

6. CITY OF JACKSON

The City of Jackson provides water, wastewater, fire, law enforcement, road maintenance, drainage, parks and recreation, and cemetery services. In addition, the City also provides building inspection, city engineering, planning, and public facility maintenance.

AGENCY OVERVIEW

Background

The City of Jackson incorporated on December 5, 1905.⁷⁷ The City is a general law city.

Boundary

The City is located at the intersection of SR 49 and SR 88, southeast of the City of Sutter Creek. The City bounds run along three miles of SR 49, beginning approximately 0.20 miles south of its intersection with Argonaut Lane and stretching southeasterly to Scottsville. The bounds encompass areas as far west as Westview Drive, and east to Scottsville. The City bounds encompass approximately 3.6 square miles (2,291 acres).

Amador LAFCO boundary records date back to 1966, and the State Board of Equalization (BOE) maintains records of officially recorded boundary changes since 1948. LAFCO and BOE records indicate that Jackson has annexed lands 47 times over this period, as shown in Figure 6-1. Of these, acreage for 31 annexations of the 47 is known, and totaled 1,179 acres (53 percent of current bounds). The largest single annexation was 212-acre Jones Ranch in 1971. The most recent annexation in 2006 affected 17 acres.

Figure 6-1: City of Jackson Annexation Records

Type	Project Name	Acres	LAFCO Resolution Number ¹	Official Date ²
Annexation	Pre-LAFCO Annexation		NA	60-12-19 (B)
Annexation	Vogan Toll Road Annexation		NA	61-08-23 (B)
Annexation	Pre-LAFCO Annexation		NA	61-09-19 (B)
Annexation	Sava Addition		NA	62-07-19 (B)
Annexation	Holiday Addition		NA	64-04-24 (B)
Annexation	Jackson Highlands Annexation		NA	64-10-09 (B)
Annexation	Fuller Addition		NA	65-10-25 (B)
Annexation	Voss Addition		NA	65-10-25 (B)
Annexation	Jackson Gate Annexation	43.9	67-7	68-09-24 (B)
Annexation	Aragona Annexation		68-9	68-09-25 (L)
Annexation	Sierra View Drive Annexation		70-27	70-09-02 (B)
Annexation	Jones Ranch Annexation	212.6	70-29	71-02-04 (B)
Annexation	Kit Carson Convalescent Hospital Annexation	0.6	70-32	71-05-05 (B)

⁷⁷ Formation date provided by City.

Type	Project Name	Acres	LAFCO Resolution	
			Number ¹	Official Date ²
Annexation	Surian Annexation	38.8	71-36	71-11-03 (B)
Annexation	Byrovich Annexation	9.3	72-41	72-05-10 (B)
Annexation	Guletz Annexation	0.7	42-43, 42-49	72-12-22 (B)
Annexation	Kosich Annexation		76-88	77-12-30 (C)
Annexation	Monte Verde Annexation	108.5	77-94	77-12-30 (C)
Annexation	Null Annexation	1.5	76-91	77-12-30 (C)
Annexation	Lacazette Annexation	1.1	78-106	78-08-23 (C)
Annexation	Selman Annexation	0.8	78-111	78-09-11 (C)
Annexation	Jackson High School Annexation	42.8	77-99	78-10-19 (C)
Annexation	Tri Level Annexation	5.1	78-117	79-04-02 (B)
Annexation	French Bar Road Annexation		78-125	79-04-02 (B)
Annexation	Spinetti Annexation	19.9	79-134	79-06-26 (B)
Annexation	Pierovich (Murphy) Annexation	66.2	80-148	80-12-30 (B)
Annexation	Laughton and Crew Annexation	41.3	81-155	81-12-03 (B)
Annexation	Mother Lode Land Co./Catholic Church Annexation	63.9	81-157	82-01-05 (B)
Annexation	Fuller (Jones Ranch) Annexation	48.6	80-154	82-01-13 (B)
Annexation	Cuneo/Liest Boundary Adjustment		81-159	82-01-14 (B)
Annexation	Daniels Annexation	0.9	82-166	82-11-10 (B)
Annexation	Jackson Business Park Annexation		NA	84-06-20 (B)
Annexation	Hoag Annexation	1.2	84-183	85-12-17 (B)
Annexation	Argonaut Heights/Van Horn Annexation	27.0	85-186	85-12-26 (B)
Annexation	Westview Estates Annexation		NA	86-07-25 (B)
Annexation	Pierovich Annexation	146.2	87-199	87-06-24 (B)
Annexation	Central Sierra Builders Annexation		NA	90-03-21 (B)
Annexation	Laughton Area Annexation	148.0	90-222	90-07-27 (B)
Annexation	St. Sava Annexation	96.0	92-232, 233	92-10-21 (B)
Annexation	Carlson/Brown Annexation	19.6	NA	93-10-14 (B)
Annexation	Church of Christ Annexation	5.0	92-236, 237	93-10-26 (B)
Annexation	Hampton Annexation	0.0	92-238	93-10-26 (B)
Annexation	Argonaut Drive Segment Annexation	0.1	92-239	93-10-26 (B)
Annexation	Guirlani Annexation	3.4	94-246	95-03-17 (B)
Annexation	Casaleggio Annexation	4.8	96-254	96-05-29 (B)
Annexation	Armstrong/Scottsville Annexation	4.3	03-01	03-09-22 (B)
Annexation	Smith/Riley/Sexton	17.1	NA	06-08-08 (B)
Notes: (1) "NA" indicates LAFCO records are not available. (2) "L" indicates that the official date is according to the LAFCO resolution, "C" indicates that the official date is according to the Certificate of Completion, and "B" indicates that the official date is according to the Board of Equalization filing.				

Sphere of Influence

In 2013, LAFCO updated the City's SOI to exclude Williams Act lands, include portions of parcels that were divided by city boundaries, exclude property where development is no longer anticipated, and include areas outside of the City's bounds but which are currently being served by the City.⁷⁸

Local Accountability and Governance

The City is governed by a five-member City Council. The members are elected at-large to staggered four-year terms. Council meetings are held on the second and fourth Monday of each month at 7:00 p.m.

⁷⁸ LAFCO Resolution 2013-04.

The election for City Council in 2012 was uncontested. The last contested election for a council seat occurred in 2008, when six candidates vied for three seats. For more information on each of the council members and their term expiration dates, refer to Figure 6-2.

The City apprises residents of meetings and events through the City’s website, which also includes event information, planning documents, and contact information. The City also publicizes information on city activities with local media outlets. The City reported that it has had no Brown Act violations in recent history.

Figure 6-2: City of Jackson Governing Body

Jackson City Council			
Governing Body			
	Name	Position	Term Ends
<i>Members</i>	Patrick Crew	Mayor	November 2014
	Connie Gonsalves	Vice-Mayor	November 2014
	Wayne Garibaldi	Member	November 2016
	Marilyn Lewis	Member	November 2016
	Keith Sweet	Member	November 2016
<i>Manner of Selection</i>	Elections at large		
<i>Length of Term</i>	Four years, staggered		
<i>Meetings</i>	Date: second and fourth Mondays, Location: City Hall Civic Center		
<i>Agenda Distribution</i>	Posted, online, email subscription		
<i>Minutes Distribution</i>	Online and by request		
Contact			
<i>Contact</i>	City Manager		
<i>Mailing Address</i>	33 Broadway, Jackson, CA 95642		
<i>Phone</i>	(209) 223-1646		
<i>Email/Website</i>	cinfo@ci.jackson.ca.us, http://ci.jackson.ca.us		

Regarding customer service, the City Manager generally serves as the ombudsman. The City has a form for complaint submittal. The City received one complaint form in 2013. The complaint was regarding water leak in the landscaping at the corner of Scottsville Blvd. and SR49. The leak was fixed.

The City demonstrated satisfactory accountability in its disclosure of information and cooperation with LAFCO. While the City responded to LAFCO’s written questionnaire, and provided some of the documents that were requested, it took several reminders to receive updated information for its law enforcement, roadway, drainage, parks and recreation and cemetery services.

Management

The daily operations of the City are managed by the city manager. The city manager is responsible for assisting the City Council and works closely with department heads and division heads/superintendents to coordinate and oversee all city services.

The City has 30 full-time employees—a decrease from 34 in 2008—and 18 part-time and seasonal employees. Employee goals are established and reviewed and all supervisors are involved with the development and management of their budgets. A supervisor evaluates employees annually; new employees also receive a six-month review.

The City reported that its department heads pursue efficiencies through technological advances, reassignment of personnel, or other cost saving measures.

The City's primary planning document is a general plan. The current land use element was adopted in 2008, the housing element in 2012 and the circulation element in 2008. The noise and open space and conservation elements date back to 1987, and the safety element to 1981. Currently, the City is updating the noise, conservation and open space elements and amending the circulation element. These documents are expected to be adopted by the end of 2014. The City also has a wastewater facilities plan (2001). There are no other adopted City planning documents.

The City's financial planning documents include annual budgets, audited financial statements, a capital improvement plan (included in the budget). The last audit was performed in FY 13 and was available on the City's website. The most recent CIP planning horizon extended through FY 11. No update on the CIP was provided by the City.

Risk management practices include group life insurance, disability insurance, workers compensation insurance, unemployment insurance, and liability insurance through the Northern California Cities Self Insurance Fund.

Service Demand and Growth

As reported in the 2008 MSR, land use in the City is primarily residential; fifty-one percent of the area within bounds is zoned for residential use. Most residential areas (92 percent) are low-density, single-family home areas. These areas are concentrated in the southern third of the city bounds, although there are neighborhoods of single-family residential lands scattered throughout the City. There are additional low-density and suburban land uses designated for the SOI area to the north of the city limits.⁷⁹ Duplex, medium- and high-density residential areas, which are much less prominent, are concentrated north of the SR 88 and SR 49 intersection.

As reported in the 2008 MSR, commercial and industrial land uses, concentrated along SR 88 and SR 49, constitute 27 percent of the City. Recreational use covers eight percent. Vacant land (largely of residential land use) makes up approximately 64 percent of the territory in the City.

Existing land use within the SOI area outside of the City bounds is mostly vacant. Defined uses are primarily agricultural, with some parcels of residential uses.⁸⁰

As reported in the 2008 MSR, the most significant business industry in Jackson is governmental services, including Amador County offices, school district offices, Caltrans, the Department of Motor Vehicles, and CHP. The school district is the largest employer in

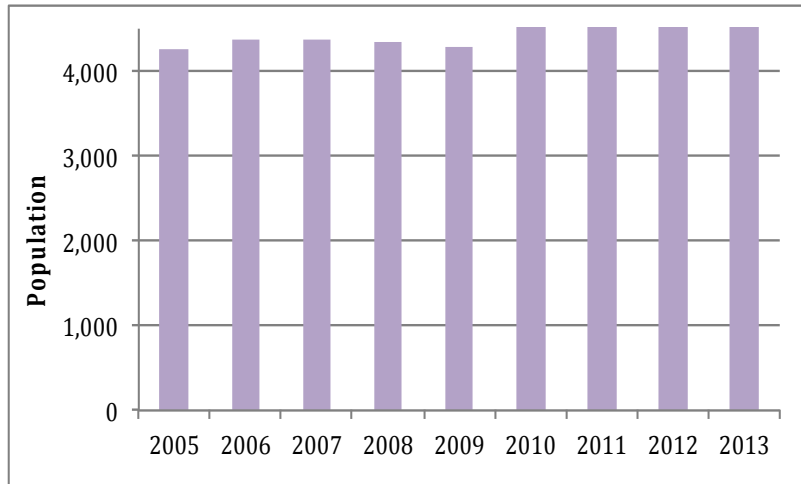
⁷⁹ Jackson's General Plan Draft Land Use Element does not provide acreage for existing land uses, although it does provide intended use information.

