Municipal Service Review suggests that a fire district be formed or annexation of the area to an adjoining district including Tracy Rural FPD.

FINANCIAL ABILITY OF AGENCIES TO PROVIDE SERVICES

- 1) Property taxes, special assessments and fees for services are the main revenue sources for the District. Property tax revenues provide 78 percent of the District budget. The District received 12 percent less in property tax revenues from the year 2008 to 2010.
- 2) The District has an ordinance allowing for cost recovery of services provided to non-residents of the fire district. Non-residents are charged the service rate primarily for vehicle accident responses. This ordinance applies only to non-residents of the District and historically has not provided a significant source of revenue.
- 3) The District has the highest per capita cost of all the rural fire districts. The per capita cost was \$307 as compared to the lowest per capita cost of \$78 for a contract fire district. Higher per capital costs may be attributable to the operation of multiple fire stations, larger service territory, and the providing of Advanced Life Support services.
- 4) Tracy Rural procures services from the City of Tracy and the salaries paid to the District firefighters are based on the City rate resulting in a disparity in salary levels from other fire districts.

STATUS OF, AND OPPORTUNITIES FOR, SHARED FACILITIES

- 1) The District provides service primarily within its boundary area. Under a Mutual Aid Agreement the District provides service outside its boundary to Lathrop-Manteca FPD, Alameda County for day-to-day fires and provides structural mutual aid to the West Stanislaus County Fire Protection District and has an agreement with CalFire. The California State Office of Emergency Services has an engine stationed at one of the District's fire station that is shared between the City, the District, and the Mountain House Community Services District.

ACCOUNTABILITY FOR COMMUNITY SERVICE NEEDS, INCLUDING GOVERNMENTAL STRUCTURE AND OPERATIONS EFFICIENCIES

- 1) A Joint Powers Authority (JPA) is in place that contracts with the City of Tracy and with Tracy Rural to obtain labor resources which the Authority then supplies to each member agency of the Authority in accordance with that agency's desired service. The JPA operates like a single district because it has the same Fire Chief, the same administrative personnel, and the Standards of Cover are prescribed to both parties in the JPA, neither of which can operate independently per the Agreement. The existing no-detachment policy maintains the necessary funding for the JPA to operate efficiently because it allows property tax revenues as well as the special assessments to continue to fund the level of service that has been calibrated for single fire protection services throughout the Tracy area and to those revenues.

17. TUXEDO-COUNTRY CLUB RURAL COUNTY FIRE PROTECTION DISTRICT

FORMATION AND BOUNDARY

The Tuxedo-Country Club FPD is located in an unincorporated island surrounded by the City of Stockton. The total area of the District is approximately 2 square miles. The map of the existing boundary is shown in Map 17-1. The District does not provide fire services but contracts with the City of Stockton for fire protection.

A “zero sphere of influence” was adopted for the District in 1973. The Commission adopted zero spheres of influence for urban service districts located wholly within the City of Stockton boundaries and recommended the formation of a “reorganization committee” to investigate a planned approach to orderly agency development for districts that provided competing municipal services in the unincorporated areas of the City. In 1983 the Nyman Report was completed which recommended that the three contract fire districts, Tuxedo-Country Club, Lincoln and Eastside FPDs, enter into a “joint exercise of powers agreement” to create a joint fire agency for purposes of contracting with the City or otherwise provide fire protection services to the residents of the joint fire agency. The fire district continues to operate as a separate agency.

LOCAL ACCOUNTABILITY AND GOVERNANCE

The District has a three-member governing body. Board members are elected at large and serve four year terms. Board meetings are held on Thursday at the District’s fire station.

	Name	Position	Began Serving	Term Expires
Members	Robert Clark	President	2005	12/2012
	James Larson	Vice President	2007	12/2012
	Richard Matuska	Director	2009	12/2012
Manner of Selection	Election			
Meeting Schedule	Day: Thursday		Location: 4330 North Pershing Avenue	
Agenda Distribution	Mailed			
Minutes Distribution	Mailed with Agenda			

MANAGEMENT

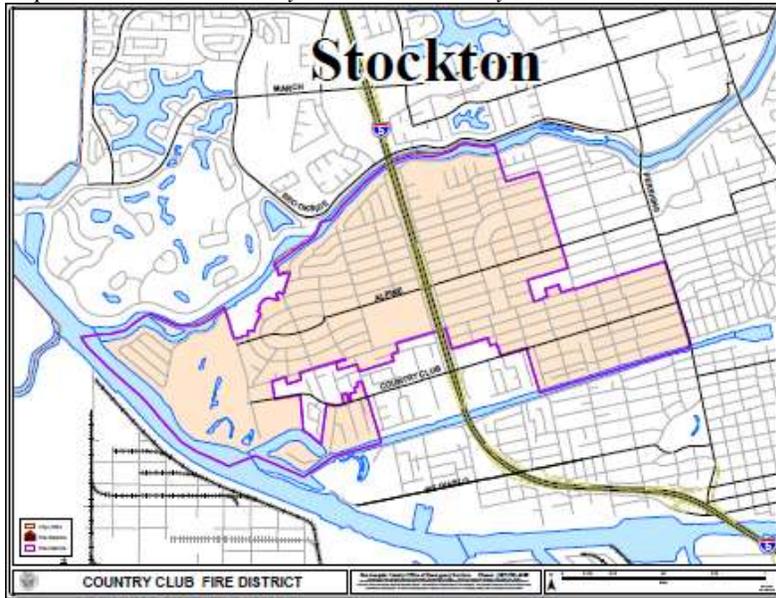
The District does not employ firefighters or other personnel. The District contracts with a Clerk of the Board who prepares agendas and minutes, budgets, provides accounting and management services and represents the District at the County Fire Chiefs Association and other meetings.

