

# ***JACKSON VALLEY FIRE PROTECTION DISTRICT***

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Jackson Valley Fire Protection District (JVFPD) provides fire protection and basic life support services in the southwestern portion of Amador County.

## **AGENCY OVERVIEW**

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### **Background**

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JVFPD was formed on October 13, 1950, under Health and Safety Code Section 14440, Chapter 2, Article 1, as an independent special district.<sup>1</sup> The formation documents do not specify the services to be provided by the district; however, it is reasonable to assume that in 1950 those services were to include fire protection and suppression. The District provides fire and basic life support services to the Jackson Valley community.

The principal act that governs the District is the Fire Protection District Law of 1987.<sup>2</sup> The principal act empowers fire districts to provide fire protection, rescue, emergency medical, hazardous material response, ambulance, and any other services relating to the protection of lives and property.<sup>3</sup> Districts must apply and obtain LAFCO approval to exercise new or extended services authorized by the principal act but not already provided (i.e., latent powers) by the district at the end of 2000.<sup>4</sup>

### **Boundary**

JVFPD's boundary is entirely within Amador County. The bounds encompass approximately 72 square miles in the southwest portion of Amador County, southwest of the City of Ione. The boundary area includes the communities of Camanche Village, Camanche North Shore, and Buena Vista, and the recreation areas of Camanche and Pardee reservoirs. The northernmost boundary reaches Jeep Trail; the easternmost boundary reaches past the turn in Stony Creek Road. The formation resolution specifies that the boundaries are to be coterminous with the boundaries of the Jackson Valley Elementary School District, the Lancha Plana Elementary School District, and the Buena Vista School District as those districts existed before the consolidation and unionization with Ione Elementary School District, and as shown on Assessor's maps. The prior municipal services reviews reported that four annexations and two detachments have been recorded by LAFCO since its creation in the mid-1960s. This is an error. LAFCO and Board of Equalization records contain no documents supporting boundary changes for the district since formation.

The formation was filed with the Board of Equalization with a legal description. Retired county surveyor, George Allen, found and reviewed a 1943 school district map, evaluated the formation legal description and records filed with the Board of Equalization, and has verified

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<sup>1</sup> Formation date is from Board of Equalization records.

<sup>2</sup> Health and Safety Code §13800-13970.

<sup>3</sup> Health and Safety Code §13862.

<sup>4</sup> Government Code §56824.10.

the true legal boundaries of the District. Minor corrections to the county maps, the GIS system maps, and the Board of Equalization maps will be implemented in the near future.

### Sphere of Influence

The existing District's SOI is not accurately known. LAFCO records indicate the original SOI was adopted in January 1977, but the record does not provide a description of its boundaries. An undated map of a proposed sphere is contained in the files. It appears to be coterminous with the boundaries. The map is not dated or associated with any LAFCO action. Following this MSR, LAFCO will adopt and update a SOI for the District. A coterminous sphere of influence may be the logical sphere for the District.

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## Local Accountability and Governance

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The principal act currently stipulates that a fire protection district's board of directors must have an odd number of members, with a minimum of three and a maximum of 11.<sup>5</sup> Jackson Valley FPD has had five appointed directors since formation. Directors may be appointed or elected to staggered four-year terms.. The formation resolution does not specify that the directors are to be appointees. Consistent historic practice since formation, however, and detailed legal analysis by county counsel (records reviewed at the County Elections Office) affirm that the JVFPD board are to be appointed by the Board of Supervisors, and not by election.

Current requirements of state law require four-year terms for directors, however; the code does not limit the number of terms that may be held by an individual director.<sup>6</sup> During the prior reviews, the District reported that, in practice, its board members' seats are not limited in term, as the County BOS has not expressed specific term limits, and only vacancies on the board triggered an appointment action. Without regard for fixed 4-year terms, when a board member resigned or retired, the District advertised the vacant position and the Board of Supervisors approved the replacement appointee recommended by the District. The County BOS office staff reports that appointments are only made at the request of the District.

As a result of this review, the District Board organized the individual 4-year terms of office. , The term for Stephen Brown, Chris Cantwell, and Pat Thompson will end in 2019 and the terms for Jake Herfel and Vickie Farmer ending in 2021. Terms will begin and end in January. The district will be communicating these terms of office to county staff in the Elections Office and the Board of Supervisors Office, and intends to notify the public when each term ends.