⁸⁰ Amador County, *Amador County General Plan*, "Existing (2007) Land Use Classifications Map", 2007.

the City, followed by the County. Other significant employers include a hospital, grocery stores, and two hotels.

The City reported in 2013 that service demand is static, particularly for water, fire and law enforcement services.⁸¹

Figure 6-3: Jackson Population, 2005-13



Population

In 2013, the City’s population was 4,613 residents⁸² (an approximately 7.5 percent increase from 2008), amounting to approximately 16 percent of the Amador County population. Jackson has the largest population of cities in the County.⁸³ Jackson’s population density is 1,281 per square mile, compared to the countywide density of 64.

The City of Jackson’s population grew approximately 16 percent from 2000 to 2013. The City’s population peaked in 2010 with 4,651 residents and has since decreased by approximately one percent through 2013. Jackson does not project a build-out population in its planning documents; it provides projections modeled by the Department of Finance.

From 2001 through 2007 permits for new residential building construction varied from fewer than ten to 68, totaling 228 permits issued in that period. There has been a significant decline in permits issued in the last five years with two residential permits issued in 2008, three in 2009, one in 2010, one in 2011 and none in 2012. The value of commercial construction in Jackson from 2008 through 2012 was \$785,419.

Development

In 2008, the City projected an additional 774 single-family units; 211 multi-family units may be constructed within existing city bounds by 2024.⁸⁴ By way of commercial development, the City expected an additional 560,500 square feet to be constructed by 2024.⁸⁵ The City did not provide an update on either of these projections in 2013.

There were five planned and proposed developments within the City of Jackson and the time of drafting the 2008 MSR. In 2013, the Jackson City Planner reported that there were currently no new development proposals within the City of Jackson and its SOI. The

⁸¹ Updated by City Planner Susan Peters, 2013.

⁸² Population projection by the California DOF based on 2010 Census Benchmark.

⁸³ Ione is the largest city if the institutionalized population at the state prison is included.

⁸⁴ City of Jackson, *General Plan Land Use Element*, 2004, p. 15.

⁸⁵ City of Jackson, *General Plan Land Use Element*, 2004.

proposed projects in 2008 have all ceased progress toward entitlement, with the exception of the Stonecreek project, for which a map was finalized in 2014. Stonecreek consists of eight lots and is located within the City's boundaries.

In 2008, the Wicklow development application, located outside of the City's SOI in the adjacent Martell area, was being processed by the County. Development plans for Wicklow called for 750 dwelling units on the 201-acre site. The developer initially approached the City, but was declined, due to lack of sewer capacity at the time. Ultimately, the County purchased the Wicklow property when it went into bankruptcy, primarily for construction of a new jail facility behind Walmart. For a list of all planned and proposed developments in Amador County by area, see Figure 32-8.

Growth Strategies

Jackson's planning area is contiguous with its SOI. The City designates land uses only within its sphere.

The City's Land Use Element contains a policy to pursue a sphere of influence expansion with the intent of eventually annexing surrounding properties to act as a buffer between the County's commercial area in Martell and the City's residents.⁸⁶ The City plans to focus expansion to areas where infrastructure already exists or is easily extended.⁸⁷

Other City growth strategies include maintenance of agricultural lands as open space conservation areas, promoting the scenic development of the Jackson Creek Corridor, and preserving the floodway, riparian, and steep hillside areas. Additionally, the City plans to preserve the historic downtown district.⁸⁸

With regard to specific growth plans, in the 2008 MSR, the City expressed interest in expanding their SOI to the north. In 2013, LAFCO reviewed and updated the sphere without adding any territory to the north that was not already served by city water/wastewater. The City reports that the most significant growth constraint is city boundaries, as well as fiscal issues related to a growing commercial base just north of City bounds.⁸⁹

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.⁹⁰

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

⁸⁶ City of Jackson, *General Plan Land Use Element*, 2004, p. 16.

⁸⁷ Ibid.

⁸⁸ City of Jackson, *General Plan Land Use Element*, 2004, pp. 15-17; City of Jackson Land Use, Circulation and Zoning Project: Draft Environmental Impact Report, Volume I, 2007.

⁸⁹ Interview with City Manager, Mike Daly, 2008.

⁹⁰ Government Code §56033.5.

household income definition.⁹¹DWR identified nine disadvantaged communities within Amador County—three of which are cities and are therefore not considered unincorporated.⁹² Three of the identified disadvantaged communities are within or adjacent to Jackson, including two cities, Jackson itself and Sutter Creek. As previously noted, cities are not considered unincorporated, therefore only one disadvantaged unincorporated community, Martell, is adjacent to the City of Jackson.

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.

Financing

The City finances its general government, police, community development, and parks operations primarily with property taxes, sales taxes and vehicle license fees. Capital needs are funded by development impact fees and grants. The City finances its street needs with gas tax and general revenue. The City finances its sewer operations with sewer rates; its sewer capital improvements are financed with sewer connection fees. Similarly, water operations are financed with water rates; water capital costs are funded by connection fees.

In 2013, the City did not report to LAFCO whether financing is adequate to deliver services. However, revenues did exceed expenses in FY 13 and the FY 13 Audit notes that the City continues to recover from the 2008 recession.⁹³

The City tracks its financial activities separately through various funds. The general fund is the City's main operating fund. The City has additional funds to track other finances including Measure M, a water fund, a sewer fund, a parking fund, a cemetery fund and a swimming pool fund.

The City's total revenues were \$8.5 million in FY 13. Revenue sources included charges for services (48 percent), grants and contributions (28 percent), sales and use taxes (nine percent), property taxes (eight percent) and transient occupancy taxes (four percent).

The City's taxable transactions revenue is the second highest of the cities in Amador County and lower than unincorporated Amador County. Taxable transactions per capita were \$13,194 in 2012 in the City.⁹⁴ By comparison, the countywide level was \$13,296, and the statewide average was \$14,743.

Taxable transactions per capita decreased from \$28,255 in 2004 to \$13,194 in 2012. This decline was paralleled in the City of Sutter Creek where taxable sales per capita

⁹¹ 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.

⁹² 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.

⁹³ FY 13 Audit, pg. 9.

⁹⁴ This indicator is calculated as the ratio of taxable sales at all outlets in 2012 to the average annual household population in the City in 2012 (i.e., the average of the January 2012 and January 2013 household population estimates from DOF).

decreased from \$13,549 in 2003 to \$7,870 in 2012. This decline has been attributed to the opening of the Martell shopping Center in the unincorporated territory between the two cities, as well as the loss of car dealerships in both cities. By contrast, taxable transactions per capita in the unincorporated areas increased from \$9,544 in 2004 to \$17,581 in 2012

The City levies assessments to fund street lighting and, in some cases, landscaping and water/sewer booster stations in new subdivisions built since the 1990s. Assessments vary from \$20 to \$335 annually, depending on whether or not the assessment covers landscaping or water and sewer booster stations. The City charges development impact fees for police, fire and general facilities; the fee is \$2,150 to \$2,600 per unit for new single-family housing, depending on density, and was last updated in 1992.⁹⁵ Utility connection fees are from \$1,700 to \$2,200 for wastewater and from \$1,760 to \$2,160 for water, in addition to Amador Water Agency water participation fees of \$8,250 for a 5/8-inch connection. Park in-lieu fees are \$8,670 per unit. Traffic fees will be raised incrementally over a two-year period; the fee will increase to \$2,406 effective July 1, 2014 and the full fee of \$3,495 will become effective July 1, 2015.

City expenditures were \$7.1 million in FY 13. Of its total expenditures, 28 percent on police services, 22 percent was on water related services, 17 percent on sewer related services, 12 percent on public facilities, eight percent on community development, eight percent on administration and five percent on culture and recreation.

The total long-term debt outstanding at the end of FY 13 was \$2.88 million. The City's long-term debt is composed primarily of a \$2.8 million bond and \$1 million loan related to the City's buyout of a private water system. There was only \$0.25 million in debt related to the City's wastewater system. The City reported that the water bond debt would be paid off by 2023.⁹⁶

The City does not have a formal policy on maintaining financial reserves. The City had \$918,894 in reserves in its general fund at the close of FY 13, an increase of 11 percent from FY 12.⁹⁷ This amount is equivalent to 13 percent of annual expenditures. The City reported that it had accumulated a significant general fund reserve between 2000 and 2007 (approximately \$2 million reported in 2008 MSR), but that sales tax losses over the last five years have reduced the reserve level.

The City participates in joint financing mechanisms. For risk management, the City participates in the Northern California Cities Self Insurance Fund, a public entity risk pool. City investments are pooled in the Local Agency Investment Fund managed by the State Treasurer. Employees participate in pension plans offered by California Public Employees Retirement System—a multiple-employer defined pension plan.

⁹⁵ City of Jackson, *Schedule of Charges*. Confirmed by Jackson City Planner, Susan Peters, April 2014.

⁹⁶ City of Jackson Memorandum, Request for Approval of FY 13, City of Jackson Budget, City Council Meeting on June 24, 2013

⁹⁷ As reported in the Discussion section of the City of Jackson Memorandum, Request for Approval of FY 13, City of Jackson Budget, City Council Meeting on June 24, 2013

WATER SERVICES

This section describes the nature, extent and location of the water services provided as well as key infrastructure and water sources. The tables provide further information and indicators of the agency's water service supplies, demand, financing, service adequacy, and facilities.

Nature and Extent

The City began providing water service in 1993 after purchasing the system from the Citizens Utilities Company of California under an order of condemnation. The system was purchased for \$5 million with certificates of participation, which are anticipated to be completely paid in 2023.⁹⁸

The City purchases treated water from AWA and distributes it to residential and commercial users. While the City has in the past provided water treatment services, in 1999, the City began purchasing treated water from AWA, and the City's treatment plant is now inactive. The City provides the necessary maintenance and operation of the water distribution system directly through its three water staff. Major improvements are completed by private contractors.

The City does not distribute recycled water within its service area, but its tertiary treated wastewater effluent is discharged to Jackson Creek and composes a portion of the JVID water supply. The City does not practice conjunctive use.

Location

The City provides water services within its city limits. There are four connections within the City's bounds that are not receiving water service from the City, and rely on private wells.

As a result of the condemnation ruling, which transferred the water facilities to the City, the City also provides water service outside of its bounds to 144 connections in Martell. The City estimated that it provides water service to approximately 30 percent of the Martell community to the north and west of the City limits, including commercial water users Wal-Mart and Kmart.

At the time the water facilities were transferred to the City, the transferred service area was defined as an expansive area extending beyond the City's boundaries in the east, west, north and south, including Martell, areas to the east along SR 88 to approximately Eagle Way, north beyond New York Ranch Road, and south along SR 49 to beyond Middle Bar Road.⁹⁹ The City reported that while the service area extends to the east and south, water mains have not been extended beyond the city limits in those directions and the City is not providing water service to those areas. Although the City and AWA have an agreement, either agency may provide retail water service within the area that is both outside City bounds and within the former Citizens Utilities water service area.

⁹⁸ City of Jackson, *1998 Water System Acquisition Project COP*, 1998, p. 10.

⁹⁹ City of Jackson, *1992 Water System Acquisition Project COP*, 1992, p. 13.

Infrastructure

Key infrastructure includes the City's two water storage tanks, four booster pump stations, an inactive treatment plant, and approximately 30 miles of distribution pipelines.

The City purchases treated surface water from the North Fork of the Mokelumne River from AWA. The water is treated at AWA's Tanner Treatment Plant, passes through 3,050 feet of transmission main and is stored in the City's Martell Reservoir prior to delivery to the City's distribution system.

The quality of water is generally very good. The City has not exceeded any maximum contaminant limits and has not had any health violations from the EPA since at least 1995.