The District reports that an independent audit is conducted annually. The District does not have policies in maintaining financial reserves and reports that generating additional revenues are not necessary at this time.

SERVICE DEMAND AND GROWTH

According to the 2010 Census the population size within the District was 10,126. Minimal growth would occur within the District because it is mostly built out. The population is projected to increase to 11,296 in 2020. Demographic data provided by the County Community Development GIS Division indicate that

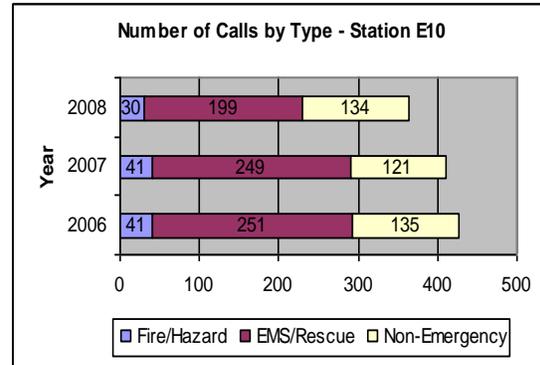
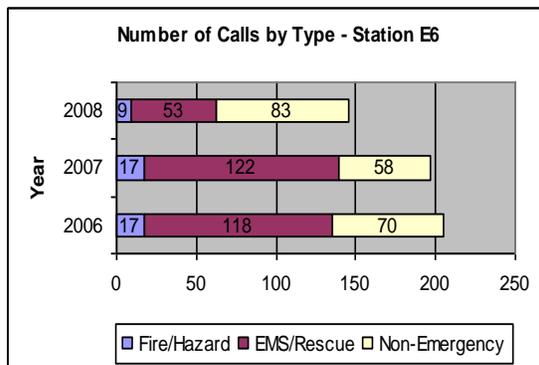
Map 17-1: Tuxedo-Country Club Rural County Fire Protection District



in 2009 there were approximately 3,802 residential units, 64,114 square feet industrial uses (1.47 acres) and about 354,194 square feet commercial uses (8.13 acres) within the District's service area.

The City of Stockton's municipal service review and 10-year sphere of influence update documented that municipal services would be available to properties within its sphere boundary which also included the unincorporated islands and fringe areas adjacent to the City. The District is one of the unincorporated islands within Stockton. If upon annexation the City provided fire protection to the annexed territory, the District would cease to exist.

The following two tables illustrate the service demand for the District from City fire stations E6 and E10 during the past three years. The District averages approximately 583 calls per year, about 50 percent being for emergency medical services.



FINANCING

The main sources of revenue for the District are property taxes and a special assessment. In fiscal year ending June 2010 the District received \$934,830 in property taxes and \$59,873 in special assessments. The District receives a large tax increment at 21.8 percent. The average percent is 11.7 percent for the rural fire districts. However, property taxes have been on the decline over the last three years and the

District saw a 29.75 percent decrease in property tax revenues. At the end of fiscal year 2009/2010 the District had a reserve account of \$1,294,498.

NATURE AND EXTENT

The District receives the same fire services extended to City of Stockton residents. Services are provided to a 2 square mile District boundary that consists of 3,500 parcels that are mostly single family residences, commercial sites, public schools, and a golf course. The Calaveras River borders the District to the north, the Smith Canal to the south, and the Stockton Channel borders the District on the west.

INFRASTRUCTURE

The District does not own or operate any fire stations. Services to the district are provided by the City of Stockton from nearby City fire stations. Fire hydrants are replaced by the District as needed.

SERVICE ADEQUACY

There are two general indicators of service adequacy for municipal fire providers: ISO rating and response times. 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. The City of Stockton has an ISO rating of 1.

GOVERNANCE ALTERNATIVES

Other governmental structures or other structural reorganizations have not been identified for the District.

MSR DETERMINATIONS

GROWTH AND POPULATION PROJECTIONS FOR THE AFFECTED AREA

- 1) Residential population growth within the District boundary is projected to be minimal because most of the district is built-out.
- 2) The District receives an average of 583 calls for service each year of which 50 percent are for medical emergencies. The average number of calls received by the other county rural fire districts was 898 calls in 2008.
- 3) One hundred percent of the District is within the City of Stockton sphere of influence and would cease to exist if the island was annexed to the City according to its General Plan and Sphere of Influence Plan.

PRESENT AND PLANNED CAPACITY OF PUBLIC FACILITIES AND ADEQUACY OF PUBLIC SERVICES, INCLUDING INFRASTRUCTURE NEEDS OR DEFICIENCIES

- 1) The District does not own a fire station or apparatus. Fire services are provided through a contract with the City of Stockton.
- 2) The District receives the same level of service provided to City residents.

FINANCIAL ABILITY OF AGENCIES TO PROVIDE SERVICES

- 1) The two revenue sources for the District include property tax revenue (94 percent) and special assessments (6 percent).
- 2) The District's tax increment is one of the highest of all rural fire districts at 21.8 percent, but the District experienced a substantial decrease of 29.75 percent in property tax revenues from 2008 to 2010.
- 3) The cost to the District in 2010 for the City of Stockton to provide fire services was \$1,173,624.

STATUS OF, AND OPPORTUNITIES FOR, SHARED FACILITIES

- 1) The District contracts for services and does not own facilities.

ACCOUNTABILITY FOR COMMUNITY SERVICE NEEDS, INCLUDING GOVERNMENTAL STRUCTURE AND OPERATIONAL EFFICIENCIES

- 1) Voters within the District approved a special tax override measure demonstrating the District's accountability to its constituents to provide adequate level of services.