The district reported that its secretary is a contractor (approximately 20 hours/month). Current board members are listed with positions in Figure 16-1.

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<sup>5</sup> Health and Safety Code §13842.

<sup>6</sup> Health and Safety Code §13843.

Figure 16-1: Jackson Valley FPD Governing Body

<b>Jackson Valley Fire Protection District</b>			
<b>Governing Body</b>			
	<b>Name</b>	<b>Position</b>	<b>Term Ends</b>
<i>Members</i>	Hugh "Jake" Herfel	Chair	2021
	Vicky Farmer	Vice-Chair	2021
	Pat Thompson	Member	2019
	Stephen Brown	Member	2019
	Chris Cantwell	Treasurer	2019
<i>Manner of Selection</i>	Nominated by other JVFPD Board Members, appointed by County BOS		
<i>Length of Term</i>	Four years		
<i>Meetings</i>	Second Wednesday of each month at 7:30pm; Station 171		
<i>Agenda Distribution</i>	Posted at Station #171 and at Camanche Blues General Store		
<i>Minutes Distribution</i>	By request		
<b>Contact</b>			
<i>Contact</i>	Chief Randy Makemson, Chairperson Jake Herfel		
<i>Mailing Address</i>	2701 Quiver Drive, Ione, CA 95640		
<i>Phone</i>	(209) 763-5848		
<i>Email/Website</i>	jvfd@volcano.net		

The District is active in the community and performs constituent outreach through community activities, including holiday events and a fire prevention week. The District now maintains a limited website where meeting agendas and minutes and basic district information can be accessed. The most recent meeting records are dated December 2017. Agendas are not posted on the website 72 hours prior to the meeting. The agenda text is very general and may not reliably describe the potential actions to be taken by the Board of Directors. District staff was receptive to making improvements to the wording of the agendas to improve transparency and public communication.

The District reported that it has had no Brown Act violations in recent history. The 2009 Grand Jury report followed up regarding complaints related to JVFPD. These included recommendations for the board to complete Brown Act training and ethics training, to improve accountability and adopt and implement personnel policies. The personnel policies have been completed.

With regard to customer service, the District reported that complaints can be submitted to the chief or Board by letter or in person. There is no formal complaint process. The chief is the District's primary ombudsman, and complaints submitted to him may be passed on to the Board if necessary. The District did not report any complaints received in prior years.

The District demonstrated accountability in its disclosure of information to LAFCO and willingly cooperated with LAFCO staff. Stephen Brown and Chief Randy Makemson seem motivated to make improvements to comply with state laws and improve the public

accountability and transparency. It may be desirable for the District to implement better organization of its public records to allow ease of access by staff members. Standardized office practices and an orientation for staff and board members may improve the ease of responding to requests for meeting documents and board actions by LAFCO and others. It may also be desirable for the District to ensure staff and board members are aware of the District administrative records and policies.

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## Management

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District operations are managed by the fire chief, who evaluates district performance on a daily basis. Specifically, the District monitors productivity by tracking service calls and response times. These records are reported to the Board at its regular meetings.

All personnel are accountable to the chief, who provides employee evaluations during probationary periods and in cases of reprimands. The District approved personnel policies in 2016 and provided a copy for this review. A statement of minimum requirements for appointment to the board (dated 2009) was also provided to LAFCO. While not a description of board responsibilities, this document specifies stipend payments, expectations and requirements for board members. It should be reviewed and updated to reflect state law and current practices.

Ethics training is required by Government Code §53234 every two years. Board members and supervisory staff are required to complete sexual harassment training every two years (Government Code §53237). It appears that these trainings are not up to date. Stephen Brown completed ethics training during the review period for this study and will convey the requirements to other board members at the next meeting. The District has standard operating guidelines (effectively standard operating procedures) for fire protection and emergency medical functions. District representatives acknowledged the need to have standard guidelines in place for administrative procedures as well.

The California Special District Association recommends board member training on the Brown Act and the Public Records Act. Additionally, the district should consider adopting policies related these laws. There is no procedure in place for handling a public records act request. The district does not currently have a mechanism to track legislation or newly chaptered laws, which puts the District at a disadvantage to comply with applicable changes in state law. The District reported that its financial planning efforts include annual budgets, annual financial audits, and capital improvement plans. The most recent audit, completed for FY 2016-17 was presented to the Board on May 9, 2018. The audit found no material misrepresentation in district financial reports.

