

# 19. LOCKWOOD FIRE PROTECTION DISTRICT

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Lockwood Fire Protection District (LFPD) provides fire protection and emergency medical services.

## AGENCY OVERVIEW

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### Background

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LFPD was formed on August 12, 1986 as an independent special district.<sup>399</sup> LFPD was formed to provide fire protection, fire suppression and basic life support services.

The principal act that governs the District is the Fire Protection District Law of 1987.<sup>400</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>401</sup> Districts must apply and obtain LAFCO approval to exercise services authorized by the principal act but not already provided (i.e., latent powers) by the district at the end of 2000.<sup>402</sup>

### Boundary

LFPD bounds cover unincorporated territory in north-central Amador County. The bounds encompass approximately 22 square miles along the central Amador-El Dorado County line. LFPD is located east of the unincorporated Fiddletown community and north of Volcano. The District's bounds generally follow Shake Ridge Road, extending from Quartz Mountain Road to the CAL FIRE Fire Station at Dew Drop.

LAFCO has no records of changes to the District's bounds since its formation.

### Sphere of Influence

There are no records in LAFCO's archives describing the history of the District's SOI. The District's SOI is not described in its formation resolution and there are no later LAFCO records pertaining to LFPD's bounds. In 2010, LAFCO updated LFPD's SOI to be coterminous with its first response area and the boundaries and SOI have been mapped.<sup>403</sup>

### Local Accountability and Governance

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The principal act 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>404</sup> Directors may

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<sup>399</sup> Formation date is from LAFCO records.

<sup>400</sup> Health and Safety Code §13800-13970.

<sup>401</sup> Health and Safety Code §13862.

<sup>402</sup> Government Code §56824.10.

<sup>403</sup> LAFCO Resolution 2010-07.

<sup>404</sup> Health and Safety Code §13842.

be appointed or elected to staggered four-year terms. Boards are to internally elect directors to the positions of president and vice-president. Accordingly, a five-member Board of Directors with elected leadership governs LFPD. LFPD directors are to be elected at-large, but in practice are appointed due to lack of contested seats. Current board members are listed with positions and term expirations in Figure 19-1.

**Figure 19-1: Lockwood FPD Governing Body**

<b>Lockwood Fire Protection District</b>			
<b>Governing Body</b>			
	Name	Position	Term Ends
<i>Members</i>	John Amus	President	June 2015
	Darryl A. Cody	Vice-President	June 2015
	John Paul Soares	Director	June 2018
	Marilyn Almgren	Director	June 2018
	Jolene Mittelsadt	Director	June 2018
<i>Manner of Selection</i>	Appointments by Board; elections at large		
<i>Length of Term</i>	Four years		
<i>Meetings</i>	Date: Fourth Monday, Location: Station 151		
<i>Agenda Distribution</i>	Online, posted		
<i>Minutes Distribution</i>	Online		
<b>Contact</b>			
<i>Contact</i>	President - LFPD		
<i>Mailing Address</i>	P.O. Box 221, Volcano, CA 95689		
<i>Phone</i>	(209) 296-5122		
<i>Email/Website</i>	<a href="http://www.lockwoodfire.org">www.lockwoodfire.org</a>		

The District performs constituent outreach through a quarterly newsletter, “Smoke Signals”, and an informative district website, community postings and word-of-mouth. Outreach and fundraising activities have included flea markets, a spaghetti feed, and a chili cook-off. The District reported that it has had no Brown Act violations in recent history.

With regard to customer service, the District reported that in general complaints are limited and that communication by constituents with the District is most often inquiries as opposed to complaints. Complaints may be submitted to the President or the Board. The District reported that it received one complaint in 2012 classified as an internal personnel matter and was resolved by the chain of command.

The District demonstrated accountability in its disclosure of information and cooperation with LAFCO. The agency responded to LAFCO’s written questionnaires and cooperated with document requests.

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## Management

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District operations are managed by the fire chief. District performance is monitored with the use of the National Fire Incident Reporting System (NFIRS), which logs the type of service calls received. Response times are not a focus of performance evaluation for the

District because of hazardous weather and windy roads, which limit speeds. No specific response time targets or guidelines are set due to these limitations.

The Chief performs personnel evaluations as on-the-spot individual critiques when warranted. The Board evaluates the Chief on an as-needed basis.