18. WATERLOO-MORADA RURAL COUNTY FIRE PROTECTION DISTRICT

FORMATION AND BOUNDARY

The Waterloo-Morada Rural County Fire Protection District was formed in 1947 under the California Health and Safety Code, Section 13800. The District provides fire protection, prevention and suppression, hazardous material, water rescue, and emergency medical services.

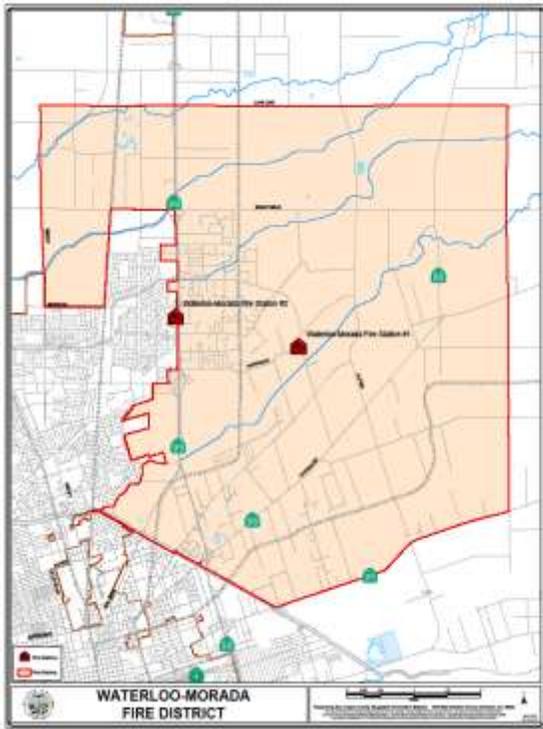
The District's existing service boundary is approximately 36 square miles and is located to the east of Stockton, south of Live Oak Road, west of Beecher Road, and north of Highway 26. Included within the boundary are the communities of Morada and Waterloo with the majority of the unincorporated land designated for rural residential, industrial uses and agriculture. The Waterloo-Morada FPD is bounded to the north, west and south by fire County rural fire districts including Woodbridge, Mokelumne, Linden-Peters, Eastside and Lincoln FPDs and the City of Stockton Fire Department, and on its eastern boundary and on its eastern boundary by fire districts located in Calaveras and Stanislaus Counties. The map of the existing boundary is shown in Map 18-1.

In 1983 the Commission adopted the sphere of influence (SOI) for the District as follows: a coterminous SOI for the portion of the District beyond the City of Stockton SOI line and a zero sphere for that portion of the District within the City's SOI boundary. As shown in Table 18-1 the City of Stockton has annexed over 2,408 acres since 1983 removing this land from the District service area. Today, the City's SOI boundary overlaps the fire district's boundary by approximately 3,095 acres (12.47 percent of the District's territory). Map 18-2 provides an illustration of the overlap.

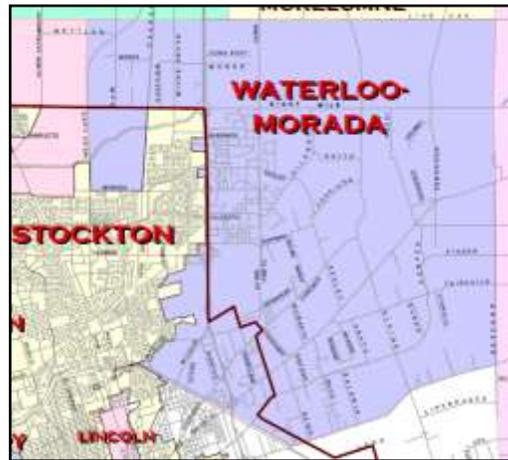
Table 18-1: Annexation History

DETACHMENTS FROM WATERLOO-MORADA FIRE	
Guisto	1.69
Stockton Auto Center	105.65
Stockton Auto Center II	88.13
Morada Lane	545.00
Farley	11.52
Christian Life Center	80.00
Blossom Ranch	325.00
Morada Ranch	214.50
Hatch Ranch	139.16
Villa Antinori	129.60
NE Stockton High School	51.03
Stockton Steel	59.40
Cannery Park	489.40
Riverbend	168.00
Total Acres	2408.08

Map 18-1: Waterloo-Morada Rural Fire District



Map 18-2: Stockton SOI



LOCAL ACCOUNTABILITY AND GOVERNANCE

The Waterloo-Morada FPD has a five-member governing body. Board members are elected at large and serve four year terms. Board meetings are held on the second Wednesday of each month at the fire station located at 6925 East Foppiano Lane.

	Name	Position	Began Serving	Term Expires
Members	Randy Hamilton	President	2005	2010
	Robert Byington	Vice President	2006	2010
	Clay Titus	Secretary/Treas.	2007	2012
	Ralph Lucchetti	Member	1998	2010
	William Snyder	Member	1996	2012
Meeting Schedule	Day: 2 nd Wednesday of every month Location: WMFD Station 1, 6925 East Foppiano Lane			
Agenda Distribution	Mail, e-mail, pick up at station or hand-delivered			
Minutes Distribution	Same			

The District maintains a limited website at www.waterloomoradafire.org. The website contains information on Board members and staff and board meetings are posted.

MANAGEMENT

The District's staff consists of 20 employees. Nineteen are sworn full-time firefighters and eight are on-call firefighters. The District maintains 1.5 sworn staff per 1,000 population. A full-time firefighter with five years experience earns \$57,804 while an on-call firefighter is paid \$10.00 per hour. Due to decreases in property tax revenues the District lowered staffing levels by four full-time positions and has initiated a

contract firefighter position at minimum wage to help supplement three lost positions. The fourth position was the Assistant Fire Chief which will not be replaced.