The City is not aware of any constraints on the amount that AWA will supply to the City at its current number of connections. The City's supply is limited by the flow into the Martell reservoir, which is 1.3 mgd. The maximum capacity of the transmission main serving the City is approximately 3.0 mgd.¹⁰⁰ At present, the City is using on average 0.88 mgd. The City must apply to AWA for a commitment to serve additional connections. At build-out of the City's boundaries and existing SOI, the City projects that 2.2 mgd will be necessary.¹⁰¹

The City owns a treatment plant that has been inactive since 1999. The building is not in use, and there are no plans to renovate or sell the facility.

The City maintains two storage facilities—the Martell Reservoir to the north with a capacity of 1.3 mg and the Scottsville storage tank to the south with a capacity of 0.25 mg. The Martell Reservoir was rehabilitated in 2011. The Scottsville tank provides extra storage for fire flow and water for peak demand and helps to maintain adequate pressure in the system. The tank was re-coated in 2006. The City reported a need for additional storage capacity for emergency water failures. In 2008, the City reported that it intended to replace the 1.3-mg Martell reservoir with a larger above ground welded steel tank of approximately 2.5 mg in the next 10 years. Based on informal cost estimates, the City reported that such a tank would cost about \$1.2 million.¹⁰² As of 2013, the City reported that this idea had been “shelved.”

In the event of emergencies, the City would rely on the City's short-term storage tank and reservoir. These storage facilities would provide just over one day of water, based on average daily usage. There are no other interties with other water systems for back-up purposes. Emergency response planning includes a disaster response plan, emergency notification plan, a water conservation plan, and a disinfection plan.

The distribution network consists primarily of PVC piping (46 percent) and steel lines (34 percent). There are also sections of asbestos cement, and less than one percent is composed of ductile iron. The City has an ongoing project to replace the old steel lines with PVC. The City's capital improvement plan designates \$0.4 million for water line

¹⁰⁰ Department of Public Health, *2006 Annual Inspection Report*, p. 3.

¹⁰¹ City of Jackson, *Jackson Land Use, Circulation and Zoning Project DEIR*, p. 4.12-35.

¹⁰² Interview with Max Godde, City of Jackson, Water Superintendent, June 4, 2008.

replacements scheduled between 2007 and 2009. These projects have reportedly been completed; however, other water line projects are ongoing.

Overall, in 2010, the Department of Public Health (DPH) found the City's distribution system to be reasonably well operated and maintained. The 2006 inspection report recommended that the City establish a formal valve exercising program and complete a cross connection survey.¹⁰³ In 2010, DPH reported that the valve exercising program and the cross connection survey had been completed.

¹⁰³ Department of Public Health, *2006 Annual Inspection Report*, p. 26.

Figure 6-4: City of Jackson Water Profile

Water Service Configuration & Infrastructure				
Water Service	Provider(s)	Water Service	Provider(s)	
Retail Water	Direct	Groundwater Recharge	None	
Wholesale Water	AWA	Groundwater Extraction	None	
Water Treatment	AWA	Recycled Water	None	
Service Area Description				
Retail Water	The service area encompasses the city limits in addition to adjacent territory outside its bounds to the north and west in approximately 30 percent of the community of Martell, excluding any areas to the north of the railroad tracks. While the service area was defined in 1993 to include areas to the south (beyond Middle Bar Road) and east (to approximately Eagle Way) of the City limits, the City is not providing service to those areas.			
Wholesale Water	NA			
Recycled Water	NA			
Service Area	NP	sq. miles	Population (2010)	4,651
System Overview				
Average Daily Demand	.88 mgd		Peak Day Demand	2.3 mg
Supply	The City's supply is limited by the flow into the Martell reservoir, which is 1.3 mgd.			
Major Facilities				
Facility Name	Type	Capacity	Condition	Yr Built
Scottsville Storage Tank	Storage	.25 mg	Good	1990
Martell Reservoir	Storage	1.3 mg	Very good	1972
				(restored in 2011)
Other Infrastructure				
Reservoirs	1	Storage Capacity (mg)	2	
Pump Stations	4	Pressure Zones	7	
Production Wells	0	Pipe Miles	30	
Infrastructure Needs and Deficiencies				
In the long-term the City anticipates needing additional storage for emergency situations.				
Facility-Sharing and Regional Collaboration				
Current Practices: The City currently receives treated water from the AWA Tanner Treatment Plant like other providers, including Drytown County Water District.				
Opportunities: None identified.				
Notes:				
(1) NA means Not Applicable, NP means Not Provided, mg means millions of gallons, af means acre-feet.				

continued

Water Demand and Supply							
Service Connections	Total		Inside Bounds		Outside Bounds		
Total	2,154		2,010		144		
Irrigation/Landscape	0		0		0		
Domestic	1,757		1,680		77		
Commercial/Industrial/Institutiona	397		330		67		
Recycled	0		0		0		
Other	0		0		0		
Average Annual Demand Information (Acre-Feet per Year)							
	2000	2005	2010	2015	2020	2025	2030
Total	981	1,124	1,228	1,343	1,468	1,605	1,755
Residential	541	620	NP	NP	NP	NP	NP
Commercial/Industrial	307	352	NP	NP	NP	NP	NP
Irrigation/Landscape	40	46	NP	NP	NP	NP	NP
Other	92	106	NP	NP	NP	NP	NP
Water Sources							
Source	Type		Supply (Acre-Feet/Year)				
			Average	Maximum		Safe/Firm ¹	
Purchased Water from AWA	Surface		1,107	3,318		15,000	
Supply Information (Acre-feet per Year)							
	2000	2005	2010	2015	2020	2025	2030
Total	1,099	1,314	1,065	NP	NP	NP	NP
Imported/Purchased	1,099	1,314	1,065	NP	NP	NP	NP
Groundwater	0	0	0	0	0	0	0
Surface	0	0	0	0	0	0	0
Recycled	0	0	0	0	0	0	0
Drought Supply and Plans							
Drought Supply (af) ²	Year 1: NP		Year 2: NP		Year 3: NP		
Significant Droughts	1976, 1977, 1988-94, 2007-09, 2014						
Storage Practices	Storage is for short-term emergencies only.						
Drought Plan	<p>The City has an emergency water conservation plan, which outlines five steps to conserving water when the system cannot provide adequate water.</p> <ol style="list-style-type: none"> 1) Voluntary water conservation after informing the public of conservation needs 2) Restriction of irrigation and non-essential uses 3) Complete ban on irrigation and non-essential uses 4) Reduction of consumption by commercial and industrial users by at least 50 percent 5) Use of water only for human consumption and sanitation 						
Water Conservation Practices							
CUWCC Signatory	No						
Metering	Yes						
Conservation Pricing	Yes						
Other Practices	None						
Notes:							
(1) Annual demand for 1995 was estimated as 88 percent of the amount of water produced (due to 12 percent loss rate). Demand estimates by category were computed based on the average share of usage for that category, according to the Official Statement for the most recently (1998) issued water bond.							
(2) AWA has rights to 15,000 af for the Amador Water System, which includes Jackson, Amador, Ione, Sutter Creek and the Drytown County Water District.							

continued

Water Rates and Financing			
Domestic Water Rates-Ongoing Charges FY 12¹			
Rate Description		Avg. Monthly Charges	Consumption²
Residential	Flat Monthly Rate: \$15.98 Usage Rate: \$1.97 per ccf for the first 600 cf \$2.96 per ccf, over 600 cf	\$ 35.57	250 gal/day
Special Rates			
The City charges higher rates for connections outside of the City limits.			
Rate-Setting Procedures			
Policy Description	The City released the new water rate schedule July 1, 2009. The City sets rates to cover operating expenses, general administrative expenses and capital projects.		
Most Recent Rate Change	July 1, 2009	Frequency of Rate Changes	Every 4 years
Water Development Fees and Requirements			
Connection Fee Approach	Fee is set to recoup costs of extending service to the connection and any necessary system capacity expansions.		
Connection Fee Timing	Prior to main extension or connection, whichever occurs first.		
Connection Fee Amount	\$8,250/Single Family Unit to AWA		
Land Dedication Requirements	Developers are required to build necessary infrastructure and transfer it to the City.		
Development Impact Fee	None		
Water Enterprise Revenues, FY 12			Expenditures, FY 12
Source	Amount	%	Amount
Total	\$1,717,260	100%	Total
Monthly charges	\$1,028,974	60%	Administration
Service charges	\$667,341	39%	O & M
Utilities	\$5,914	0%	Capital Projects
Interest	\$4,304	0%	Debt
Connection Fees	\$0	0%	Purchased Water
Other	\$10,727	1%	Other
Notes:			
(1) Rates include water-related service charges and usage charges.			
(2) Water use assumptions were used to calculate average monthly bills. Assumed use levels are consistent countywide for comparison purposes.			

continued

Water Service Adequacy, Efficiency & Planning Indicators			
Water Planning	Description		Planning Horizon
Water Master Plan	None		
UWMP	None, not required		
Capital Improvement Plan	2011		Through 2018
General Plan	1981-2004		Not specified
Water Quality Notification Plan	2004		None
Disaster Response Plan	2004		None
Water Conservation Plan	2000		None
Emergency Disinfection Plan	2003		None
Service Challenges			
The City reported a challenge in extending new infrastructure and expanding existing conveyance facilities needed for anticipated developments. In addition, the City has had a challenge updating rates due to Proposition 218 requirements.			
Service Adequacy Indicators			
Connections/FTE	718	O&M Cost Ratio ¹	\$291,791
MGD Delivered/FTE	0.4	Distribution Loss Rate	12%
Distribution Breaks & Leaks ²	NP	Distribution Break Rate ³	NP
Response Time Policy	25 minutes	Response Time Actual	10 minutes
Water Pressure	45+	Total Employees (FTEs)	3
Water Operator Certification			
The City's water superintendent has a D4 certification for distribution systems. The City is required to have a D2 certified chief operator; the City is exceeding this requirement.			
Drinking Water Quality Regulatory Information ⁴			
	#	Description	
Health Violations	2	July 2013: exceeded safety standard for coliform; 2009: exceeded safety standard for lead and copper	
Monitoring Violations	1	Failed routine LTR tap sampling	
DW Compliance Rate ⁵	100%		
Notes:			
(1) Operations and maintenance costs (exc. purchased water, debt, depreciation) per volume (mgd) delivered.			
(2) Number of breaks and leaks reported for 2012.			
(3) Distribution break rate is the number of leaks and pipeline breaks per 100 miles of distribution piping.			
(4) Violations since 2008, as reported by the U.S. EPA Safe Drinking Water Information System.			
(5) Drinking water compliance is percent of time in compliance with National Primary Drinking Water Regulations in 2012.			

WASTEWATER SERVICES

Nature and Extent

The City provides wastewater collection, treatment and disposal services to 2056 connections. The City owns and operates a wastewater treatment plant, and inspects, cleans and repairs sewer collection infrastructure in its service area, such as pipes, manholes and lift stations. The City also conducts related billing, collection and accounting activities. Since the 2008 MSR, the City has purchased CCTV equipment and no longer contracts for that service.

Location

The City provides wastewater services within the city bounds. The wastewater treatment plant is located in the southwestern part of the City adjacent to Jackson Creek. As of 2014, there were reportedly no permitted private septic systems within the City. The City serves 20 wastewater connections outside City bounds.

Infrastructure

Key infrastructure includes the wastewater treatment plant (WWTP), 21 miles of sewer pipes, and two lift stations.

The WWTP is located in the southwestern part of the City on Jackson Creek. The plant has a facility design flow capacity of 0.71 mgd (ADWF) at tertiary treatment standards, and can accommodate peak flows of 2.0 mgd. By comparison, existing flow (ADWF) was 0.47 mgd in 2013, and build-out flow is projected to be 2.42 mgd in the existing City bounds.