District financial planning efforts include annual budgets, periodic financial audits and capital improvement plans. The most recent audit was completed in 2007. The District prepares its capital improvement plan with a 10-year planning horizon, although the District reported the 2008 revision may only span five years. The District provided LAFCO a copy of a CIP that was last updated in 2004 for the 2008 MSR. The District did not provide a copy of a CIP for the 2013 MSR.

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## Service Demand and Growth

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Present land uses in district bounds are mostly agricultural, vacant and suburban-residential (i.e., five-acre lots on average), and include some timber preserve zones. The timber preserve zone is located in the northernmost part of the District.<sup>405</sup> Logging is a key industry in the area. A major business in the District is Big Trees Market.

The District serves approximately 1,250 parcels and a total of 1,200 housing units, of which approximately 1,100 are occupied. Unoccupied homes are primarily vacation homes that are occupied sporadically.<sup>406</sup> According to the District, there are approximately 2,500 residents within district bounds.<sup>407</sup> The District's population density is 114 per square mile, compared to the countywide density of 64.

Service demand has not increased, due to development or population growth in recent years; there are no large communities within bounds. No developments are planned or proposed in the area. Residents along Brockman Mill Road have expressed interest in being annexed to the District; this area is currently in AFPD's bounds and primary service area.

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

### Disadvantaged Unincorporated Communities

LAFCO is required to evaluate disadvantaged unincorporated communities as part of this service review, including the location and characteristics of any such communities. A disadvantaged unincorporated community is defined as any area with 12 or more registered voters, or as determined by commission policy, where the median household income is less than 80 percent of the statewide annual median.<sup>408</sup>

The California Department of Water Resources (DWR) has developed a mapping tool to assist in determining which communities meet the disadvantaged communities median

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<sup>405</sup> Amador County, *General Plan Existing (2007) Land Use Classifications Map*, 2007.

<sup>406</sup> Communication with Andrea Jones, Director, March 19, 2008.

<sup>407</sup> LFPD Website, URL accessed 8/16/13, <http://www.lockwoodfire.org>.

<sup>408</sup> Government Code §56033.5.

household income definition.<sup>409</sup>DWR identified nine disadvantaged communities within Amador County—three of which are cities and are therefore not considered unincorporated.<sup>410</sup> None of the identified disadvantaged communities are within or adjacent to LFPD.

However, DWR is not bound by the same law as LAFCO to define communities with a minimum threshold of 12 or more registered voters. Because income information is not available for this level of analysis, disadvantaged unincorporated communities that meet LAFCO's definition cannot be identified at this time.

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## Financing

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The District operates on a minimal budget, which includes limited county funding via Measure M and Proposition 172. The District reported being able to provide an adequate service level. Although the District does not currently have sufficient funds for the purchase of future apparatus and additional personal protective equipment, due to financing constraints, it anticipates the continued use of community donations, Measure M and Proposition 172 funding and successful grant requests to accommodate these purchases. Until additional stable funding is identified, the District cannot hire and equip any additional call firefighters.<sup>411</sup> Additional financing would be needed, if the community wishes to increase the service level by transitioning to paid fire fighters.

The District tracks its finances through four governmental funds. The general fund is the primary operating fund. The District tracks impact and mitigation fees through special revenue funds. The District tracks acquisition or construction of major capital facilities or equipment through its capital improvement fund, such as funds from FEMA grants and assessments applied for capital improvements. The District makes use of both Measure M and Proposition 172 incentive funds to pay workers \$100/day on duty at the District's firehouses, as well as for limited training.

Fire protection districts are authorized to collect revenue from special taxes, property assessments for fire services or capital improvements, and fees for service.<sup>412</sup> Total revenues in FY 12 were \$231,687. Revenue sources are Measure M funds (58 percent), special taxes (31.5 percent), payments by AFPD (five percent), intergovernmental fees (three percent) impact fees (1.5 percent), and interest (one percent).

Special taxes were collected on 1,254 parcels, occupied and vacant. Rates were \$70 for improved parcels and \$40 for unimproved parcels, for a total of \$73,822.<sup>413</sup> LFPD voters approved the assessment in 2002, when 71 percent approved Measure D. Half of the assessment revenue is currently used for capital improvements.

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<sup>409</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>410</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.

<sup>411</sup> Interview with Andrea Jones, President, LFPD Board of Directors, January 17, 2008.

<sup>412</sup> Health and Safety Code §13911-19.

<sup>413</sup> As reported by the District in August 2013.

New developments have the option of paying a \$900 mitigation fee to be used for water supplies or installing a 2,500-gallon water tank for firefighting use.<sup>414</sup> No mitigation fee revenue was collected in FY 12. New primary residences pay a maximum of \$600 in development impact fees (or \$0.30 per square foot). Impact fee revenue in FY 12 totaled \$3,764.