The District reports that an independent audit is conducted annually as required by state law. Health and Safety Code Section 13916 authorizes a fire district to charge fees to cover the cost of any services provided or the cost of enforcing any regulation. Although the District has explored this option, the Board has not adopted a Fee for Service schedule.

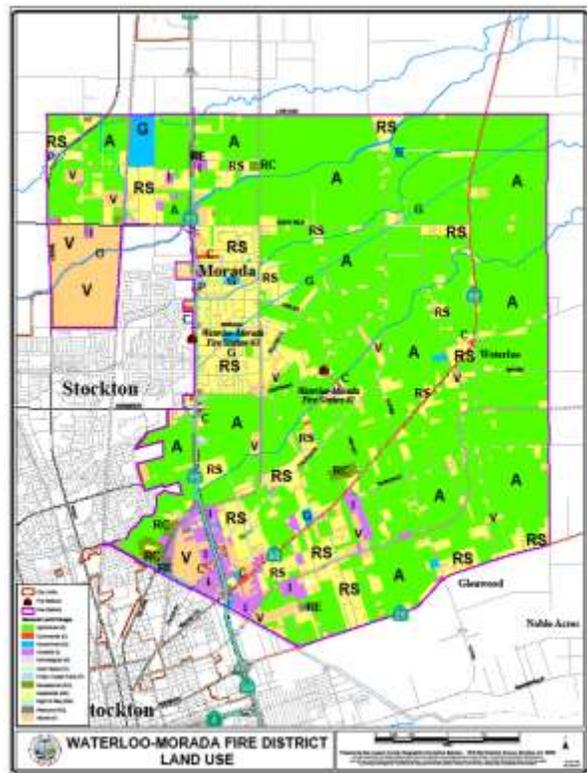
State law authorizes a district board to establish a reserve for capital outlays and requires the board to declare the purposes for which the reserves are to be used. The District maintains a capital improvement schedule for which funds are budgeted accordingly.

The District belongs to and participates in joint decision-making efforts including: San Joaquin Joint Radios Users group and the County Fire Chief's Association.

SERVICE DEMAND AND GROWTH

Map 18-2: Waterloo-Morada RFD Land Use Map

Land uses within the District boundary encompass various density residential, light industrial, community commercial and general agricultural land uses (Waterloo-Morada FPD Land Use Map 18-2). According to the 2010 population count there were 13,122 people residing in the District. Minimal growth is anticipated for the District. Future population growth is projected at .70 percent per year. By 2020 the population is projected to increase to 14,639 and by 2040 it is projected to increase to 16,032 residents. Demographic data provided by the County Community Development Geographic Information Systems Division indicates that there are approximately 5,446 residential units, 2.6 million square feet industrial uses (605 acres) and about 2.8 million square feet commercial uses (64 acres) within the District's service area.



FINANCING

Property taxes and special assessments are the main revenue sources for the fire district. The District received property tax revenues in the amount of \$1,428,021 (63 percent of total budget) and \$726,552 (32 percent of total budget) in fiscal year 2009/2010. The budget is augmented by fees for services and development impact fees. In the last three years (2008 to 2010) most rural fire districts experienced significant decreases in property tax revenues due to decreases in property values; in some cases up to 30 percent. The average decrease for all fire districts was 14.09 percent and it is anticipated that another decrease of 3 percent for 2010/2011 would occur. The District's property tax revenues decreased by 1.93 percent a much smaller rate of decrease than other Districts. In 2007 and 2008 the District sought to increase the special assessment that has been in place since 1986, but District voters failed to give it approval. At the end of fiscal year 2009/2010 the reserve and capital outlay account had a balance of \$1,047,866.

In 2007 the Commission adopted Sphere of Influence policies. The policy requires cities to include a 5-10 year sphere horizon within its sphere of influence that depicts where a city intends to grow within a

10-year timeframe. The spheres of influence for the City of Stockton overlap the Waterloo-Morada FPD service boundary. Approximately 3,095 acres (12.47 percent) are in the City's 10-year sphere. Although the area is only 12 percent of the District's total area it consists of land designated for industrial uses providing a substantial source of revenue for the entire district. Using 2008-2009 property-related information provided by the County Community Development GIS Division, the County Auditor-Controller's Office provided estimates of what the property tax revenue loss would be to the fire district as a result of annexation. It was estimated that the property tax revenue loss (2009 estimate) would be approximately \$466,877 or about 20.4 percent of the District's budget. However, in addition to property tax revenues the District would lose approximately \$238,533 or 10.5 percent from special assessments. The District indicated that loss of revenues from the industrial area would make it difficult if not impossible to provide an adequate level of service to the remaining residents of the District.

NATURE AND EXTENT

The District owns two fire stations located on 6925 East Foppiano Lane (Station 15-1) and at 9373 Highway 99 (Station 15-2). The number of calls by station for the last three years is shown below in Table 18-3. The District reported that 47 percent of the types of calls it receives are for emergency medical services and that 100 percent of its staff are certified EMT-1s. The District plans to close Station 15-2 (Hwy 99) citing growth of Stockton as the reason for its closure and relocation of the station should occur in the future. The District anticipates that response times to some areas in the District will increase as a result of closure of Station 15-2. As Table 18-3 below show, Station 15-2 also receives 50 percent more of the calls for service than Station 15-1 located on Foppiano.

Table 18-3: Number of Calls by Station

Station	2006	2007	2008
15-1 (Foppiano)	686	785	763
15-2 (Hwy 99)	842	922	949

The District does not desire or plan to serve areas that are not now within its boundaries and indicates it has the ability to accommodate future development within its service boundaries. California State Route 99 and Highway 88 run through the District service boundaries. Use of these thoroughfares places an additional burden to the District due to vehicle accidents. In 2008, the District reported receiving 1,712 calls for service. Of these, 47 percent were medical emergency and 11 percent were fire and Haz/Mat calls, and 10 percent were automatic aid.