The District reports that it prepares a CIP and provided a 10-year plan (2009-2019) in the form of a financial spreadsheet. The Board adopted the 10-year CIP in 2011. The District reported that its CIP is updated every ten years. The current CIP has not yet been provided.

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## Service Demand and Growth

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The district serves an area that is highly agricultural, with significant amounts of residential and vacant lands towards the south (near Camanche Village and Camanche North

Shore). Land uses include Agriculture General (AG), Agriculture Transition (AT), Rural Residential (RR), Open Recreations (OR), Special Planning Area (SPA), Residential Low Density (RL), and Mineral Resource Zone (MRZ). A few parcels in the District are identified as tribal lands or federally owned land.

Ranching is the area's primary industry. One major employer in the area is East Bay Municipal Utility District, which operates the Pardee Reservoir and Lake Camanche as part of its water supply system, along with local restaurants and a small market.

The District serves approximately 2,185 residents,<sup>7</sup> including the protection of 950 structures on 1,500 parcels.<sup>8</sup> The District's population density is 30 per square mile, compared to the countywide density of 64.

Growth has been concentrated in Camanche Village. There are currently no planned or proposed residential developments within district bounds.

New non-residential development has been proposed for the Flying Cloud Casino project of the Buena Vista Rancheria of Me-Wuk Indians. This development is expected to significantly increase the number of vehicles and visitors within District boundaries. The proposed casino is being constructed south of Ione, within the Jackson Valley FPD boundaries. The County BOS approved a proposed Intergovernmental Services Agreement (ISA) regarding the casino on March 11, 2008.

Key provisions of the agreement as specified in its "Exhibit F" relate to fire protection services and facilities within the boundaries of JVFDP. The Tribe has agreed to pay fire protection and emergency medical services on a schedule specified in the agreement, including the following:

- Renovation and improvements to Station 171 to allow for increased personnel and facility operating costs
- Additional staffing
- Specified apparatus, vehicles, vehicle operating and replacement costs
- Personal protective clothing (PPE)
- Advanced Life Support (ALS) equipment
- Training for volunteers
- Eventual construction of a new fire station

The District reports that the casino is under construction. The provisions of the ISA are being implemented. Renovations and improvements at Station 171 are complete.

Increased fire protection staffing and increased staffing levels within the geographic area of the district are intended to be provided under a "Schedule A" contract between Amador County and CALFire. The contract allows for the provision of year-round CALFire personnel at specified staffing levels. No increases in district personnel are anticipated.

Several agreements related to fire and emergency medical service have been approved among and between the county, CALFire, the District and the tribe.

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<sup>7</sup> The District population estimate was calculated by multiplying the reported number of structures by the average household size (2.3) in Amador County in 2009-2011, according to the United States Census Bureau. This may be an overestimate as not all structures may be homes.

<sup>8</sup> Interview with Randy Makemson, Fire Chief, JVFDP, May 30, 2018. .

As of this writing, those agreements include the following:

- The ISA between the county and the tribe as described above (2008).
- A longstanding agreement/contract between CALFire and the county for emergency dispatch service which contains an appendix agreeing to terms for additional CALFire services related to the casino (not reviewed for this report).
- A Memorandum of Understanding for cooperation between the District and the county for CALFire services related to the casino (approved by the Board of Supervisors 4/24/18 and District 4/11/18).

Additional agreement(s) for implementation of the enhanced fire protection services by the parties will be needed as progress is made to develop the casino. While the complexity of the negotiations are challenging to all parties, there is overall agreement about the benefits of, and need for, enhanced fire and emergency medical services because of increased demand from the casino. As of this writing, CALFire may not be sharing the JVFPD equipment and fire station as originally expected, and an amendment to the ISA is being considered by the parties. It is not know what effect changes to the ISA may have on the district.

