

****AGENDA****

AMADOR LOCAL AGENCY FORMATION COMMISSION

**6:00 P.M. – THURSDAY JUNE 20, 2019
810 COURT STREET, JACKSON
BOARD OF SUPERVISORS CHAMBERS**

Please Note: All LAFCO meetings are recorded. Anyone who wishes to address the Commission must speak from the podium and should print their name on the Meeting Speaker list, which is located on the podium.

In compliance with the Americans with Disabilities Act, if you are a disabled person and you need a disability-related modification or accommodation to participate in this meeting, please contact the LAFCO staff, at (209) 418-9377, by e-mail to amador.lafco@gmail.com. Requests must be made as early as possible, and at least two business days before the start of the meeting.

Meeting Materials are available for Public Review at the LAFCO desk, located at the County Planning Department, 810 Court Street, Jackson, and posted on the Amador LAFCO website.

- 1. CALL TO ORDER AND PLEDGE OF ALLEGIANCE**
- 2. ROLL CALL**
- 3. APPROVAL OF AGENDA FOR JUNE 20, 2019**
- 4. APPROVAL OF THE MINUTES OF MAY 16, 2019**
- 5. APPROVAL OF CLAIMS TO JUNE 20, 2019**
- 6. PUBLIC FORUM – PUBLIC COMMENT**

Any person may address the Commission on any subject within the jurisdiction of LAFCO which is not on the agenda. No action may be taken at this meeting. There is a five (5) minute limit.

- 7. DISSOLUTION OF COUNTY SERVICE AREA #7; RESOLUTION #2019-11, LAFCO PROJECT #312**

The commission will dissolve County Service Area #7 pursuant to Government Code §56879 for inactive districts listed by the State Controller's office. CEQA Exempt, Class 20, Categorical Exemption and Section 15061(b)(3) of the Public Resources Code, no change anticipated in services or service demand and no possibility that the project could have a negative effect on the environment

- 8. FINAL MUNICIPAL SERVICE REVIEW (MSR) 2019 UPDATE, LOCKWOOD FIRE PROTECTION DISTRICT; RESOLUTION #2019-12; LAFCO PROJECT #311 (public hearing)**

Staff will present the Final Lockwood FPD MSR with Determinations; CEQA: Public Resources Code Section 21102 and 21150, descriptive and planning study for possible future action for which funding has not been committed.

9. FINAL MUNICIPAL SERVICE REVIEW (MSR) 2019 UPDATE, SUNSET HEIGHTS COMMUNITY SERVICE DISTRICT; RESOLUTION #2019-13; LAFCO PROJECT #313 (public hearing)

Staff will present the Sunset Heights CSD MSR with Determinations; CEQA: Public Resources Code Section 21102 and 21150, descriptive and planning study for possible future action for which funding has not been committed.

10. PUBLIC REVIEW DRAFT MUNICIPAL SERVICE REVIEW (MSR) 2019 UPDATE, PINE ACRES COMMUNITY SERVICE DISTRICT; LAFCO PROJECT #314 (public hearing)

Staff will present the Pine Acres CSD draft MSR and it will be circulated for comment. Final action is planned for the next LAFCO meeting. CEQA: Public Resources Code Section 21102 and 21150, descriptive and planning study for possible future action for which funding has not been committed.

11. SPHERE OF INFLUENCE FOR RIDGEWOOD ACRES COMMUNITY SERVICE DISTRICT; LAFCO project # 307; RESOLUTION #2019-03 (hearing continued from January 17, 2019) No written materials

The District continues its efforts to privatize road services. Staff recommends continuing the public hearing on the sphere until November 2019.

12. OTHER BUSINESS, REPORTS

- a. Correspondence
- b. Commissioner Announcements
- c. Executive Officer's Report
- d. Legislation Update- the commission may take positions on bills pending before the state legislature
- e. Project Status Report

ADJOURNMENT

Note: The next regular LAFCO meeting is scheduled for July 18, 2019.



Roseanne Chamberlain
Executive Officer

All persons are invited to testify and submit written comments to the Commission. If you challenge a LAFCO action in court you may be limited to issues raised at the public hearing or submitted as written comments prior to the close of the public hearing. All written materials received by staff 48 hours before the hearing will be distributed to the Commission. If you wish to submit written material at the hearing, please supply 10 copies.