INFRASTRUCTURE

The District operates two fire stations located at 6925 East Foppiano Lane (15-1) and 9373 Highway 99 (15-2). The 15-1 station is in good condition, requiring only routine maintenance and Station 15-2 is due to close. The 15-1 fire station is staffed by a Captain, Lieutenant, and 2 firefighters. Equipment at the station include: 2 engines and 1 water tender. Staff and apparatus at Station 15-2 include 1 Lieutenant and 1 firefighter with 1 engine.

The District is considering an opportunity to share a facility and resources with the Woodbridge FPD and/or the City of Lodi in order to improve services and reduce costs.

SERVICE ADEQUACY

There are two general indicators of service adequacy for municipal fire providers: ISO rating and response times. 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. The Waterloo-Morada FPD has an ISO rating of 5/8.

The District provides service primarily within its boundary area. The District responds to mutual aid (fire district provides or receives aid upon request by the first-response agency) requests and has automatic aid agreements (closest available resource, regardless of boundaries) with Linden-Peters, Woodbridge and Mokelumne FPDs.

Response data provided by Lifecom Dispatch Center regarding the District's 90 percentile "turnout time" and "engine performance" times in 2009 were 1:58 minutes for Turnout and 6:58 minutes for engine performance. The 90 percentile times for all fire districts were 2:42 minutes (turnout) and 7:38 minutes (engine performance).

GOVERNANCE ALTERNATIVES

The Waterloo-Morada FPDs and Linden-Peters have entered into preliminary talks for a Joint Venture in the future due to their similarity in operations and funding. The Districts are geographically connected and are politically joined by a common school, supervisorial district and a large water district. They have had several staff level meetings regarding potential partnership and there has been a Board of Directors Committee level meeting. Continuing discussions over the joint venture were stalled when the Districts became concerned about the uncertainty of the economy especially the Waterloo-Morada FPD's tax base that is being impacted by the City of Stockton's growth.

The District is considering consolidation or a Joint Powers Authority with surrounding districts and expanding automatic aid agreement areas.

MSR DETERMINATIONS

GROWTH AND POPULATION PROJECTIONS FOR THE AFFECTED AREA

- 1) Population growth is projected to be slower in the District than the rest of the County at .70 percent. Using the projected average annual growth rate of .70 percent the population is projected to grow from 13,122 in 2010 to 16,032 by 2040.
- 2) The District receives an average of 1,650 calls for service each year of which 50 percent are for medical emergencies. The average number of calls received by the other county rural fire districts was 898 calls in 2008.

PRESENT AND PLANNED CAPACITY OF PUBLIC FACILITIES AND ADEQUACY OF PUBLIC SERVICES, INCLUDING INFRASTRUCTURE NEEDS OR DEFICIENCIES

- 1) The District owns two fire stations: 15-1 located on Foppiano Lane and 15-2 located at Highway 99. Station 15-2 is located within the city limits of Stockton due to city annexations although it receives the highest number of calls for service. The station is scheduled to be closed sometime in the future.
- 2) The District identified the need to relocate/construct a fire station to improve the level of service in the northern portion of the District. One solution that has been discussed is to build a station in the vicinity of Live Oak Road (at the District's northern boundary) and share facilities with

Mokelumne FPD and Woodbridge FPD. This would improve service to the area for all three districts.

- 3) The LifeCom Dispatch Center reported the District's 90 percentile on elapse times as 1:58 minutes for Turnout and 6:58 minutes for Response. The average 90 percentile times for all Districts was 2:42 minutes for Turnout and 7:38 minutes for Response.

FINANCIAL ABILITY OF AGENCIES TO PROVIDE SERVICES

- 1) The two main revenue sources for the District include property tax revenue (63 percent) and special assessments (32 percent) and at the end of fiscal year 2009/2010 the District carried forth an adequate reserve and capital outlay balance of \$1.04 million.
- 2) Twelve percent of the District territory is within the City of Stockton's SOI. The territory in the SOI is designated industrial uses and provides a substantial amount of revenue from property taxes and special assessments to the District. Annexation of the territory to the City would greatly affect the District's ability to continue to provide services to the remaining service area.

STATUS OF, AND OPPORTUNITIES FOR, SHARED FACILITIES

- 1) The District provides and receives mutual and automatic aid from adjacent rural fire districts.

ACCOUNTABILITY FOR COMMUNITY SERVICE NEEDS, INCLUDING GOVERNMENTAL STRUCTURE AND OPERATIONAL EFFICIENCIES

- 1) Although the voters within the District did not approve an increase to the special tax override measure it demonstrates the District's accountability to its constituents to provide adequate level of services.



19. WOODBRIDGE RURAL COUNTY FIRE PROTECTION DISTRICT

FORMATION AND BOUNDARY

The Woodbridge Rural County Fire Protection District (FPD) was formed in 1942 under the California Health and Safety Code, Section 13800. The District currently provides fire protection, prevention and suppression, fire inspection, hazardous materials, water rescue and basic emergency medical service. The District is one of two districts that have a Mass Decontamination Unit which is located at Station 73. The other unit is located at Escalon FPD.

The Woodbridge FPD provides service to an area that is approximately 192 square miles and is located in the northern portion of the County. Woodbridge FPD provides service to the communities of Woodbridge, Acampo, Terminous and Collierville and to Flag City located at Interstate 5 and Highway 12 and the City of Lodi's White Sough Sewer Treatment Plant. Rural fire districts surrounding Woodbridge FPD include Thornton, Liberty, Mokelumne, Waterloo-Morada, and Lincoln FPDs. A map of Woodbridge FPD's existing boundary and fire station locations is shown in Map 19-1.