### Disadvantaged Unincorporated Communities

LAFCO is required to evaluate disadvantaged unincorporated communities as part of this service review, including the location and characteristics of any such communities. A disadvantaged unincorporated community is defined in state law as any area with 12 or more registered voters, or as determined by commission policy, where the median household income is less than 80 percent of the statewide annual median.<sup>9</sup>

Any MSR conducted by LAFCO for a city or special district that provides public facilities or services related to sewers, municipal and industrial waste, or structural fire protection, shall identify any DUCs within and contiguous to the sphere of influence of that city or special district and describe the present and probable needs and deficiencies for the provision of those public facilities and services within such DUC.<sup>10</sup>

The California Department of Water Resources (DWR) has developed a mapping tool to assist in determining which communities meet the disadvantaged communities median household income definition.<sup>11</sup> DWR identified nine disadvantaged communities within Amador County—three of which are cities and are therefore not considered unincorporated<sup>12</sup>. Two of the identified disadvantaged communities are within JVFPD bounds. The two disadvantaged communities as defined by DWR are Camanche North Shore (population 777) and Buena Vista (population 518).

LAFCO policy 7.3, adopted February 16, 2017, further defines disadvantaged communities as those consisting of 15 dwelling units at a density not less than one unit per acre. The DWR-identified communities may not achieve these densities, are fully within the

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<sup>9</sup> Government Code §56033.5.

<sup>10</sup> LAFCO Policy 7.3, adopted 2-16-17.

<sup>11</sup> Based on census data, the median household income in the State of California in 2010 was \$57,708, 80 percent of which is \$46,166.

<sup>12</sup> DWR maps and GIS files are derived from the US Census Bureau's American Community Survey (ACS) and are compiled for the five-year period 2006-2010.

boundaries of the district, and currently receive fire protection and emergency medical service at levels comparable to the district as a whole.

LAFCO policy 7.7 adopted February 16, 2017, further defines a Legacy Community as a geographically isolated community that meets DUC criteria and is at least 50 years old. Camanche North Shore and Buena Vista are legacy communities.

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## Financing

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Amador County acts as the financial agent for the District, and holds the District's cash and investments with Amador County's external investment pool. The District also maintains bank balances referenced in the recent audit. Government Code §53890 requires filing of an annual report with the State Controller's Office and the report is posted on line by the state. This has been completed by the county Auditor on behalf of the district. The district acknowledged that it needs to provide a link on its website to the information contained on the State Controller's page.

The District reports that the current level of financing, including Measure M funding, is sufficient for volunteer service provision and 3 full-time paid engineers. The District reported in the 2014 MSR that a decrease in property tax revenue, possibly due to the recession, was noted by JVFPD. That decrease has not had a significant impact on service adequacy.

The District uses five funds to track district financials, including a general fund, an impact fee fund, special tax fund, Measure M fund, and a capital projects fund. This report relies on actuals reported in the FY 2016-17 audit and information provided by the Amador County Auditor's office.

JVFPD's total revenues were \$388,668 in FY 12. Revenue sources include Measure M sales taxes (\$236,716), property taxes (\$96,309), special taxes (\$50,611), and interest revenue (\$5,012), miscellaneous revenue (\$20). The Measure M tax is a half-cent sales tax dedicated to fire services throughout the County and is apportioned by the county among the fire providers under a formula based on call volume and population..

In previous reviews, the District stated that service charges would be a more significant source of revenue. The District was charging a fee of \$250 per personnel hour for incidents (probably non-residential incidents) as of January 2008. In 2013, the District reported that the service charge was not implemented, but did not specify when the fee collection was terminated. No revenues were received from direct service charges in the 2016-17 FY Audit. Additional information regarding District policies for direct service charges was not provided for this report.

JVFPD's total expenditures in FY 17 were \$406,565. Expenditures included employee compensation, depreciation, maintenance, insurance, supplies, taxes, and utilities. The audit reports that only accrued vacation is paid at separation for employees. The liability is not quantified in the audit.

The District incurred debt (American River Bank loan and Umpqua Bank loan) for the purchase of vehicles. The American River Bank loan was to be repaid by January 2018. The Umpqua Bank loan is to be repaid by April 2021.

The District purchases liability insurance plus errors & omissions insurance through a commercial coverage company.

By way of reserves, the District previously reported that its policy is to maintain at least a three-month reserve. A policy defining reserves was not provided. Financial reports reviewed suggest that the District reserves exceed the amount required by the District's reserve policy.