Most of the operating facilities date to 1985 when secondary treatment facilities were demolished and replaced due to age and inadequate capacity.¹⁰⁴ The treatment system consists of a mechanical screen, two oxidation ditches, two secondary clarifiers, chlorine injection, tertiary (sand) filters, chlorine contact basins, and dechlorination.¹⁰⁵ Solids are directed to an aerated holding tank for digestion and then a belt filter press; sludge is hauled off-site to a landfill for disposal. Treated effluent is discharged to Jackson Creek, which is tributary to Lake Amador.

State regulatory agencies have conflicting priorities and objectives relating to the City's discharge to Jackson Creek. DPH has expressed concerns about discharge to Jackson Creek, as the creek and Lake Amador are used for domestic drinking water purposes, creek flows are relatively low during summer months and these waters are more than five percent WWTP effluent about 30 percent of the time. The Department of Fish and Game is concerned about the City reducing the amount of discharge to Jackson Creek as recreational users and aquatic life are dependent on the water level, and other water sources (e.g., the formerly unlined Amador Canal) have been reduced in recent years. RWQCB required the City to complete a study by 2009 that identifies the minimum

¹⁰⁴ MWH, *City of Jackson Wastewater Treatment Plant Facilities Plan*, 2001, p. 4-1.

¹⁰⁵ Central Valley Regional Water Quality Control Board, *Waste Discharge Requirements for the City of Jackson Wastewater Treatment Plan*, Order No. R5-2007-0133, October 25, 2007.

discharge to Jackson Creek needed to meet existing downstream water rights and that evaluates the water characteristics needed downstream for agricultural and aquatic purposes.

The Waste Discharge Requirements, adopted by the Regional Water Board in 2007 (Order No. R5-2007-0133), prohibited the City from discharging effluent to Jackson Creek in amounts that caused Lake Amador to contain more than five percent effluent on a volume basis by October 25, 2012.

Jackson's new Order R5-2013-0146 (adopted December 2013) allows for effluent to remain in Jackson Creek. The new order modified the requirement for calculating the five percent effluent limit in Lake Amador to consider a harmonic annual mean, as opposed to the monthly average in the 2007 order; thus, eliminating the necessity for the City to remove effluent from the creek to comply with this requirement and therefore changes the recommended alternative as presented in the EIR.

Infrastructure needs were identified in the City's 2001 wastewater treatment plant facilities plan, but had not been implemented primarily due to uncertainty over the ongoing commitment of regulatory agencies to permit the City to discharge to Jackson Creek. The City implemented certain improvements to its WWTP in 2007 to address effluent violations for ammonia, nitrate and other pollutants in response to enforcement action taken by RWQCB.¹⁰⁶ In 2014, it was reported that the City continues to take action to mitigate regulatory concerns associated with nitrate and ammonia, copper and zinc, dichlorobromomethane (DCBM), dichlorodibromomethane and cyanide and coliform and turbidity.

The wastewater collection system consists of approximately 21 miles of gravity sewer lines and one mile of pressure sewer. The collection system consists of three areas, with the westernmost portion of the City reliant on lift stations in the vicinity of Argonaut High School, and the remainder of the system gravity-fed. Flows from the northwest portion of the City are conveyed through an eight-inch line. A 16-inch trunk carries flows from the remainder of the City to the WWTP.¹⁰⁷ The City described the majority of the system as in good to excellent condition; however, about 35 percent of the sewers are over 30 years old and were described as in fair to poor condition. On the whole, the system is subject to infiltration and inflow, with a peaking factor as high as 4. The City has prioritized replacement needs based on smoke testing conducted in 2002, and has reduced both dry and wet weather flows somewhat as a result. The City planned to inspect by CCTV 34 percent of the system in 2008 and 2009, and implement a sanitary sewer management plan to prevent overflows. No update was provided in 2014 on the status of replacements and updates to the system.

¹⁰⁶ Central Valley RWQCB, *Administrative Civil Liability Complaint No. R5-2008-0523*, 2008.

¹⁰⁷ ECO:LOGIC Engineering, *Amador County Regional Wastewater Management Plan*, Oct. 2005, p. 4-1.

Figure 6-5: City of Jackson Wastewater Profile

Wastewater Service Configuration and Demand				
Service Configuration				
Service Type	Service Provider(s)			
Wastewater Collection	Jackson City			
Wastewater Treatment	Jackson City			
Wastewater Disposal	Jackson City			
Recycled Water	None			
Service Area				
Collection:	Jackson City			
Treatment:	Jackson City			
Recycled Water	None			
Sewer Connection Regulatory/Policies				
Owners of occupied properties within the city limits must connect to the public sewer system at their own expense (Municipal Code §13.20.050).				
Onsite Septic Systems in Service Area				
There were 73 homes on septic systems, according to the 1990 Census, which was the most recent census to inquire about residential sewage disposal.				
Service Demand 2012				
	Connections			Flow (mgd)
Type	Total	Inside Bounds	Outside Bounds	Average
Total	2,056	2,036	20	0.47
Residential	1,704	1,684	20	NP
Commercial	352	352	0	NP
Industrial	0	0	0	NP
Projected Demand (in millions of gallons per day)				
	2005	2015	2025	Build-Out
Avg. dry weather flow	0.55	0.425	NP	2.42
Peak wet weather flow	1.98	NP	NP	NP
Note:				
(1) NA: Not Applicable; NP: Not Provided.				

continued

Wastewater Infrastructure			
Wastewater Treatment & Disposal Infrastructure			
System Overview			
Treatment level: Tertiary			
Disposal method: Treated effluent is discharged to Jackson Creek, which is tributary to Lake Amador.			
Facility Name	Capacity	Condition	Yr Built
Jackson City WWTP	.71 mgd	Good	1985
Treatment Plant Daily Flow (mgd)	Average Dry	Peak Wet	
Jackson City WWTP	0.47	1.98	
Infrastructure Needs and Deficiencies			
Existing needs include replacement of a bar screen, addition of selector basins and creation of a backwash supply sump. Growth would require the City to expand its treatment facility to accommodate increased flows; however based on projected population growth, the ADWF should not exceed the design flow capacity before 2035. With an expansion capacity of up to 1.0 mgd, the WWTP site would not accommodate projected build-out wastewater flows of 2.4 mgd in the existing City bounds, and an additional WWTP facility would be needed.			
Wastewater Collection & Distribution Infrastructure			
Collection & Distribution Infrastructure			
Sewer Pipe Miles	22	Sewage Lift Stations	3
Other:			
Infrastructure Needs and Deficiencies			
About one-third of the sewer collection system dates back as far as 1936, and is in fair to poor condition. An ongoing capital replacement program addresses older portions of the collection system needing replacement.			
Infiltration and Inflow			
The City conducted smoke testing to evaluate areas of potential I/I, and has used the results to plan future sewer line replacements. The peaking factor indicates there are remaining I/I challenges.			
Wastewater Regional Collaboration and Facility Sharing			
Regional Collaboration			
The City participated in and helped fund a regional wastewater study. The City is conducting a study of downstream water rights and water quality needs (i.e., in the JVID service area and along Jackson Creek) in consultation with various regulatory agencies (DFG, DPH, SWRCB and RWQCB).			
Facility Sharing Opportunities			
AWA has proposed a regional WWTP solution for the Jackson, Sutter Creek and Martell areas. Regional WWTP opportunities may be of interest to the City in the future when growing flows overwhelm the City's treatment capacity. Topography presents a potential barrier to facility sharing due to associated pumping costs.			

continued

Wastewater Service Adequacy, Efficiency & Planning		
Regulatory Compliance Record, 2008-14		
Formal Enforcement Actions	4	Informal Enforcement Actions 17
Enforcement Action Type	Date	Description of Violations
Notice of Violation	11/19/2013	Category 2 Pollutant (26), Surface Water (7)
Admin Civil Liability	9/10/2013	Category 2 Pollutant (4)
Notice of Violation	6/24/2013	Category 2 Pollutant (26)
Notice of Violation	1/15/2012	Category 2 Pollutant (32), Surface Water (1)
Notice of Violation	1/20/2012	Category 2 Pollutant (5)
Admin Civil Liability	9/7/2012	Effluent Violation (15), Category 1 Pollutant (29), Category 2 Pollutant (92), Enforcement Action (2)
Notice of Violation	6/27/2012	Category 1 Pollutant (1), Category 2 Pollutant (12), Enforcement Action (2)
Notice of Violation	5/15/2012	Category 1 Pollutant (3), Category 2 Pollutant (26)
Notice of Violation	12/16/2011	Category 2 Pollutant (6), Surface Water (1)
Notice of Violation	12/19/2011	Category 2 Pollutant (4)
Time Schedule Order	11/3/2011	Category 1 Pollutant (3), Category 2 Pollutant (123), Enforcement Action (2)
Notice of Violation	10/12/2011	Category 2 Pollutant (5)
Notice of Violation	9/21/2011	Category 2 Pollutant (6)
Notice of Violation	8/8/2011	Effluent Violation (2), Category 2 Pollutant (4)
Notice of Violation	7/26/2011	Deficient Reporting (2), Order Conditions (2)
Notice of Violation	7/18/2011	Category 2 Pollutant (7)
Notice of Violation	6/17/2011	Category 2 Pollutant (5)
Notice of Violation	3/28/2011	Effluent Violation (11), Category 1 Pollutant (32), Category 2 Pollutant (36),
Notice of Violation	1/13/2011	Category 2 Pollutant (14), Surface Water (10), Deficient Monitoring (4)
Notice of Violation	10/1/2010	Effluent Violation (11), Category 1 Pollutant (27), Category 2 Pollutant (8)
Admin Civil Liability	7/1/2010	Effluent Violation (11), Category 1 Pollutant (37), Category 2 Pollutant (2)

continued

Service Adequacy Indicators			
Sewer Overflows 2012 ¹	4	Sewer Overflows 2011 ²	4
Treatment Effectiveness Rate ³	100%	Sewer Overflow Rate ⁴	19
Total Employees (FTEs)	NP	Response Time Policy ⁵	as quick as possible
Employees Certified?	Yes	Response Time Actual	up to 1 hour
Source Control and Pollution Prevention Practices			
The City indicated there are no unusual chemical constituents, such as heavy metals, and no known significant industrial users in the service area.			
Collection System Inspection Practices			
The City conducted a smoke testing program around 2002. Two percent of the system was inspected with CCTV in 2007. The City plans to have 34 percent of the system inspected by CCTV in 2008 and 2009. No update was provided in 2013 on the 2008 and 2009 inspections.			
Service Challenges			
Evolving regulatory requirements present potential challenges, particularly concerns over whether and how much of the treated effluent should be discharged to Jackson Creek. At the end of 2013, the amount of effluent discharged into Jackson Creek was finalized. The new regulatory program addressing sanitary sewer overflows has required the City to conduct collection line repairs and identify illegal connections to the wastewater system.			
Wastewater Planning			
Plan	Description	Planning Horizon	
Wastewater Master Plan	Treatment Plant Facilities Plan	2001-2021	
Wastewater Collection Plan	None	NA	
Capital Improvement Plan	5-year capital plan	NP	
General Plan	No resource or service element	NA	
Sanitary Sewer Management Plan	Timeline, goals & organization	NA	
Emergency Plan	Emergency contacts	NA	
Other:	Wastewater Facilities Planning Report (2001)		
Notes:			
(1) Total number of overflows experienced (excluding those caused by customers) in 2012 as reported by the agency.			
(2) Total number of overflows experienced (excluding those caused by customers) in 201 as reported by the agency.			
(3) Total number of non-compliance days in 2013 per 365 days.			
(4) Sewer overflows (excluding those caused by customers) per 100 miles of collection piping.			
(5) Agency policy, guidelines or goals for response time between service call and clearing the blockage.			

continued

Wastewater Rates and Financing				
Wastewater Rates-Ongoing Charges FY 12¹				
	Rate Description		Avg. Monthly Charges	Demand ²
Residential	Flat Charges		\$29.35	250 gpd
Rate Zones				
Wastewater rates are the same throughout the City.				
Rate-Setting Procedures				
Policy Description: Service charges are based on a flat monthly rate of \$29.35 per unit. Rates are updated on an as-needed basis.				
Last Rate Change	2009	Frequency of Rate Changes	Every 3-5 years	
Wastewater Development Fees and Requirements				
Connection Fee Approach	The connection fee is a flat rate based on land use type.			
Connection Fee Timing	Upon building permit issuance.			
Connection Fee Amount ³	Residential: \$1,700-2,200 depending on density			
Land Dedication Req.	None			
Development Impact Fee	None			
Wastewater Enterprise Revenues, FY 12			Expenditures, FY 12	
Source	Amount	%		Amount
Total	\$1,221,100	100%	Total	\$1,720,547
Rates & Charges	\$1,212,059	99%	Administration	\$378,484
Property Tax	\$582	0%	O & M	\$1,162,111
Grants	\$0	0%	Capital Depreciation	NP
Interest	\$1,009	0%	Debt	\$10,125
Connection Fees	\$0	0%	Capital Outlay	\$249,827
Other	\$7,355	1%	Other	\$80,000
Notes:				
(1) Rates include wastewater-related service charges and strength and flow charges. Average monthly charges calculated based on average consumption. Rates are rounded for presentation.				
(2) Wastewater use assumptions by customer type were used to calculate average monthly charges. Assumed use levels are 250 gallons per home per day, and are consistent countywide for comparison purposes.				
(3) Connection fee amount is calculated for a single-family home. Those outside the City would pay a 50 percent premium if connected under an annexation or service agreement.				