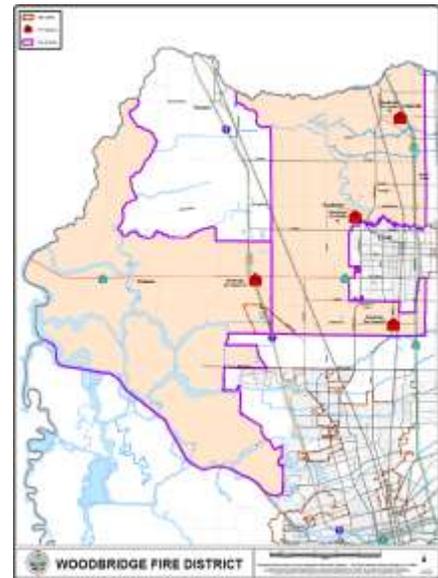
In 1984, the Commission adopted a Sphere of Influence for Woodbridge FPD and recommended that the Woodbridge and Forest Lake Fire Districts consider consolidation. In 1989 a study of county fire services was completed which again recommended consolidation of the Forest Lake and Woodbridge FPD in order to improve fire services to the Forest Lake area. In 1995, the Boards for both fire districts adopted a joint-resolution of application and LAFCo approved the consolidation. The Forest Lake Fire District was dissolved and all its territory was annexed to Woodbridge FPD. In 2003, Resolutions of Applications were filed by the Delta Fire District and Woodbridge FPD requesting the consolidation/reorganization of the two districts. The Commission approved the consolidation, dissolved the Delta Fire District and annexed its territory consisting of 92 square miles into Woodbridge FPD.

LOCAL ACCOUNTABILITY AND GOVERNANCE

The Woodbridge FPD has a five-member governing body. Board members are elected at large and serve four year terms. Board meetings are held on the fourth Wednesday each month at the District's fire station located at 400 East Augusta Street, Woodbridge.

The District maintains a website at <http://woodbridgefire.org> which provides information about the District's history, service boundaries, services provided, and contact information.

Map 19-1: Woodbridge FPD



	Name	Position	Began Serving	Term Expires
Members	Thomas Alexander	President	1994	2014
	Ken Schmierer	Vice President	2006	2014
	Loren Moore Sr.		1975	2014
	Michael Manassero		1978	2012
	Michael Manna		1996	2012
Manner of Selection	Elected			
Meeting Schedule	Fourth Wednesday every month at 400 East Augusta Street, Woodbridge, CA 95258			
Agenda Distribution	Yes			
Minutes Distribution	Yes			

STAFF AND MANAGEMENT

The District’s staff consists of 27 employees including administrators, full-time firefighters and on-call firefighters. Due to revenue constraints the District recently reduced its staff. Woodbridge FPD staffs two of their fire stations with 3 line personnel per shift and the other two stations are staffed with 2 line personnel per shift. The Fire Chief is responsible for all aspects of administrative, personnel, and financial management of the agency.

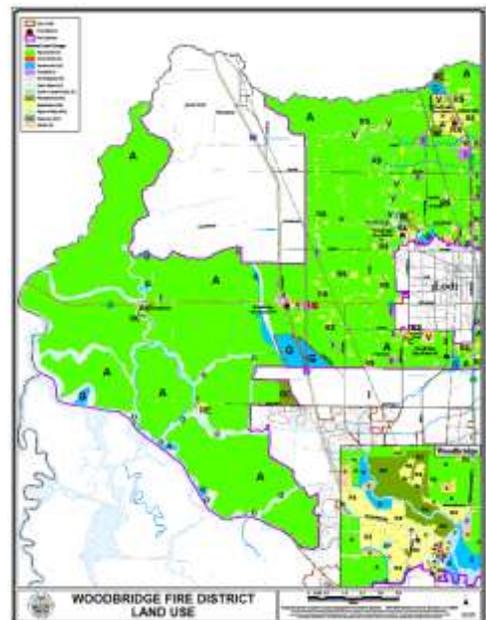
The District collects development impact fees for new facilities and currently charges a fee for service for responding to DUI incidents only. The District does not have any long-term debt.

The District belongs to and participates in joint decision-making efforts including: San Joaquin Joint Radio Users Group, County Fire Investigation Unit, County Hazardous Materials Unit, County Fire Chief’s Association, Urban Search and Rescue Team, and the County Area Critical Incident Management Team of which the District provides office space at Station 74. The District is associated with the Lodi Unified School District’s Regional Occupational Program Fire Science Program since 1988, sponsors an Explorer Post with the Boy Scouts of America and the District serves as a satellite training site for American Heart Association Lodi District Chapter conducting CPR classes.

SERVICE DEMAND AND GROWTH

Map 19-2: Woodbridge FPD Land Use Map

Land uses within the District boundary encompass various density residential, industrial, commercial and general agricultural uses (Woodbridge Fire District Land Use Map 19-4). In 2010 the population within the District was 12,659. Population growth within the District service area is expected to be minimal at an average annual growth rate of .90 percent. Using this growth rate projection the population at the 10-year planning horizon (2020) is projected to be 14,122 (2020) and in 30-years 16,697 (2040). Demographic data provided by the County Community Development GIS Division indicates that there are approximately 5,058 residential units, 33 million square feet industrial uses (758 acres) and 3.6 million square feet commercial uses (84 acres) within the District’s service area.



City annexations continue to reduce the size of Woodbridge FPD’s service territory. Since 1991 a total of 3,962 acres have been detached from the District. In 2008 the approval of the

Sanctuary Reorganization to the City of Stockton removed 1,967 acres from the District.