The District's expenditures were \$182,224, excluding depreciation, in FY 12. Primary expenditures were salaries (28 percent), capital equipment (18 percent), vehicle expenses (nine percent), building improvements (eight percent) and vehicle fuel (seven percent).

The District had \$128,121 in long-term debt as of June 30, 2013. The debt is a capital lease obligation for loans for the District's second fire station, a fire engine and a portion of a water tender purchase that was refinanced. The debt is scheduled to be paid off in 2016.<sup>415</sup>

The District maintains several reserve cash funds. There was an unrestricted cash balance of \$334,163 at the end of FY 12. This amount is 180 percent of annual expenditures.

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<sup>414</sup> LFPD, *Fee Schedule*, 2003.

<sup>415</sup> As reported in the 2008 MSR.

## FIRE AND EMS SERVICES

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### Nature and Extent

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LFPD provides fire protection, fire suppression and basic life support. For calls involving emergency medical services, LFPD provides basic life support (BLS) until American Legion Ambulance Service arrives to perform advanced life support and ambulance transport.

The District also provides community burn assistance and inspects commercial sites within LFPD bounds for AFPD.<sup>416</sup> Although CHP carries primary responsibility for traffic enforcement services, the District reported that it also provides this service when necessary.

The District's boundaries overlap with the CAL FIRE State Response Area throughout its bounds, except for a few parcels of Federal Response Area. By law, CAL FIRE provides primary wildland fire response and LFPD provides primary structure fire response.<sup>417</sup>

Most service calls are received during evenings and weekends. Volunteer response is more reliable during regular business hours, due to the incentive pay program.

### Personnel

Sixteen call firefighters, including the Chief, comprise the District's sworn personnel. The District reported that it cannot hire any additional call firefighters, due to financing constraints precluding purchase of additional personal protective equipment.<sup>418</sup> Grants, donations and community fundraising may be used to offset equipment and training costs. However, with the passing of Measure M by a vote of the citizens of Amador County and Proposition 172 funds, the county fire departments now receive a formulated incentive of money, which has been agreed upon by all county fire departments. This monthly infusion of funds by the County Finance Department assists in paying a limited number of LFPD fire and EMT personnel a \$100/duty day incentive. This incentive is rotated among our personnel who are present for eight hours or more of work on any given day. The District's average number of personnel is 16, plus the fire chief. However, one some days the District's average personnel number may be as low as two to three on duty days.<sup>419</sup>

The four support personnel include a secretary, treasurer, an administrative assistant, and a website manager. Positions are mostly voluntary, but nominal compensation is available for some positions. For example, the secretary receives a \$50 monthly incentive and the treasurer receives a \$100 monthly incentive. The Chief also earns a monthly incentive pay.

LFPD has a training officer, and aims to provide new volunteers with the 259-hour education component of training needed to become a State-certified Firefighter 1. Personnel require at least six months of volunteer firefighter experience to become a State-

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<sup>416</sup> Ibid.

<sup>417</sup> Pursuant to Health and Safety Code §13811.

<sup>418</sup> Interview with Andrea Jones, President, LFPD Board of Directors, January 17, 2008.

<sup>419</sup> Off duty volunteers are still available as needed.

certified Firefighter 1. For call firefighters to maintain their status within the District, requires attendance at two training sessions monthly. The District holds training sessions on a weekly basis, with approximately ten firefighters attending each session on average. LFPD has access to all-day training events in collaboration with other service providers, including CAL FIRE and AFD, and hosts these events quarterly. Occasionally, classes are held at the CAL FIRE Academy in Ione. EMT training is provided through locally-recognized providers. Of the call firefighters, five are Firefighter I certified and six are EMT I certified.

Call firefighter turnover in 2012 was 30 percent. On net, the District recruited enough volunteers to replace those who separated. Call firefighter recruitment strategies include outreach via the District's newsletter and website as well as word-of-mouth.

### Regional Collaboration

As with all fire providers in the County, LFPD is a part of AFPA. A countywide mutual aid agreement benefits LFPD in the northeastern portion of its bounds, where CAL FIRE Battalion 20 responds also.<sup>420</sup> The District has a mutual aid agreement with AFD as well as CAL FIRE and the U.S. Forestry Department.

The District collaborates with CAL FIRE and AFD in regional training events.

The District is a member of Amador Fire Safe Council.