NOTE: State law requires that a participant in LAFCO proceedings who has a financial interest in the

decision and who has made a campaign contribution to any Commissioner in the past year must disclose the contribution. If you are affected, please notify commission staff before the hearing.

**PLEASE DO NOT REMOVE POSTING BEFORE:
JUNE 21, 2019**

AMADOR LAFCO



LOCAL AGENCY FORMATION COMMISSION

810 COURT STREET ♦ JACKSON, CA 95642 ♦ (209) 223-6380

MINUTES

May 16, 2019

DRAFT

This meeting was available via live audio streaming and was digitally recorded.

1. Call to Order, Pledge of Allegiance & Roll Call

The May 16, 2019, meeting of the Amador Local Agency Formation Commission (LAFCO), held at the County Administration Center, 810 Court Street, Jackson, California, was called to order by Chairman Crew at 5:59 p.m.

2. Roll Call

Members Present:

Pat Crew, Chairman
Dominic Atlan, City Member
Tim Murphy, City Member
Jim Vinciguerra, Public Member
Brian Oneto, County Member
(Byron Damiani, Public Alternate)
(Jon Colburn, City Member Alternate)

Staff Present:

Roseanne Chamberlain, Executive Officer
Nancy Mees, Clerk to the Commission
William Chamberlain, Legal Counsel

3. Approval of Agenda for May 16, 2019

Motion: It was moved by Commissioner Oneto, seconded by Commissioner Vinciguerra, and carried unanimously to approve the agenda as submitted.

4. Approval of the Minutes of March 21, 2019

Motion: It was moved by Commissioner Atlan, seconded by Commissioner Oneto, and carried unanimously to approve the Minutes for March 21, 2019, as submitted.

5. Approval of Claims to May 16, 2019

Motion: It was moved by Commissioner Murphy, seconded by Commissioner Vinciguerra, and carried unanimously to approve the Approval of Claims – Meeting Final, as submitted.

6. Public Forum – Public Comment

There was no public comment.

7. **Adoption of Final Budget for Fiscal Year 2019-20; Resolution #2019-09 (public hearing)**

Chairman Crew opened the Public Hearing.

Executive Officer Chamberlain stated the budget presented was the same as the draft budget presented at the March 21, 2019, meeting, except for the one change requested by the Commission at that meeting. She reported that the draft budget had been circulated for comment, and no comments or questions had been received.

Ms. Chamberlain recommended that the Commission adopt the Resolution approving the budget as presented.

There was no public comment.

Motion: It was moved by Commissioner Vinciguerra, seconded by Commissioner Atlan, and carried unanimously to close the Public Hearing.

Motion: It was moved by Commissioner Oneto, seconded by Commissioner Murphy, and carried unanimously to approve Resolution #2019-09 as presented, with direction to staff to transmit the budget to the Auditor and all parties specified in Government Code §56381(a).

8. **Dissolution of County Service Area #3; LAFCO Project #303; Resolution #2019-08**

Executive Officer Chamberlain stated that this is an inactive district, was established as a financing vehicle, that the bonds involved in the financing have been paid off, and that the State Controller's Office listed CSA #3 as an inactive district, thus requiring that it be dissolved. The dissolution process was initiated at the February 21, 2019, meeting. Ms. Chamberlain added that the 2008 and 2014 MSRs both recommended its dissolution. A zero sphere of influence was adopted in 2019. No map will be attached to this resolution.

Motion: It was moved by Commissioner Oneto, seconded by Commissioner Atlan, and carried unanimously to approve Resolution #2019-08 as presented, and to give staff direction to complete the necessary filings and transmittals for the dissolution.

9. **Initiation of Dissolution of County Service Area #7; LAFCO Project #312; Resolution #2019-10**

Executive Officer Chamberlain reported that this district is also inactive, and that it encompasses the entire county. Both the 2008 and the 2014 MSRs recommended its dissolution, and a zero sphere of influence was adopted in 2014. It was not originally listed as inactive by the State Controller's Office, but after some information was provided to them, it was added to their list. Adopting this resolution will initiate the process of notifying all affected parties.