In 2008 LAFCo approved sphere of influence boundaries (SOI) for the Cities of Lodi and Stockton. A city's sphere of influence indicates where it intends to grow within a 0-30 year timeframe and includes a growth horizon of a time period of between 5 and 10 years. If the cities of Lodi and Stockton annexed the territory that is within their 10-year SOI boundary the fire district would lose an additional 2 percent or 1,581 acres of their territory to Lodi and 5 percent or 5,189 acres to the City of Stockton.

FINANCING

Property taxes and special assessments are the main revenue sources for the fire district. The District received property tax revenues in the amount of \$2,458,407 in fiscal year 2009/2010. It has one of the highest tax increments of 14.3 percent (percentage of tax dollars received) of the rural fire districts, the average tax increment being 11.7 percent. In the last three years (2008 to 2010) rural fire districts experienced decreases in property tax revenues due to decreases in property values. The average decrease for all fire districts was 14.09 percent and it is anticipated that another decrease of 3 percent for

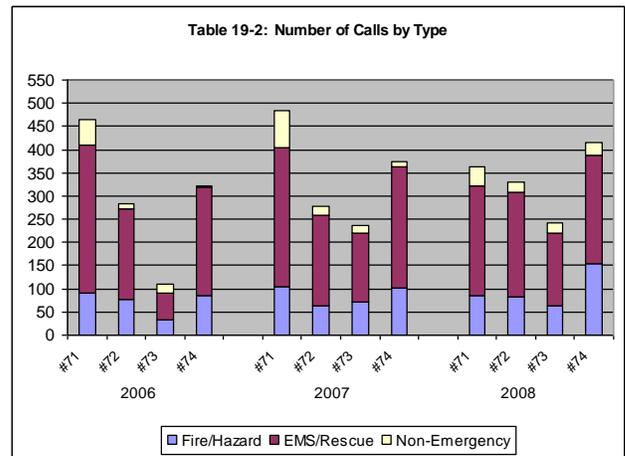
2010/2011 would occur. Woodbridge FPD received a 3.49 percent reduction in its property tax revenue from 2008 to 2010. Property tax revenues contribute about 90 percent of the budget and special taxes provide six percent. The District's special assessment contains an escalator clause and does not have a sunset date. In addition, the District receives special assessments in the amount of \$149,381 that was levied in the territory that was formally the Delta Fire Protection District. The District augments its budget with service fees, development impact funds, and fire plan and check fees.

As mentioned above, the spheres of influence for the cities of Lodi and Stockton extend into the Woodbridge FPD's service territory. As the cities grow and the affected territory detaches from the Woodbridge FPD, property tax revenues would no longer go to the District. Using 2009's assessed values of those properties that are within the city's spheres, the County Auditor Controller provided LAFCo with an estimated loss of property tax revenues. Based on the estimates, the Woodbridge FPD would lose \$23,030 annual for territory within the Stockton SOI and \$634,023 in annual property tax revenues for territory within Lodi's SOI of which approximately \$496,417 are property tax revenues generated from the Woodbridge community.

NATURE AND EXTENT

In addition to fire protection and emergency medical services, the District provides hazardous material, water rescue, and technical rescue. The District owns a fire boat and provides assistance in the 300 miles of water ways that run through the District territory. The District is the only fire district in the County that is issued a California Emergency Management Agency (Cal EMA) fire apparatus with a long standing history dating back to the 1960's.

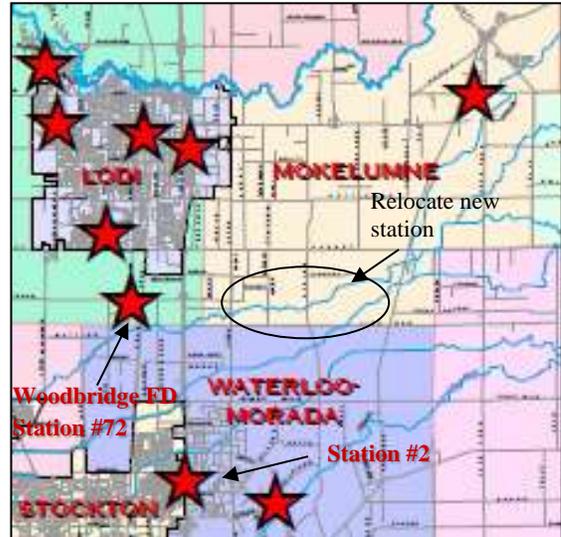
Woodbridge FPD received 1,678 calls for service in 2008. Table 19-2 provides an overview of the number of calls and services provided in the last three years.



Station 71 which generally receives the most calls is located in Woodbridge and serves as the District's administrative office. Station 72 is in close proximity to the southwest service boundary of the Mokelumne FPD and within a mile of a City of Lodi fire station. The Mokelumne FPD had indicated that

the area could better be served by Woodbridge FPD. The Waterloo-Morada FPD had also expressed concerns about providing adequate services to residents in its northern area and has been exploring the feasibility of relocating its Station #2 or constructing a new fire station that could best serve the entire area (Map 19-3).

Map 19-3: Station Relocation



Another area of concern is fire protection to Staten Island which is located north County and to the west of the Thornton Rural FPD. In order to reach Staten Island Woodbridge FPD engines must travel ten miles north on Interstate 5 and then westerly on Walnut Grove most of which is within the Thornton FPD service area. The Thornton FPD could provide better response time as its fire station is located near the intersection of Interstate 5 and Walnut Grove.

The District provides service primarily within its boundary area. The District does not maintain Mutual Aid Agreements (fire district provides or receives aid upon request by the first-response agency) with adjacent fire districts but participates in the Countywide and Statewide Mutual Aid upon request and is a participant in the County Joint Hazardous Materials Team, Urban Search and Rescue Team, Fire Investigation Unit, and Incident Command Team. The District maintains automatic aid agreements with Waterloo-Morada and Mokelumne FPDs and provides an engine company and Water Tender to specific areas and incident types to Liberty, Stockton Fire Department, and the Consumnes Community Services District. The District reported that six percent of its calls were for Automatic Aid.