### Dispatch and Communications

All 911 calls made from land lines 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 CAL FIRE's Camino Interagency Command Center, which in turn dispatches a CAL FIRE unit as well as the appropriate local jurisdiction responder. LFPD is dispatched to all calls within its boundaries, as well as its mutual aid areas.

All fire providers in Amador County, including LFPD, communicate through the same radio systems. Due to shared radio frequencies, LFPD is able to communicate with other providers. Currently, Sutter County and Amador County share the same radio frequency. In spite of the distance, an overlap occurs when the two areas are trying to use the same signal at the same time. The frequency is a secondary signal for Amador County and a primary signal for Sutter County.

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. All hazardous material incidents are overseen by CHP.

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<sup>420</sup> Interview with Andrea Jones, President, LFPD Board of Directors, January 17, 2008.

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## Location

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The District provides service within its bounds. In addition, through a mutual aid agreement with AFPD, the District provides services outside of its bounds generally from Louise Drive to Quartz Mountain and from Ponderosa Drive to Brockman Mill, in addition to Amador Pines and from Dew Drop to SR 88.

CAL FIRE often responds more quickly than LFPD in the northern part of the service area, due to fire station proximity except in the winter months when LFPD is quicker.

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## Infrastructure

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The District operates two fire stations, both of which are located on Shake Ridge Road. Station 151 was built in 2001 and is reported as being in good condition.<sup>421</sup> Station 152 was built in 2006 and is in excellent condition.

Water reserves include four tanks totaling 20,000 gallons at Station 1. There is a hydrant at Station 2 that accesses a 150,000-gallon tank in the Mella subdivision. There are also hydrants in Mella, which are linked to the same well. Mella also has an older 20,000-gallon reserve water tank. Privately owned, but publicly accessible water sources include a total of 97,000 gallons. The District's two water tenders have 4,000-gallon capacity each and each engine has approximately 1,250-gallon capacity.

The District's capital improvement plan includes plans for 1) a large generator for district wide emergency use during power outages, 2) an additional squad vehicle, 3) an enclosed and secure fuel area, 4) exhaust systems in both stations, 5) automatic station doors, 6) additional water sources, and 7) replacement of an older water tender by 2018.

The District reported a limited need for street numbers on properties in the area and maps showing which street numbers are associated with each parcel in the service area, as well as private water sources. Financing restricts some infrastructure and equipment needs for LFPD.

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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. LFPD has an ISO rating of 8b. However, La Mella has a rating of 6, due to the five fire hydrants in place.

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 is classified as

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<sup>421</sup> LFPD, *Capital Improvement Plan*, FY 04.



wilderness. LFPD's 90th percentile response time is 16.55 minutes. Its average response time is 8.89 minutes.

The District reported service challenges including windy roads, a prevalence of locked gates, snow, blocked roads, unimproved roads, financing constraints, board member transitions, and a lack of street numbering on properties served and/or maps showing which street number is associated with each parcel in the service area.