## FIRE AND EMS SERVICES

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### Nature and Extent

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JVFPD provides fire protection and emergency medical services. For calls involving emergency medical services, JVFPD provides basic life support (BLS). Advanced Life Support (ALS) will become available under terms of the ISA between the county and the Me-Wuk tribe. American Legion Ambulance Service performs advanced life support and ambulance transport.

The District's boundaries overlap with the CALFire State Response Area, except a few parcels owned by the federal government, which are in the Federal Response Area. By law, in areas of overlap CALFire provides primary wildland fire response and JVFPD provides primary structure fire response.<sup>13</sup> Contract services by CALFire under the ISA will include a range of other services in addition to wildland fire response.

The District reports that its highest call volumes occur in the summer months and in December. Call volume statistics are reported the Board of Directors and were provided by the Chief. Call volumes have gradually increased since the last review.

### Personnel

The District now has three full-time firefighters and 10 call firefighters, including the fire chief and an assistant chief. The chief and the assistant chief each work approximately 80 hours per month. Chief Randy Makemson is employed as a fire captain at the Mule Creek State Prison in addition to his position with JVFPD. Non-sworn staff is limited to one part-time contract administration support person, who works 20 hours per month. Pursuant to the principal act, the Amador County treasurer acts as the District's treasurer<sup>14</sup>, with a board member also designated as Treasurer.

The District has adopted a personnel manual and has standard operating guidelines (effectively standard operating procedures) for fire and emergency medical functions.

Staffing is provided at the level of one paid firefighter responding to all calls with additional support provided by volunteers.

Training is provided in conjunction with other providers, as well as within the District. Call firefighter training is approximately 240 hours. The County offers an initial training through a 67-hour course, which is held annually and is open to all service providers in the County. The District also provides weekly two-hour training sessions. Training is often conducted in collaboration with other providers, most frequently the Lone Fire Department.

All JVFPD volunteers must attend at least 50 percent of the District's weekly two-hour training sessions. The District aims to have all personnel certified by the State at the Firefighter Level 1; currently, eight are certified. The District also reimburses for EMS classes taken by volunteers. Eight personnel are currently certified at the EMT-1 level.

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<sup>13</sup> Health and Safety Code §13811.

<sup>14</sup> Health and Safety Code §13854.

Each call firefighter receives \$2,400 worth of safety equipment purchased by the District. They also receive \$15 per training meeting, \$20 per call, and an annual allocation of \$100 per year for boots.

Call firefighter turnover is described as high by the Chief, as many volunteers move on to professional jobs. The Chief stated that over the past two years, six volunteers have been hired and two have left. On average one volunteer leaves every 18 months (equivalent to an annual rate of approximately five percent).

### Regional Collaboration

The Jackson Valley Fire Protection District collaborates with other fire providers in the County through the Amador Fire Protection Authority and previously through the Amador Plan contract (Amador County cancelled the Amador Plan contract at the end of FY 12).

The District is collaborating and cooperating with the county on the preliminary steps of implementation of the ISA for enhanced fire and emergency services related to construction of the Buena Vista casino by the Me-Wuk tribe.

JVFPD has an automatic aid agreement with AFPD to serve its primary responsibility area, which approximates the JVFPD boundaries. The District also provides mutual aid responses to the Lone area.

JVFPD no longer provides automatic aid to the community of Clements in San Joaquin County or to Foothill Fire District, which consolidated with another provider in Calaveras County.

The District also collaborates with other providers by participating in joint, regional training.

The District participates in the Amador County Chief's Association, but does not belong to the California Special District Association or the Fire Districts Association.

### Dispatch and Communications

All 911 calls made from landlines in Amador County are automatically routed to the Amador County Sheriff's communication center in Jackson (the Public Safety Answering Point, PSAP). Cell phone 911 calls are answered by the California Highway Patrol in Stockton, and then are routed to the Sheriff. Fire and EMS calls are routed from the PSAP to CALFire's Camino Interagency Command Center, which in turn dispatches the appropriate responders. JVFPD is dispatched to all calls within its primary response area. LAFCO staff has requested CALFire mapping of the first response dispatch areas for Amador County fire service providers.

All fire providers in Amador County, including JVFPD, communicate through the same radio systems. Due to shared radio frequencies, JVFPD is able to communicate with other providers. When multiple service providers respond to an incident, the first unit to arrive on scene is responsible for incident command. The first responder notifies other providers whether and when sufficient personnel have arrived on scene. For incidents such as vehicle accidents, law enforcement becomes responsible for incident coordination once it arrives on scene through universal command protocols; prior to law enforcement arriving on scene, the first responding fire provider remains responsible for incident command.