FIRE AND EMS SERVICES

Nature and Extent

The City of Jackson Fire Department (JFD) provides fire and emergency medical response. The Department also provides training for volunteers in the area of fire suppression, rescues and other related skilled procedures.

Fire inspection services for commercial, industrial, and residential buildings within city limits are provided by AFD through contract.

Most service calls are received between 9 a.m. and 5 p.m.

Personnel

The City had 26 total firefighters in 2013—five full time and 21 volunteers. The staff's median age is 33 years, and ranges from 18 to 60. Sixteen firefighters (61 percent) are certified by the State at the Firefighter 1 level or higher and 19 (73 percent) are certified at the EMT-1 level or higher.¹⁰⁸ The Department has five EMS first responders.

Call firefighters receive \$12.50 per call and \$15 for training per session.

The two call firefighters in charge of recruiting rely on the media and banners as recruitment methods. The City struggles to retain its target of 20 to 25 volunteers at any given time. The turnover rate in 2011 was 15 percent and in 2012 was 10 percent. In spite of turnover, the City managed to recruit additional volunteers such that there was a net loss of only two call firefighters in 2011 and 2012.

Regional Collaboration

The City collaborates with other fire providers in the County through the Amador Fire Protection Authority. The most common providers of mutual aid to the City are CAL FIRE, AFD, and SCFPD.

Jackson has an automatic aid agreement with AFD to serve 42 square miles located outside city bounds and within AFD bounds. This area includes portions of the Martell community. The primary response area includes some residential uses on the northern outskirts of the City, a commercial strip mall, and large retail stores on the western SR 88 corridor, and rural-residential uses and vehicle accident responses on SR 49 and SR 88.

CAL FIRE responds to some calls in the County, including those within the City's boundary and primary response area.

Jackson participates in regional training events with CAL FIRE (biannually), Amador FPD (quarterly), and Sutter Creek FPD (bimonthly). The City hosts between one and two countywide training events a year; otherwise, the City does not often host regional training exercises due to the small amount of space it can offer.

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

¹⁰⁸ Updated by City of Jackson Fire Chief, 2013.

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 when needed during fire season, as well as the appropriate local jurisdiction responder. Jackson Fire Department is dispatched to all calls within its primary response area.

All fire providers in Amador County, including the City, communicate through the same radio systems. Due to shared radio frequencies, the City 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.

Location

The Department serves within its primary response area. This service area encompasses not only its legal bounds (with an area of 3.5 square miles) but also another 45 square miles outside City bounds. The primary response area's southern boundary is the Amador-Calaveras County line; it extends east of the City to the Clinton area, west to near Jackson Valley Road, and northward through a portion of Martell. The northern boundary extends above SR 88 but does not include all of the "Martell Triangle", the area formed between SRs 88, 104 and 49. Most automatic aid calls are vehicle accidents and medical emergencies in Martell and along SR 88.

Infrastructure

The City has two stations: Station 131 is located at 175 Main Street and was built in the 1940s; Station 132 is located at 10600 Argonaut Drive and was built in 1992. Station 131 needs to be replaced because engines do not fit inside the bays.¹⁰⁹ Informal discussion of a new station being built within a proposed residential development (Jackson Hills Subdivision) took place before the conditional project approvals were repealed in 2008.¹¹⁰

In addition to a replacement station, the Department requires new engines. Several engines were purchased in recent years: one in FY 07, another in FY 08,¹¹¹ one in FY 09, along with a water tender.¹¹²

The Department uses a water storage pond for water reserves. All areas within city limits are equipped with fire hydrants, as are residential areas just north of the City and

¹⁰⁹ Interview with Chief Morton, City of Jackson, January 17, 2008.

¹¹⁰ Correspondence with Mike Daly, City Manager, City of Jackson, March 25, 2008.

¹¹¹ City of Jackson, *Budget FY 06-08*.

¹¹² Updated by Chief Morton, City of Jackson, 2013.

commercial areas west of the City.¹¹³ Water pressure is deemed adequate by the Fire Chief in most places; although, pressure is dependent on topography.¹¹⁴

Service Adequacy

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 Jackson Volunteer Fire Department has an ISO rating of five.

Emergency response time standards vary by level of urbanization of an area—the more urban an area, the faster the required response. The response time guideline established by the California EMS Agency is five minutes in urban areas and 15 minutes in suburban or rural areas 90 percent of the time, and as quickly as possible in wilderness areas. The City of Jackson is urban, whereas unincorporated areas within the Department’s primary response zone are classified as wilderness. The Department’s 90th percentile response time is 9.75 minutes, meeting the rural guideline but exceeding the urban guideline. Its average response time is 5.08 minutes. The fire response time within the urban area is likely faster due to proximity to the fire station, but was not provided.

The Department reports that the reliability of a volunteer system has become increasingly difficult, largely due to the demands of increasing calls for service, mandated training, and additional responsibilities, such as handling hazardous materials.¹¹⁵ For many volunteers, their experience with the City’s Fire Department is a springboard to gain paid employment with other departments.¹¹⁶

In the 2008 MSR, it was reported that there was strong interest in hiring full-time, paid staff for the Fire Department. With the passing of Measure M, the City was able to hire full-time firefighters, including one chief, a captain and three engineers.

¹¹³ Correspondence with Mike Daly, City Manager, City of Jackson, March 25, 2008.

¹¹⁴ Interview with Chief Morton, City of Jackson, January 17, 2008.

¹¹⁵ City of Jackson, *Budget FY 06-08*.

¹¹⁶ City of Jackson, *Home Depot Draft Environmental Impact Review, Volume 1, 2007*.

Figure 6-6: City of Jackson Fire Profile

Fire Service				
Service Configuration			Service Demand	
Fire Suppression	Direct		Statistical Base Year	2012
EMS	Direct		Total Service Calls	1,396
Ambulance Transport	American Legion		% EMS	70%
Hazardous Materials	Calaveras and San Joaquin Counties		% Fire/Hazardous Materials	7%
Air Rescue & Ambulance Helicopter	CHP, Private		% Vehicle Accidents	9%
Fire Suppression Helicopter	CAL FIRE		% Other	14%
Public Safety Answering Point	Sheriff		% Mutual Aid Calls	23%
Fire/EMS Dispatch	CAL FIRE		Calls per 1,000 people	303
Service Adequacy			Resources	
ISO Rating			Fire Stations in City	2
Average Response Time (min)		5.08	Fire Stations Serving City	2
90th Percentile Response Time (min)		9.75	Sq. Miles per Station ¹	24.1
Response Time Base Year		2012	Total Staff ²	26
Training			Total Full-time Firefighters	5
The Department has weekly sessions lasting two to three hours. There is a 67-hour initial training class.			Total Volunteer Firefighters	21
			Total Sworn Staff per Station ³	13
			Total Sworn Staff per 1,000	5.6
			Service Challenges	
Service challenges include recruiting call firefighters as well as accessibility to some areas due to narrow streets and bridges.			Fire Flow Water Reserves ⁴	1.55 mg
			Facilities	
Station	Location	Condition	Staff per Shift	Apparatus
Station 131	175 Main Street, Jackson, CA 95642	Poor	Unstaffed	Engine, Type 5 Rescue Unit & 1 Type I Water Tender
Station 132	10600 Argonaut Ln., Jackson, CA 95642	Good	2 personnel on duty 24/7	Type I engine, Type 3 Engine, Type 6 Engine
Infrastructure Needs and Deficiencies				
Facility needs include a meeting/training room. As well, eventually Station 131 will need to be replaced.				
Facility Sharing				
Current Practices: The Jackson Police use Station 132 for meetings. The City collaborates with CAL FIRE, AFD and SCFPD in regional training.				
Future Opportunities: Consolidation with other county fire providers.				
Mutual & Automatic Aid Agreements				
Mutual aid agreements between AFD, CAL FIRE, City of Ione, City of Jackson, JVFPD, LFPD and SCFPD. JVFD has an automatic aid agreement with AFD.				
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.				

LAW ENFORCEMENT SERVICES

The City did not provide a timely update on its law enforcement services, therefore this section is updated to the extent possible from prepared documents.

Nature and Extent

The Jackson Police Department (JPD) provides law enforcement services, including traffic enforcement, patrol and investigation. JPD relies on Amador County Sheriff for specialized team services (Figure 32-8).

The Department has eight sworn officers (one chief, one captain, one sergeant, and five officers), which is a decrease from 12 sworn officers in 2008. The Department also relies on a dispatcher/clerk and seven reserve officers. This is the lowest staffing level since before 2000.¹¹⁷ The City is continuing to pursue other grants for police officer positions.¹¹⁸ The Chief reports that reserve officers serve 16 hours per month; if they meet this level they may work paid events or fill in for officer during shortages. In 2008, JPD also relied on 12 volunteers, including seven cadets (16 to 21 year-old trainees), three chaplains and two adult volunteers who assist with the cadet program. No update was provided as to the number of volunteers assisting the Department in 2013.

On a multi-agency response, the agency with primary jurisdiction is the coordinating lead agency. JPD reports it most often receives assistance from Sutter Creek PD, CHP and the Sheriff's Office.

Dispatch

Amador County Sheriff's Office is the Public Safety Answering Point (PSAP) for all of Amador County, and also provides dispatch services for all police departments and ambulance services within the County, except for the period Monday to Friday 9:00 am to 5:00 pm, during which Jackson provides its own dispatching. During these hours, 911 calls may be transferred through the Jackson department, but usually the Sheriff's dispatch continues to dispatch emergency call responses.

Emergency Medical Dispatchers (EMDs) at the Sheriff's Office answer all 911 calls. For calls necessitating a police response, ACSO provides dispatch services for the three local police agencies in the County as well as its own officers, unless during the period discussed previously.