**Figure 19-2: Lockwood FPD Fire Profile**

Fire Service				
<b>Service Configuration</b>			<b>Service Demand</b>	
Fire Suppression	Direct		Statistical Base Year	2012
EMS	Direct		Total Service Calls	220
Ambulance Transport	American Legion		% EMS	54%
Hazardous Materials	Calveras and San Joaquin County <sup>1</sup>		% Fire/Hazardous Materials	5%
Air Rescue & Ambulance Helicopter	CHP, Private		% Vehicle Accidents	8%
Fire Suppression Helicopter	CAL FIRE		% Other	34%
Public Safety Answering Point	Sheriff		% Mutual Aid Calls	30%
Fire/EMS Dispatch	CAL FIRE		Calls per 1,000 people	145
<b>Service Adequacy</b>			<b>Resources</b>	
ISO Rating		8b	Fire Stations in District	2
Average Response Time (min)		8.89	Fire Stations Serving District	2
90th Percentile Response Time (min)		16.55	Sq. Miles per Station <sup>2</sup>	11.5
Response Time Base Year		2012	Total Staff <sup>3</sup>	19
<b>Training</b>				
The District has weekly training events and a training officer. LFPD participates in regional training with CAL FIRE, AFPD and American Legion.			Total Daytime Firefighters (paid)	2 to 3
			Total Call Firefighters (paid & volunteer)	16
			Total Sworn Staff per Station <sup>4</sup>	8
			Total Sworn Staff per 1,000	11
<b>Service Challenges</b>				
Challenges for the District include finding sufficient and stabilized financing, volunteer staffing, and board member turnover. Roads are sometimes narrow and there is a lack of street numbering in the area.			Staffing Base Year	2012
			Fire Flow Water Reserves <sup>5</sup>	287,000 gal
<b>Facilities</b>				
<b>Station</b>	<b>Location</b>	<b>Condition</b>	<b>Staff per Shift</b>	<b>Apparatus</b>
Station 151	23141 Shakeridge Rd., Volcano, CA	Good	Staffed 2 to 3 days, day time only	Type 1 Engine, Type 3 Engine, Water tender (4,000 gal.)
Station 152	19315 Shakeridge Rd., Volcano, CA	Excellent	Unstaffed	Type 3 Engine, Water tender (4,000 gal.), command vehicle
<b>Infrastructure Needs and Deficiencies</b>				
The District's capital improvement plan includes plans for 1) a large generator for district wide emergency use during power outages, 2) an additional squad vehicle, 3) an enclosed secure fuel area, 4) exhaust systems in both stations, 5) automatic station doors, 6) additional water sources, and 7) replacement of an older water tender by 2018.				
<b>Facility Sharing</b>				
<b>Current Practices:</b> District facilities are available for approved community functions, elections, County Board election meetings and emergency resources. The District hosts training events quarterly and participates in regional training hosted by CAL FIRE and AFPD, fire marshal classes, classes at CAL FIRE Academy and EMT certification offered by Mountain Valley EMSA.				
<b>Opportunities:</b> The District could open stations as emergency shelters in severe weather (e.g. blizzards).				
<b>Mutual &amp; Automatic Aid Agreements</b>				
There is a mutual aid agreement between AFPD, CAL Fire the City of Ione, the City of Jackson, JVFPD, LFPD and SCFPD. There is also an automatic aid agreement with AFPD.				
Notes:				
(1) CAL FIRE has a MOU with Calaveras County and a secondary MOU with San Joaquin County for Hazmat services.				
(2) Primary service area (square miles) per station.				
(3) Total staff includes sworn and non-sworn personnel.				
(4) Based on ration of sworn full time and call staff to the number of stations. Actual staffing levels of each station vary.				
(5) Reserves include public and private water sources.				

## SUMMARY OF DETERMINATIONS

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### Growth and population projections

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- ❖ Service demand has not increased due to development or population growth. No developments are planned or proposed in the area.

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

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- ❖ There are no disadvantaged unincorporated communities within or adjacent to the District's service area based upon mapping information provided by the State of California Department of Water Resources. However, given the large size of the defined community in the census data used, it cannot be discounted that a smaller community that meets the required income definition and has 12 or more registered voters may exist within or adjacent to the District.

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

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- ❖ The District presently has the capacity to serve the area with its existing facilities. As there is no significant growth planned or proposed within the District's bounds in the near future, the current facilities will accommodate service needs in the short-term.
- ❖ The District provides adequate services given constrained and unstable financing.
- ❖ LFPD's response time is nearing the California EMS rural guideline time; although the entire District is classified as wilderness.
- ❖ The District identified several infrastructure needs including three new vehicles, a generator for emergencies, several improvements to the stations and additional water sources.

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### Financial ability of agencies to provide services

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- ❖ The District operates on a minimal budget, which includes Measure M and Proposition 172 funds, and reported being able to provide an adequate service level. Additional funds are necessary to hire and equip any additional call firefighters and purchase major apparatus needed in the future.
- ❖ The District should consider updating its assessment and ensuring the assessment adjusts with inflation to recover costs.
- ❖ The District relies on volunteers for some of the services it provides. While this is currently an effective arrangement, the long-term availability of able volunteers, which is often unpredictable, may affect the sustainability of service provision.

- ❖ LFPD effectively supports services provided by other government agencies through contracts, agreements and cooperative efforts. Reorganization and/or consolidation of services with those agencies may further improve the financial ability of LFPD 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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- ❖ LFPD collaborates with other fire providers in the County, providing and receiving automatic and mutual aid and through the AFPA.
- ❖ The District makes its station available for various community events, and would like to operate as an emergency shelter for the area as well.
- ❖ 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 full-time staff.

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

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- ❖ The District demonstrates a high degree of public participation in special events, although public interest in the governing body could be improved as indicated by a lack of contested elections.
- ❖ The District appears to operate in an open manner that facilitates the public's ability to learn about and participate in District affairs.
- ❖ There is a close working relationship among the fire 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.