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## Location

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The District provides service to its primary responsibility area and through an automatic aid agreement with AFPD. This area is similar in size and shape to JVFPD legal bounds. These services are reciprocated by JVFPD in AFPD's service area.

The District also provides service outside its bounds under mutual aide agreements.

Under mutual aid to Ione and AFPD, the District reported that exact call number breakdowns are not available, but it is estimated that mutual aid to Ione and AFPD is approximately 25 responses per year, unchanged since the last review.

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## Infrastructure

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JVFPD operates two fire stations. Station 171 was built in 1953 and was remodeled by Buena Vista Tribe of Me-Wuk in 2011 under the ISA between the tribe and the county. Station 172 was built in 1986, is in poor condition. The District does not presently have sufficient resources to fund Station 172 repairs, but a new station may be constructed to replace Station 172 under the agreement with the Tribe.

Existing equipment includes three structure engines, one quick attack truck, one medical squad, one wildland truck, one command, and one water tender at the two stations. The District reported it needs a new utility truck or fire chief vehicle, but the recent audit suggests that these vehicles may have already been purchased.

The District relies on Lake Amador and Pardee Reservoir for water reserves. The Chief reports that there are 252 fire hydrants within the District which are mapped with GPS coordinates and addresses. The fire hydrants are supplied by Amador Water Agency, Jackson Valley Irrigation District, East Bay MUD, and Coal Mine. The district has a process to check and maintain the hydrants.

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## Service Adequacy

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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. In 2014, JVFPD received an ISO rating of 5 in the immediate vicinity of the stations (improved from 7 as of the 2014 MSR) and 5-Y in rural, outlying areas. The Chief noted that the district is "two points" from an ISO rating of 4.

Emergency response time standards vary by level of urbanization of an area: the more urban an area, the faster a response is required. The response time guideline established by the California EMS Agency is five minutes in urban areas, 15 minutes in suburban or rural areas, and as quickly as possible in wilderness areas. The District and its primary response zone are classified as wilderness, with the exception of the Camanche North area, which is

rural. JVFPD's 90th percentile response time is ten minutes<sup>15</sup>, which is above the rural guideline. JVFPD's average response time is five minutes.<sup>16</sup>

The District reported service challenges include high rates of call firefighter turnover and training requirements. Operation of the Buena Vista casino will increase demand for service. Fire service operations under the contract between CALFire and Amador County are expected to enhance service adequacy in the Jackson Valley FPD area.

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<sup>15</sup> Provided Chief Makemson.

<sup>16</sup> Ibid.