Demand

In 2008, the Department reported that service demand has increased in recent years, especially since Dalton Avenue opened as the new access road to the Jackson Rancheria Casino. Signage on the highways and near the Casino directs traffic to travel through Jackson. Narcotics offenses, DUIs and traffic incidents had increased since this time. The Department reported that it has the capacity to serve planned growth with existing infrastructure, but that one to two new officers would be needed. More recently, over the

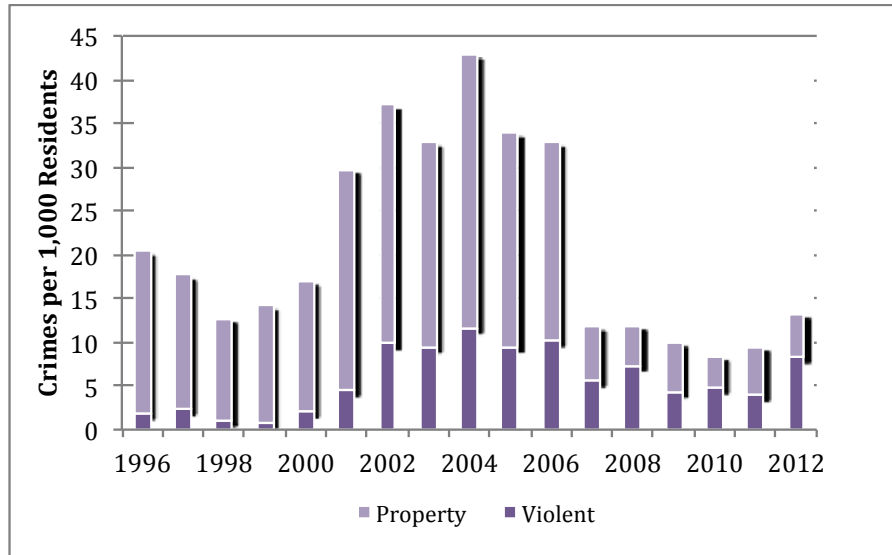
¹¹⁷ City of Jackson, Budget FY 13-14, p. 3.

¹¹⁸ Ibid, p. 4.

last five years, the City’s crime rate has significantly decreased, reaching a fifteen year low in 2010. In 2011 and 2012, there was a slight increase in crime.

Figure 6-7: Jackson Crime Rates per 1,000 Residents, 1996-2012

Serious crime rates (excluding larcenies under \$400) in the City of Jackson increased dramatically after 2000 and then decreased dramatically after 2006. The serious crime rate ranged between eight and thirteen crimes per 1,000 residents since 2008. From 1996 through 2012, the serious crime rate (including both property and violent crime) peaked at over 40 crimes per 1,000 residents in 2004. Violent crimes peaked in 2004 as well, with 11 violent crimes per 1,000 residents. Since then, there has been a significant decline in the crime rate, particularly from 2007 onwards. Most recently, in 2012, the crime rate was 13 crimes per 1,000 residents.



Location

The Jackson Police Department serves within the City’s bounds. The Department has on occasion provided back-up to other service providers outside of the city limits, including the Sheriff and Sutter Creek.

Infrastructure

As of 2008, JPD’s station was in poor condition.¹¹⁹ Some repairs had been completed, but the Chief reported that both the interior and the exterior are problematic. The City Manager has had the station’s leaking roof repaired several times, but reported it is a constant problem. Moisture and mold have caused the exterior wall and ceiling to fall apart in some places. In addition, the station is located in a small building meant for approximately eight people. The office has been expanded by walling-in the deck area, but the Chief reported that the office is cramped. He also reported that a change is unlikely in the near future due to financial constraints. No updated was provided regarding the existing conditions of the station.

The City’s FY 14 budget provided funding for one new vehicle. The City did not identify existing vehicle needs.

¹¹⁹ Interview with Scott Morrison, Chief, Jackson Police Department, May 13, 2008.

Other infrastructure and equipment includes a lie-detecting system, an interview room and a fail-safe radio system. The Department recently purchased a LiveScan system—an inkless electronic fingerprinting system that allows the Department to conduct its own LiveScan when processing arrests as opposed to going through the Sheriff’s Office.

Service Adequacy

The effectiveness of a law enforcement agency can be gauged by many factors, including crime clearance rates (the portion of crimes that are solved),¹²⁰ response times and staffing ratios.

Figure 6-8: Law Enforcement Crime Clearance Rates, 2002-12 Aggregate

Jackson PD’s crime clearance rates are comparable, but slightly lower, than other providers in the County. JPD’s average violent crime clearance rate from 2002 to 2012 for violent crime was 49 percent. For 2012 alone, the rate was 61 percent. Other law enforcement providers in the county have violent crime clearance rates ranging from 49 to 65 percent. JPD’s average property crime clearance rate from 2002 to 2012 was 16 percent. Other providers’ average rates ranged from 16 to 23 percent.

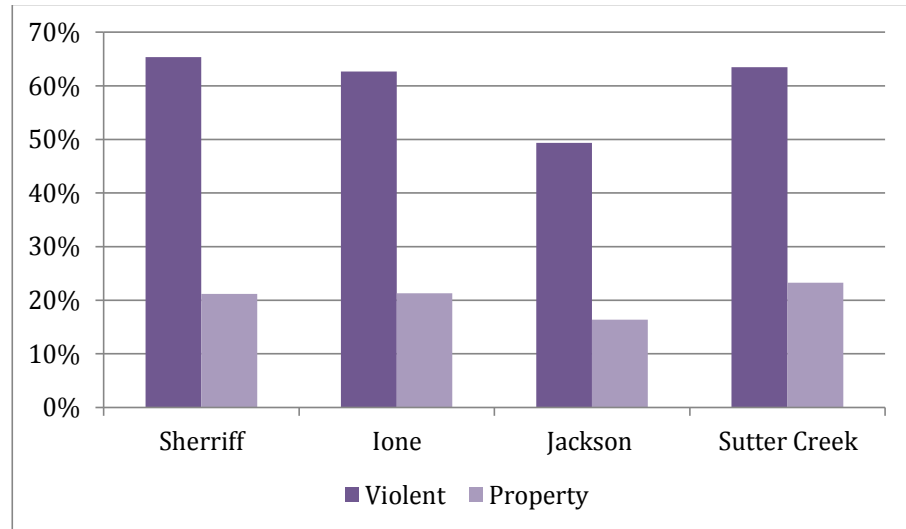
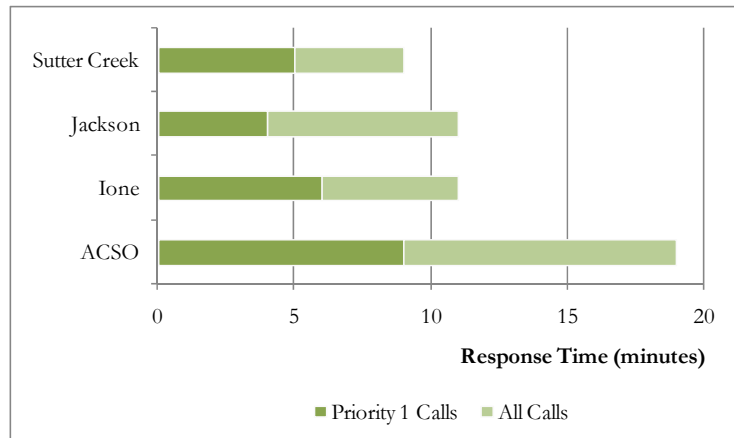


Figure 6-9: Law Enforcement Providers Average Response Times, 2007

Jackson PD’s average response time for all calls in 2007 was 11 minutes. For priority one calls, the response time averaged four minutes. These response times are relatively quick compared to the other local providers, which ranged between nine and 19 minutes for all calls and between five and nine minutes for priority one calls. Each of the law enforcement providers in the County was unable to provide



¹²⁰ Cleared crimes refer to offenses for which at least one person was arrested, charged with the offense, and turned over to the appropriate court for prosecution. A crime is also considered cleared by exceptional means if the offender dies, the victim refuses to cooperate or extradition is denied.

updated response information for this MSR update.

The number of sworn officers per capita is also a service level indicator. Jackson has 1.7 paid sworn officers per 1,000 residents, down from three paid sworn officer per 1,000 residents in 2007. Other providers in the County have between 1.4 sworn staff to 2.0 sworn staff per 1,000 residents.

Figure 6-10: City of Jackson Police Profile

Police Service			
Service Configuration		Service Demand	
Patrol	Direct	Statistical Base Year	2013
Dispatch	Sheriff, Direct	Total Service Calls	6,934
Search and Rescue	Sheriff	% 911 Calls	NP
Crime Lab	Department of Justice	% Non-Emergency Calls	NP
SWAT	Sheriff	Calls per 1,000 people	1503
Temporary Holding	Sheriff	Arrests 2012	327
Bomb Squad	Calaveras County	Violent Crime Rate per 1,000 ¹	6
Canine Services	Direct	Property Crime Rate per 1,000	5
Service Adequacy		Resources	
Average Response Time	11	Total Staff	9
Average Priority One Response Time	4	Total Sworn Staff	8
Response Time Base Year	2007	Sworn Staff per 1,000	1.7
Clearance Rate of Violent Crimes ²	49%	Staffing Base Year	2013
Clearance Rate of Property Crimes	16%	Marked Police Vehicles (2007)	8
Service Challenges			
Recent off-road vehicle purchases have eliminated hard to serve areas.			
Facilities			
Station	Location	Condition	Built
Jackson Police Department	33-D Broadway, Jackson, CA	Poor	1975
Infrastructure Needs and Deficiencies			
The Department needs extensive repairs to its current station.			
Facility Sharing			
While JPD no longer participates in the Narcotics Task Force and no longer maintains a shared school resource officer position with Sutter Creek PD, JPD provides assistance to others as needed, and still assists the Narcotics Task Force team as necessary. All law enforcement agencies in Amador County may request outside agency assist. All agencies are also connected on a common communication system.			
Future Opportunities:			
No opportunities were identified.			
Notes:			
(1) Violent crime and property crime rate per 1,000 is for 2012.			
(2) Clearance rates are aggregated for the period between 2002-2012.			

ROADWAY SERVICES

The City did not provide a timely update on its roadway services; therefore this section is updated to the extent possible based on available documents.

Nature and Extent

The City directly provides street maintenance and street sweeping services. Major roadway reconstruction projects are performed by contract.

Staff sweep areas around downtown at least twice weekly. Outlying areas are swept as needed.

Location

Street services are provided within the City's boundaries. The City does not provide street services outside its bounds.

Infrastructure

The City's key street infrastructure includes 27.54 centerline miles of roads. Nearly 20 miles (69 percent) of roads are of urban and rural local functional classification; all other roads are collector roads. In 2008, County public works staff noted that the County may be maintaining some small areas of roadway that may be within city limits. It was not reported whether this continued to occur in 2013, however the county has identified the roadway segments within the city and intends to transfer responsibility if it has not already done so.

Circulation within the City is primarily provided by SR 49 in a north-south direction. Other roads providing north-south circulation include Main Street, Argonaut Lane and New York Ranch Road. East-west circulation within the City is provided by SR 88, Hoffman/Stony Creek Road, French Bar Road, and Court Street.

There are three signalized intersections in the City; all are maintained by Caltrans. Pacific Gas and Electric Company (PG&E) owns and maintains the 249 street lights in the City. Payment of utility costs related to street lights are financed in new subdivisions through Streetlight and Landscaping Assessment Districts. In older areas, costs are paid from the City's general fund.

The City prioritizes street projects largely based on needed utility projects. This minimizes street cuts in new pavement and maximizes service life of newly paved areas.¹²¹

The City reports that new infrastructure is primarily being constructed in new subdivisions, but there are two major capacity-building road projects planned for the coming years. The City previously anticipated starting the Sutter Street Extension project to better facilitate local circulation in the west Jackson and Martell areas by 2011 at a cost of approximately \$6 million; however, the roadway extension project is still in need of additional funding. The project has been bolstered by a Caltrans project to signalize the intersection of Sutter Street and SR 49/88 with a safety grant. The City may also be

¹²¹ City of Jackson, *Budget FY 06-08, Capital Improvement Program*, p. 54.

applying for a Highway Safety Improvement Program grant to accomplish some parking and other access improvements in the right-of-way adjacent to this intersection.