INFRASTRUCTURE

The District operates four fire stations as indicated below.

Station	Location	Condition	Staff by job title per Shift	Apparatus
71-Headquarters	400 E. Augusta St. Woodbridge, CA	Fair	3 Line Personnel 3 Administrators	3-Engines, 1-Grass Unit, 1-Rescue, 1-Water Tender, 1-USAR Unit
72	2691 E. Armstrong Rd. Lodi, CA 95242	Fair	2 Line Personnel	1-Engine
73	25440 N. Eunice Acampo, CA 95220	Excellent	2 Line Personnel	1-Engine 1-Decon Unit
74	6351 W. Capitol Ave Lodi, CA 952042	Good	3 Line Personnel	1-Engine 1-Fire Boat

The Woodbridge fire stations #71, constructed in 1958, and #72, constructed in 1968, are located within one mile of the City of Lodi Fire Department stations. At this time the District is addressing the future effectiveness of station #72.

SERVICE ADEQUACY

There are two general indicators of service adequacy for municipal fire providers: ISO rating and response times. 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. The Woodbridge FPD has an ISO rating of 5 in the suburban areas and an 8 in rural areas. The District reported a median response time of 6.08 minutes.

Response data provided by LifeCom Dispatch Center regarding the District's 90th percentile "turnout time" and "engine performance" times in 2009 were 2:13 minutes and 8:27 minutes respectively. The average 90th percentile times for all fire districts were 2:42 minutes turnout time and 7:38 minutes for engine performance.

Special conditions unique to the District that provide challenges in the provision of services include the 300 miles of the San Joaquin Delta waterways, wildland areas associated with the Mokelumne River, the inclusion of three major highways (Highway 12, Highway 99, and Interstate 5), a major railroad, three small airports, and major underground pipelines.

GOVERNANCE ALTERNATIVES

The Woodbridge FPD was involved in two consolidations: Forest Lake Fire District in 1996/1997 and the Delta Fire District consolidation in 2003. Woodbridge FPD discussed the feasibility of consolidating with Thornton and Mokelumne Fire Districts as supported by the County Board of Supervisors along with dialog with Waterloo/Morada Fire District. There have been numerous discussions related to the possible consolidation between the Lodi Fire Department and Woodbridge Fire District with no positive results.

MSR DETERMINATIONS

GROWTH AND POPULATION PROJECTIONS FOR THE AFFECTED AREA

- 1) Population growth within the District service area is expected to be minimal at an average annual growth rate of .90 percent. Using this growth rate projection the population at the 10-year planning horizon (2020) is projected to be 14,122 (2020) and in 30-years, 16,697 (2040).
- 2) If the cities of Lodi and Stockton annexed the territory that is within their 10-year SOI boundary Woodbridge FPD would lose 2 percent or 1,581 acres of their territory to Lodi and 5 percent or 5,189 acres to the City of Stockton.
- 3) The District receives approximately 1,300 calls for service each year of which 65 percent are for medical emergencies. The average number of calls received by the other county rural fire districts was 898 calls in 2008.

PRESENT AND PLANNED CAPACITY OF PUBLIC FACILITIES AND ADEQUACY OF PUBLIC SERVICES, INCLUDING INFRASTRUCTURE NEEDS OR DEFICIENCIES

- 1) The District owns four fire stations. Station 72 is located within a mile of a City of Lodi fire station but can provide better response time to the southwest area of the Mokelumne Fire District. In addition the Morada-Waterloo FPD is exploring the feasibility of relocating/constructing a station where it can serve the southeast portion of Woodbridge, southwest portion of Mokelumne FPD, and the northerly portion of Waterloo-Morada FPD.

- 2) The northwestern portion of the WOODBRIDGE FPD known as Staten Island is accessible only by traveling through the Thornton FPD. The Thornton fire station is located closer to the area and can provide a better response time. The area should be detached from WOODBRIDGE FPD and annexed to Thornton FPD if financially feasible.
- 3) The Lifecom Dispatch Center reported the District's 90 percentile on elapse times as 2:13 minutes for Turnout and 8:27 minutes for Response. The average 90 percentile times for all Districts was 2:42 minutes for Turnout and 7:38 minutes for Response.

FINANCIAL ABILITY OF AGENCIES TO PROVIDE SERVICES

- 1) The two revenue sources for the District include property tax revenue (90 percent) and special assessments (5 percent), and service fees (5 percent). The reserve account holds approximately 66 percent of the total operating budget.
- 2) Two percent of the District territory (1,581 acres) is within the City of Lodi's SOI and 5 percent (5,189 acres) is within the City of Stockton SOI. The 2009 estimate of property tax revenue loss to the District would be about \$657,053 plus the special assessments.

STATUS OF, AND OPPORTUNITIES FOR, SHARED FACILITIES

- 1) The District maintains automatic aid agreements with adjacent rural fire districts.
- 2) The District participates in the County Joint Hazardous Materials Team, County Urban Search and Rescue Team, Fire Investigation Unit, and Incident Command Team.

ACCOUNTABILITY FOR COMMUNITY SERVICE NEEDS, INCLUDING GOVERNMENTAL STRUCTURE AND OPERATIONAL EFFICIENCIES

- 1) Voters within the District approved a special tax override measure demonstrating the District's accountability to its constituents to provide adequate level of services.
- 2) The feasibility of consolidation among the north county fire service providers to improve efficiency of services, improve staffing levels, and to promote facility and apparatus sharing needs to be explored as well as a Functional Joint Powers Authority or Consolidation for administrative services for the District.