Figure 16-2: Jackson Valley FPD Fire Profile

Fire Service				
<b>Service Configuration</b>			<b>Service Demand</b>	
Fire Suppression	Direct		Statistical Base Year	2017
EMS	Direct		Total Service Calls	358
Ambulance Transport	American Legion		% EMS	79%
Hazardous Materials	Sacramento Metro		% Fire/Hazardous Materials	11%
Air Rescue & Ambulance Helicopter	CHP, private		% Misc. emergency	1%
Fire Suppression Helicopter	CAL FIRE		% Non-emergency	6%
Public Safety Answering Point	Amador Sheriff		% Mutual Aid Calls	3%
Fire/EMS Dispatch	CAL FIRE		Calls per 1,000 people	164
<b>Service Adequacy</b>			<b>Resources</b>	
ISO Rating	In town 5, 5Y from 8/9		Fire Stations in District	2
Average Response Time (min)	7.46		Fire Stations Serving District	2
90th Percentile Response Time (min)	15.5		Sq. Miles per Station <sup>1</sup>	34.2
Response Time Base Year	2012		Total Staff <sup>2</sup>	13
<b>Training</b>			Total Full-time Firefighters	3
Certification requires 410 hours of training. JVFPD provides weekly two hour training sessions. The District also reimburses volunteers who participate in outside EMS classes.			Total Call Firefighters	12
			Total Sworn Staff per Station <sup>3</sup>	6
			Total Sworn Staff per 1,000	2.7
<b>Service Challenges</b>			Staffing Base Year	2013
High volunteer turn over which results in the need for continuous training efforts. Difficulty serving certain areas due to distance traveled on poor roadways.			Fire Flow Water Reserves <sup>4</sup>	Not reported
<b>Facilities</b>				
<b>Station</b>	<b>Location</b>	<b>Condition</b>	<b>Staff per Shift</b>	<b>Apparatus</b>
Station 171	2701 Quiver Drive, Lone, CA	Excellent	2	3 Structure, 1 Medical, 1 Quick attack, 1 Tender and 1 Command
Station 172	Jackson Valley Road	Poor	Not staffed	1 Wildland
<b>Infrastructure Needs and Deficiencies</b>				
The District noted that Station 172 is in need of repairs and upgrades. The District also reported it is in need of a utility or fire chief vehicle.				
<b>Facility Sharing</b>				
<b>Current Practices:</b> Currently utilized as polling place, other sharing per request and board approval.				
<b>Future Opportunities:</b> Intergovernmental Services Agreement between Amador County and Buena Vista Tribe may provide full time staffing if tribe's casino project breaks ground.				
<b>Mutual &amp; Automatic Aid Agreements</b>				
JVFPD has an automatic aid agreement with AAFP to serve its primary responsibility area, which is similar in size and shape to JVFPD legal bounds. The District also provides mutual aid responses to the lone area.				
Notes:				
(1) Primary service area (square miles) per station.				
(2) Total staff includes sworn and non-sworn personnel.				
(3) Based on ration of sworn full time and call staff to the number of stations. Actual staffing levels of each station vary.				
(4) Reserves include public and private water sources.				

## SUMMARY OF DETERMINATIONS AND FINDINGS

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### Growth and population projections

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- ❖ Recent growth within the district has been modest. Significant non-residential growth and service demand will result from build out of the casino in Buena Vista .
- ❖ As currently structured and funded, Jackson Valley Fire Protection District will not be able to meet increased demand within its boundaries resulting from operation of a casino in Buena Vista within its boundaries.

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

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- ❖ The disadvantaged communities identified by Department of Water Resources are fully within the boundaries of the district, and currently receive fire protection and emergency medical service at levels comparable to the district as a whole.
- ❖ There are two disadvantaged unincorporated communities within the District's service area Camanche North Shore and Buena Vista, based upon mapping information provided by the State of California Department of Water Resources.

### Present and planned capacity of public facilities and adequacy of public services, including infrastructure needs and deficiencies

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- ❖ Staffing is provided at the level of one paid firefighter responding to calls with additional support provided by volunteers. While this is below standard elsewhere, District operations for fire and emergency medical services have been adequate, given the funding levels available and the historic need for service within the area.
- ❖ Increased fire protection staffing and increased staffing levels within the geographic area of the district will soon be provided under a "Schedule A" contract between Amador County and CALFire, and funded by an agreement with the Me-wuk Tribe. It is not know at this time what effect this will have on the district. Proposed changes to the agreement between Amador County and the Me-wuk tribe may also affect the district.
- ❖ Operation of the Buena Vista casino will increase demand for service. Fire service and emergency response operations under the contract between CALFire and Amador County are expected to enhance overall service adequacy in the Jackson Valley FPD area.
- ❖ JVFPD's 90th percentile response time is ten minutes, which is above the standard for rural areas. JVFPD's average response time is five minutes.
- ❖ Station 172 is not currently usable. Additional facilities may be constructed as a result of agreements among CALFire, Amador County and the Tribe.

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## Financial ability of agencies to provide services

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- ❖ With funding from Measure M, the current level of financing is sufficient at the level of one paid firefighter responding to calls with additional support provided by volunteers.
- ❖ The District relies on volunteers for some of the services it provides. While this has historically been an effective arrangement, the long-term availability of able volunteers may affect the sustainability of service provision.
- ❖ District reserves exceed the amount required by the District's reserve policy.
- ❖ The District appropriately purchases liability insurance and "Errors & Omissions" insurance through a commercial coverage company.
- ❖ The District reported previously that of \$250 per personnel hour for incidents (probably non-residential incidents) was charged. In 2013, the District reported that the service charge was not implemented, but did not specify when the fee collection was terminated. No revenues were received from direct service charges in the 2016-17 FY Audit. Additional information regarding District policies for direct service charges was not provided for this report.
- ❖ Reorganization, cooperative agreements and/or consolidation of services with other agencies may further improve the financial ability of JVFPD and other participant fire service providers to offer the highest level of services at the lowest possible cost to citizens.