A major capital improvement project included in the City's Circulation Element for the past twenty-plus years is the Mission Boulevard Extension Project. This project was designed to improve traffic circulation in the southeastern area of the City by connecting the south segment of Broadway with Mission Boulevard, the roadway that was built to provide access to Sutter Amador Hospital when it relocated to its present site in April 2000. This project also includes a pavement overlay on Broadway south of the Broadway Bridge and Clinton Road from Broadway to Highway 49. The City completed this project in 2010.

Most of the grant activity for the upcoming years will be focused on replacement of bridges that cross Jackson Creek. These include the French Bar Road Bridge and South Avenue Bridge over the south fork of Jackson Creek (both one-lane bridges to be widened to two lanes) and the Pitt Street Bridge over the middle fork of Jackson Creek. These are 100 percent grant funded projects. The South Avenue Bridge replacement is also looking at realigning the south end of South Avenue to meet the highway closer to Gordon Place. On the Pitt Street Bridge, the idea of using the old bridge as a pedestrian crossing over the north fork of Jackson Creek as part of the Creekwalk Project is being explored (similar to the way in which the old Broadway Bridge was used near the Kennedy Mine Amphitheatre).¹²²

Service Adequacy

The City aims to have all streets operate at an average daily LOS of "C", with a lower threshold of "D" permitted on SR 88 east of SR 49. The City requires that new development projects contribute to an LOS level greater than "C" or "D".¹²³ The City reports that while no City streets are at LOS "E" or "F", two sections on SR 49 are at LOS "E" and the intersection of Broadway and SR 88 is ranked an LOS "E" or "F". These areas are maintained by Caltrans.

A 10-year Pavement Management System (PMS) was put in place in 1997 and expired in 2007. Current information on pavement condition was not available; however, a pavement condition index score of 60 was reported for the most recent year available (2007).

The City reports that its primary challenge for street maintenance is funding. Much State funding is received by the regional transit system rather than local providers. Gas tax funding only provides enough for small repairs, not any significant projects. There is an annual increase of approximately \$18,000 in Proposition 42 funding due to a larger allocation to cities, which began in 2008.¹²⁴

Land constraints are also problematic for traffic circulation. SR 49 and SR 88 bring significant traffic through Jackson. These highways are under the control of Caltrans, and are located in narrow corridors surrounded by hillsides and historic properties, making

¹²² City of Jackson, Budget FY 13-14, p. 4.

¹²³ City of Jackson, *General Plan Circulation Element Draft Part I*, May 2005, p. 7.

¹²⁴ *Ibid.*

lane widening or expansion projects challenging. The City of Jackson plans to add an additional southbound lane to SR 49 as well as sidewalks and crosswalks.

Figure 6-11: City of Jackson Roadway Services

Street Service Configuration and Demand			
Service Configuration			
Street Maintenance	Direct/Contract	Signal Maintenance	Contract
System Overview			
Total Maintained Miles	27.5	Urban Maintained Miles	16.8
Rural Maintained Miles	10.7	Signalized Intersections	3
Service Demand			
Daily Vehicle Miles of Travel, 2012 ¹	15,410	DVMT per Street Mile, 2006 ²	560
Street Sweeping Frequency	Two times per week in downtown area, outlying areas as needed		
Street Service Adequacy and Operations			
Service Adequacy			
Miles Rehabilitated FY 11-12	NP	Maintenance Cost per Street Mile ³	NP
Pavement Condition			
Pavement Management System	Yes	PMS last updated ⁴	1997
Miles Needing Rehabilitation	10	Pavement Condition Index, 2007	60
Infrastructure Needs/Deficiencies			
An extension projects is planned at Sutter Street. No other needs were identified.			
Level of Service (LOS)			
Current:	Most roadway segments operate at LOS "C" or better; limited areas are at LOS "D"		
Policy:	LOS "C", some permitted areas at LOS "D" New development projects shall contribute to an LOS level greater than "C" or "D"		
Build-Out:	New development is expected to cause both Court Street and North Main Street to operate unacceptably (LOS "D") by 2025.		
Service Challenges			
The City reports funding limitations and land barriers to expanding highways running through the City as major service challenges.			
Facility Sharing			
Current Practices: No facility sharing practices were identified.			
Opportunities: No facility sharing opportunities were identified.			
Development Fees and Requirements			
Local Fee			
Per Single Family Unit:	\$1,318	Per Trip End (Non-Residential):	\$132
Regional Fee			
Per Single Family Unit:	\$2,830	Per Trip End (Non-Residential):	\$283
Street Light Service Profile			
Service Configuration			
Street Lighting	PG&E	Number of Street Lights	249
Maintained by Contract	All	Maintained by City	None
Notes:			
(1) Daily vehicle miles of travel (DVMT) in 2012, according to the California Department of Transportation.			
(2) 2012 DVMT divided by total mileage of County-maintained public road system in 2012.			
(3) City road maintenance expenditures in FY 11-12 divided by centerline miles of street.			

continued

DRAINAGE SERVICES

The City did not provide a timely update on its drainage services; therefore this section was updated to the extent possible using provided documents.

Jackson is located at the junction of three branches of Jackson Creek. Major drainages in the City include Jackson Creek, North Fork Jackson Creek, South Fork Jackson Creek, New York Ranch Creek, Oneida Creek and Middle Fork Jackson Creek. In the central business district, portions of the natural banks of Jackson Creek have been replaced with masonry walls and in a few places the North Fork has been covered with buildings.¹²⁵

A portion of the City is within the 100-year flood plain. The floodplain centers on the most developed portion of the City and stretches out in most directions from there, including along Jackson Creek, the South Fork of Jackson Creek, and Oneida Creek. Nearly 550 parcels are located in the plain. The Fire Department, Civic Center, County Sheriff Department and Sutter-Amador Hospital are located near the floodplain.¹²⁶

Flooding is generally confined to narrow areas along the streams, typically less than 150 feet wide. Flood waters seldom rise above the natural banks of the streams.¹²⁷ However, there have been two flood events in the last 20 years. In 1997, heavy rains caused Jackson Creek to flood. Water went over the Pitt Street and Broadway Street bridges and evacuations of homes and businesses along the creek were ordered. The parking garage in downtown Jackson was under water. More recently, there was a wet spring in 2006, but damages in the City were indirect, cutting off the water supply to the City and road damages throughout the County.¹²⁸

Nature and Extent

The City of Jackson provides stormwater maintenance services and flood control services, as needed. Preventive maintenance services include the maintenance of drainage pipes, inlets, and flood control ditches. The City oversees the annual cleaning of the Jackson creeks.¹²⁹

The City has a Creek/Floodplain Overlay for their Draft (2004) Land Use Element to encourage open space along the City's numerous creeks, to encourage public use of the creeks, and to discourage development in areas designated as floodplains.¹³⁰

Location

Municipal drainage services are provided throughout the City and are not provided outside of City bounds.

¹²⁵ City of Jackson, *General Plan: Safety Element*, 1987, p. S-4.

¹²⁶ Amador County, *Amador County Multi-Hazard Mitigation Plan*, 2006.

¹²⁷ City of Jackson, *General Plan: Safety Element*, 1987, p. S-4.

¹²⁸ Amador County, *Amador County Multi-Hazard Mitigation Plan*, 2006.

¹²⁹ City of Jackson, *FY 06-08 Budget*.

¹³⁰ Amador County, *Amador County Multi-Hazard Mitigation Plan*, 2006.

Infrastructure

The drainage system consists of approximately 15 miles of open storm drains and 10 miles of covered storm drains, with approximately 250 inlets. All inlets are inspected at least once per year. Newer subdivisions have open ditches, which drain into Jackson Creek or other small streams or drainage basins. Sixty percent of the total creek flow during critical flow to Jackson Creek is made up of treated Jackson wastewater treatment plant effluent.¹³¹

In 2008, infrastructure deficiencies reported by the City included four miles of open ditch that need to be piped, and a variety of existing culverts (approximately two to three miles) that needed to be replaced and were budgeted with paving projects as they occur. Infrastructure needs have remained unchanged since 2008.

As of 2008, the City was in the midst of replacement of a culvert bridge on Marcucci Lane with a slab bridge. The construction of which was anticipated to eliminate a bottleneck of Jackson Creek during high flow conditions. Also the FY 06-08 budget set aside funds to replace culverts as necessary and also to digitally map the storm drain system in a GIS platform, similar to the work being undertaken for water and wastewater infrastructure.¹³² The status of the GIS project was not provided by the City. No capital projects specific to drainage were identified in the City's FY 13-14 budget.

Drainage infrastructure and maintenance are financed through the City's general fund. The City reports it has submitted grant applications for funding to correct additional flood areas, such as the FEMA/OES Hazard Mitigation grant program.

¹³¹ City of Jackson, *Jackson Land Use, Circulation and Zoning Project Draft Environmental Impact Report*, July 2007, p. 4.8-2.

¹³² City of Jackson, *Budget FY 06-08*.

PARKS & RECREATION SERVICES

The City did not provide a timely update on its parks and recreation services; therefore this section was updated to the extent possible based on available documents.

Nature and Extent

The City of Jackson owns and maintains four parks and a swimming pool, and owns a large undeveloped area. Parks heavily used by residents of the city and from the unincorporated county. The City provides recreation services to residents via operation of the municipal pool. A contract pool manager organizes and oversees part-time lifeguards and instructors for lessons and supervised public recreation swim time. The City is also working with environmental agencies to open the 155 acre "Oro De Amador" property for public recreational access.

The City's Public Works Department maintains municipal parks, open spaces, streets, and buildings. The Department has a staff of eight people, including five maintenance workers. Maintenance services include upkeep of grounds, landscaping, restrooms, playground equipment, barbecues, picnic tables, and benches. The Water Department maintains the pool with three staff.

The City is a member of the Amador County Recreation Agency (ACRA), which is a JPA that provides countywide recreation programming and facilitates collaborative planning efforts. The City works with ACRA to develop recreation programs to serve Jackson residents. Since 2008, the City has also teamed with the Amador Tennis Club to provide the Amador Junior Team Tennis league and other youth tennis opportunities.

Location

Park facilities are located within city bounds. Detert Park and the municipal pool are located in the central business district of the City.

Infrastructure

The total park area maintained by the City of Jackson is approximately 18 acres. It consists of two neighborhood parks, one community park and one local open space. Also, the City owns a 155-acre undeveloped area called Oro de Amador.

City parks offer a variety of amenities. Detert Park has a new play structure, a tennis court, horseshoe pits, restrooms, picnic areas and tables, one baseball field, and a parking lot. All of the Detert Park facilities, including the pool, were refurbished or replaced by the Jackson Rancheria Band of Miwuk Indians in 2013. Gold Ridge Park has a play structure, a basketball court and a parking lot. Petkovich Park has restrooms. Tailing Wheels Park has picnic tables and picnic areas, pathways and parking.

In FY 13-14, the City planned for \$12,500 in capital improvements for a dog park at the Kennedy Tailing Wheels Park. Kennedy Tailing Wheels Park was refurbished with a \$800,000 grant from Caltrans in 2013, providing a new building over Wheel #4 (including a wall of glass to view the wheel) and a dog park was one of the other amenities added to the park.

ACRA's Regional Recreation Plan recommends that the City develop the Oro de Amador site as a multi-use community park, similar to Howard Park in Ione. Development and facilities should be added subsequent to a master plan. No improvements are mentioned for Gold Ridge and Petkovich Park. Improvements at Tailing Wheels Park should be limited to trails, a trailhead and refurbishing the two tailing wheels. The Plan also recommends that the City acquire two five-acre neighborhood parks in the Argonaut Heights and Jackson Highlands neighborhoods.

The City of Jackson shares its municipal pool for educational and therapy programs sponsored by the schools and private providers. The school district utilizes the City pool under contract with the City for \$1,000 per month. Other services include swim lessons, recreational swim, lap swimming, and facility rental for private parties.

The City also shares facilities with ACRA, as it allows the use of Detert Park for a summer day camp recreation program at no cost.

Service Adequacy

The current standard for parkland dedication is five acres per 1,000 residents (City of Jackson Municipal Code Section 16.56.030). As of 2008, the City had a ratio of 5.8 acres of parkland per 1,000 residents, excluding the 155-acre undeveloped area. This ratio has since decreased to 5.5 acres per 1,000 residents, which still meets the City's adopted standard of five acres per 1,000 residents. The countywide goal for parkland is 13.7 acres per 1,000 residents.

Figure 6-12: Jackson Recreation & Park Profile

Park and Recreation Service Configuration			
Service Configuration			
Park Maintenance	Direct	Number of Parks Maintained	6
Recreation	Direct	Number of Recreation Centers	0
Service Adequacy FY 12-13			
Park Acres per 1,000 pop ¹	5.5		
Adopted Policy:	5 acres per 1,000 population ²		
Park Acreage			
Local Open Space	8.4	Neighborhood Parks	3.4
Special Use Areas	7.0	Community Parks	6.5
		Undeveloped	155.0
		Landscaped	0.0
Park Name			
Location			
Condition			
Acres			
Gold Ridge Park	Off of French Bar Road west of SR 49		Excellent
Petkovich Park	Corner of Broadway & Water Streets		Very Good
Detert Park	North end of town on Highways 49/88		Very Good
Tailing Wheels	Jackson Gate Road		Excellent
Oro de Amador	Between N. Main Street & New York Ranch Road		Undeveloped
Municipal Pool	Next to Detert Park		Very Good
			NA
Service Challenges			
The City reports that major service challenges pertain to obtaining funding for needed improvements.			
Facility Needs/Deficiencies			
ACRA recommended that the City develop the Oro de Amador site into a community park and acquire two new neighborhood parks.			
Facility Sharing			
The City of Jackson shares its municipal pool for educational and therapy programs sponsored by the schools and private providers. Other services include swim lessons, recreational swim, lap swimming, and facility rental for private parties. Since 2008, the City has also teamed with the Amador Tennis Club to provide the Amador Junior Team Tennis league and other youth tennis opportunities.			
Developer Fees and Requirements			
Development Impact Fees	\$8,760 per dwelling unit		
Land Dedication Requirement	5 acres per 1,000 population		
Notes:			
(1) Developed park acreage per 1,000 residents according to the Department of Finance (January 2013 estimate).			
(2) The Amador County Recreation Agency's adopted countywide policy is 13.7 acres per 1,000 residents.			

CEMETERY SERVICE

The City did not provide a timely update on its cemetery services; therefore this section is updated to the extent possible based on available documents.

Nature and Extent

The City owns and maintains Jackson City Cemetery. Maintenance activities include refuse disposal, weed abatement, grounds cleaning, repairing of damaged plots, and locating and marking plots. The City also maintains computerized cemetery records in a database to simplify record retrieval and plot location. Mule Creek State Prison work crews provide paid maintenance assistance for approximately ten days a year.

There is a five-member, volunteer cemetery committee that makes recommendations to the City Council regarding cemetery operations and improvements.

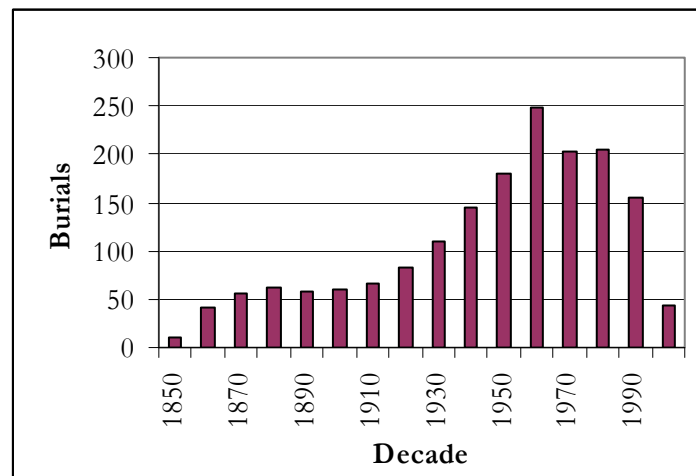
Burials

There were 1,891 occupied plots, as of 2004.¹³³

The oldest graves in Jackson Cemetery date back to the establishment of the City in 1854.

The number of burials has increased over time, peaking in the 1960s. There were six burials in 2006 and four in 2007. Burials over the last five years (2008 to 2013) have reportedly averaged about five per year.

Figure 6-13: Jackson Cemetery Burials by Decade



Plot Acquisition

The City has plots available for purchase. There are four types of plots in Jackson City Cemetery: regular, cremains-single, cremains-full, and child. The regular plot is five feet wide and ten feet long. The City charges its residents \$300 for regular plots, \$200 for cremains-single plots and \$225 for cremains-full plots and child plots. There are higher fees for non-residents. These rates were as of 2008, and it is unknown if they have been raised since.

In addition to the cost of a plot, the City Council established a mandatory endowment fee of \$50 for all plot types and sizes.

¹³³ California Tombstone Transcription Project, URL accessed on 3/20/08, : <http://ftp.rootsweb.com/pub/usgenweb/ca/amador/cemeteries/jacksoncity-dates.txt>

Location

The Cemetery is located within City bounds, northeast of Downtown Jackson, east of Church Street and off Cemetery Lane. There are no restrictions on who may purchase a plot, only a fee differential by place of residence, as mentioned above.

Infrastructure

The City's key infrastructure consists of a cemetery and maintenance equipment that belongs to the Public Works Department.

The City reports that the five-acre Jackson City Cemetery is in fair condition. In 2008, volunteers made significant contributions to improvements at the cemetery. High school students and boy scouts repaired and rebuilt a gazebo on the property and worked to rehabilitate several grave sites. Other improvements made by the City included new historic signs, rebuilding of a wall, and erosion control. The City completed a beautification of the Child Grave Site with a new fence and statues.

The City reported that it does not need new cemetery equipment as all equipment used by City's Public Works Department is available for cemetery maintenance.

The City has no plans to construct additional cemetery facilities. However, the City does have expansion space for the existing cemetery should the need arise, as it owns an adjacent eight-acre lot.

The City did not identify any opportunities for shared facilities.

Service Adequacy

The City reported that it has the capacity to provide current and future cemetery service to the area.

The City Council established an endowment fee for all plot types and sizes, but the Cemetery Fund still relies on the General Fund for support.

SUMMARY OF DETERMINATIONS

Growth and population projections

- ❖ The City of Jackson population grew from 4,319 in 2008 to 4,613 in 2013, an increase of seven percent. The city's actual growth rate exceeds that of other areas.
- ❖ The City of Jackson's general plan forecasts population growth of 32 percent for the City by 2025. However, a number of the planned and proposed developments that were used in the population growth estimation have been abandoned or postponed.

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

- ❖ The City of Jackson is classified by the state as a disadvantaged community. There is one disadvantaged unincorporated community, Martell, which is adjacent to the City 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

- ❖ Water distribution capacity is adequate to serve the boundary area; however, portions of the water service area outside City bounds would require distribution infrastructure to be served.
- ❖ Water services appear to be adequate based on water quality, response times, inspection ratings, and the City's regulatory record. The City needs to expand water storage to enhance emergency preparedness.
- ❖ Wastewater treatment capacity is adequate to serve projected growth through 2025, particularly with lower growth rate projections developed in 2013, but a new plant will be needed to accommodate build-out growth.
- ❖ Wastewater services in the City have been challenging over the last five years, as evidenced by the number of regulatory violations the system experienced. In 2014, the City reported a number of measures they were taking to mitigate these regulatory issues. In addition to these efforts, the City needs to make improvements to its collection system to reduce peak flows and sewer overflows.
- ❖ The Jackson police facility is in poor condition, and needs additional space and improvements.
- ❖ Police services appear to be adequate based on response times and crime clearance rates.
- ❖ The passing of Measure M allowed the Jackson Volunteer Fire Department to hire full-time paid staff.

- ❖ The Fire Department needs expanded facilities, including dormitories and a meeting and training room, as well as a new fire station to store modern apparatus.
- ❖ Existing roadway capacity is generally adequate, although some roads operate at LOS “D,” which is less than the City’s adopted standard. Some segments of SR 49 and SR 88 maintained by Caltrans within the City of Jackson presently operate at an unsatisfactory level of service (LOS “E” or “F”).
- ❖ It is recommended that the City update its Pavement Management System, which expired in 2007.
- ❖ Circulation is limited by land constraints. SR 49 and SR 88 bring significant traffic through Jackson; however, these highways are located in narrow corridors surrounded by hillsides and historic properties, making lane widening or expansion projects challenging.
- ❖ The City provides satisfactory park and recreation services as evidenced by the ratio of parkland acres per 1,000 residents, which satisfies the City’s adopted standard, but is short of the countywide goal.
- ❖ The City reported that plots are available at Jackson City Cemetery, but did not provide an indication of remaining capacity. There are eight acres of land owned by the City that are available for expansion of the cemetery.
- ❖ Infrastructure needs and deficiencies will limit economic development potential for the City.

Financial ability of agencies to provide services

- ❖ The City reported that financing levels are adequate to deliver services. The FY 13 budget noted the City continues to recover from the 2008 recession. In FY 12 expenditures exceeded revenues; however, in FY 13 revenues covered expenditures.
- ❖ The City’s water and wastewater rates were increased in 2009 to keep pace with inflation. To maintain adequate service levels in the future, the City should evaluate and increase rates on a more regular basis.
- ❖ The Fire Department 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.
- ❖ The City reported that its primary challenge for street maintenance is a lack of funding.
- ❖ Drainage infrastructure and maintenance are financed through the City’s general fund. The City reports it has submitted grant applications for funding to correct additional flood areas.
- ❖ The City did not report any limitations to its ability to provide park service or cemetery maintenance.
- ❖ The 2008 recession and subsequent slow recovery period constrains the city’s ability to improve service.

Status of, and opportunities for, shared facilities

- ❖ The City practices facility sharing related to water services by receiving water from AWA's Tanner treatment plant.
- ❖ The Fire Department currently collaborates to a large degree with other fire service providers in the County and the AFPA.
- ❖ The City does not practice facility sharing for roadway and drainage maintenance or cemetery service, and did not identify any possible opportunities.
- ❖ The City is a member of the Amador County Recreation Agency (ACRA), which provides countywide recreation programming and facilitates collaborative planning efforts.
- ❖ The City has a strong record of sharing services and facilities where possible and has taken the initiative to facilitate cooperation among other agencies., including fire service providers.

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

- ❖ Accountability is best ensured when contested elections are held for governing body seats, constituent outreach is conducted to promote accountability and ensure that constituents are informed and not disenfranchised, and public agency operations and management are transparent to the public. The City of Jackson did not have contested elections in 2012. Otherwise, the City demonstrated accountability with respect to these factors.
- ❖ The City demonstrated limited transparency through its cooperation with LAFCO and the MSR process. While a substantial portion of the requested data was provided, several requests for updated information were unanswered. However, all information was ultimately provided.
- ❖ Jackson provides water, wastewater and fire services outside its bounds. Annexation of such service areas is a government structure option .
- ❖ There are overlapping water service areas in the Martell community. AWA and the City of Jackson provide water retail services within the Martell area. Although AWA's water service area does not overlap the City of Jackson's existing SOI, there is a lack of clarity on water service providers in the area adjacent to parts of the city .
- ❖ The City pursues efficiencies through the efficient use of technology, such keeping computerized cemetery records to simplify record retrieval and plot location. Operational efficiencies in cemetery service are also achieved through the use of volunteers for maintenance activities.
- ❖ 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 suggest that fire agencies will need to review opportunities for reorganization in some form, including functional consolidation.