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## Status of, and opportunities for, shared facilities

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- ❖ JVFPD currently collaborates with other fire service providers in the County through AFPA and the local Fire Chief's Association. The District is cooperating with the county for enhanced fire and emergency services related to construction of the Buena Vista casino by the Me-Wuk tribe. The arrangements at the time of this writing may change.
- ❖ The original ISA provided for CALFire to "co-habit" the recently renovated station 171. The District has made a preliminary agreement with the county for this arrangement. At the time of this writing, CALFire has received advice that an alternative arrangement is needed and the county is considering an amendment to the original ISA .
- ❖ CHP and the Sheriff have access to JVFPD stations as needed.
- ❖ Consolidation/reorganization or further functional consolidation with other fire service providers will likely offer increased opportunities for shared resources, including facilities and vehicles, as well as pooled finances to hire additional paid staff.

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## Accountability for community service needs, including governmental structure and operational efficiencies

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- ❖ The District has significant and longstanding deficiencies in administration, accountability, transparency, board training, and adoption of administrative policies.
- ❖ As recommended by the 2009 Grand Jury report, the District approved personnel policies in 2016.
- ❖ While the District Board has now organized individual 4-year terms of office, they are also responsible to regularly and reliably communicate these terms of office to the Elections Office, the Board of Supervisors and the public. The district should track the terms of its board members and follow up with notifications when each term ends to ensure the board members are legally seated and can exercise valid authority.
- ❖ Specific district policies and implementation procedures are needed to specify reimbursement of expenses, stipend payments, and other requirements for board members. All existing policies should be reviewed and updated to reflect state law and current practices.
- ❖ The limited website currently maintained by the district is inadequate. Timely agendas and minutes must be posted to comply with state laws and provide public accountability. Additional information related to district administration should also be available to the public.
- ❖ Descriptive information for some agenda items is not adequate under the Brown Act, because the wording does not reliably describe the potential actions to be taken by the Board of Directors. As identified in the 2009 Grand Jury report, district staff and Board members need training to comply with the Brown Act and improve transparency and accountability to the public.
- ❖ There is no formal complaint process and no procedure for handling Public Records Act requests. While these may have been handled informally in the past, reliable procedures to comply with state laws will improve District accountability and transparency. Appropriate orientation and training for staff and board members will enable staff to efficiently comply with requests for meeting documents and board actions.
- ❖ Standardized office practices, written job descriptions, a records management program, conflict of interest code should all be developed and adopted by the Board to meet minimum standards for small districts. Implementation procedures for these policies will ensure compliance.
- ❖ Once the District adopts policies related to fraud, capital assets, signature authority, payment of claims, contract authority, etc. the administrative functioning of the District will improve.
- ❖ Beyond the statement of minimum requirements for appointment to the board (dated 2009), a formal description of Board duties and responsibilities should be developed to specify board member responsibilities and the duties of the officers of the board (i.e. Chairman, Vice-Chairman, Treasurer, etc.)

- ❖ The District may beneficially designate committees to develop needed policies and procedures.
- ❖ The District does not currently have a mechanism to track legislation or newly chaptered laws, which puts the District at a disadvantage to comply with applicable changes in state law. The District should join a state association such as the California Special District Association or an alternative support organization to assist with its training needs and to ensure it remains aware and up to date as state laws change and new requirements are enacted.
- ❖ The most recent audit, completed for FY 2016-17 was presented to the Board on May 9, 2018. The audit found no material misrepresentation in district financial reports. As of June 6, 2018, this audit had not been provided to the Amador County Auditor who serves as Treasurer for the District.
- ❖ Government Code §53890 requires filing of an annual report with the State Controller's Office and the report is posted at the State Controller web-site. The County Auditor, on behalf of the district, has filed the report annually. The district acknowledged that it needs to provide a link on its website to the information contained on the State Controller's page.
- ❖ There is a close working relationship among the fire protection providers in Amador County. The similarity of challenges faced by each agency and potential cost savings offered by consolidation or reorganization suggests that fire agencies will need to review opportunities for reorganization in some form, including functional consolidation.