Commissioner Oneto asked whether, if mandatory trash pick-up were instituted, it would be beneficial to have this county-wide district still active. Ms. Chamberlain responded that the district is obsolete.

Motion: It was moved by Commissioner Vinciguerra, seconded by Commissioner Atlan, and carried unanimously to adopt Resolution #2019-10 initiating the dissolution of CSA #7.

10. **Public Review Draft Municipal Service Review (MSR) 2019 Update, Lockwood Fire Protection District; LAFCO Project #311 (public hearing)**

Chairman Crew opened the public hearing.

Executive Officer Chamberlain stated that the Lockwood FPD provides emergency medical and fire protection services. A coterminous sphere of influence was adopted in 2010. During this MSR review, the boundaries have been verified, and are very close to what had been previously determined, with only some minor adjustments.

Ms. Chamberlain reported that the district has a very helpful website. No increase in service demand is expected as there is little growth in the population of the district and no development is occurring. The County Auditor holds the funds for the district and processes its checks.

The district's boundaries overlap completely with the CAL FIRE State Response Area. The district has an ISO rating of 8B/6, with a higher rating in the LaMel area due to the existence of fire hydrants. This rating was given in 2003, and there may soon be an update of the rating.

Commissioner Oneto asked if the board members were selected by appointment or open elections. Ms. Chamberlain responded that positions were primarily filled through appointments.

Chairman Crew called for any public comment. Jan Hewitt, President of the Lockwood FPD Board, spoke from the audience, saying that it had been a pleasure to work with Ms. Chamberlain, and that she had clarified the MSR process for the District's board.

Motion: It was moved by Commissioner Oneto, seconded by Commissioner Vinciguerra, and carried unanimously to close the Public Hearing, and to direct staff to circulate the Public Review Draft MSR for public comment.

11. **Public Review Draft Municipal Service Review (MSR) 2019 Update, Sunset Heights Community Service District; LAFCO Project #313 (public hearing)**

Chairman Crew opened the Public Hearing.

Clerk to the Commission Nancy Mees stated that Sunset Heights CSD was formed in 1981, and now provides various road maintenance services. A coterminous sphere of influence was affirmed in 2014. She reported that the district is well-run financially, has regular financial reviews, and has a capital improvement plan in place. They are able to maintain a five-member board, but do not have a General Manager as required by law, and the 2014 MSR recommended they obtain one. This has not occurred. Despite the lack of a GM, Ms. Mees stated that the Board is doing a good job of running the CSD and performing maintenance work, with Board President Ron Kosage performing the work which a General Manager would do. Ms. Mees thanked Mr. Kosage for his help in answering questions and providing documents.

Chairman Crew called for any public comment. Mr. Hub Gurnari, Vice President of the Board, introduced himself from the audience, and then introduced board members Vanessa McDermott and Chuck Lowrie. Mr. Lowrie then spoke, stating that he had been with the board for 28 of its 38 years, and has just recently come back onto the board. He explained that they had never felt the need for a general manager as the president has always done a good job of handling those duties, and as a small district, it is hard enough to find five board members. He welcomed any ideas the

Commission might have to solve this problem.

The Commissioners asked if there was any exemptions to the general manager requirement, to which Executive Officer Chamberlain responded no. They then asked if LAFCO was required to compel the district to find a general manager. Ms. Chamberlain replied that LAFCO can't compel them, but can only note the recommendation that they have one in the MSR. It was then asked whether there is any penalty for a district not having a GM. Ms. Chamberlain again responded no, but that we can note that the district is trying to fill the position to show they are not ignoring the recommendation.

By consensus, the Commission continued the public hearing to the June 20, 2019, meeting, and directed staff to circulate the Public Review Draft MSR for public comment.

12. **Public Review Draft Municipal Service Review (MSR) 2019 Update, Pine Acres Community Service District; LAFCO Project #314 (public hearing)**

(This hearing will be continued and held at the June LAFCO meeting.)

13. **Other Business, Reports**

- a. Correspondence – Executive Officer Chamberlain reported that the performance evaluation for Clerk Mees was in the meeting packet. Also in the packet was the flyer for the Ethics and Brown Act training that had occurred on May 15. Ms. Chamberlain reported that it had been widely publicized, and that about 28-29 people attended, including several persons from Calaveras County. Commissioner Oneto commented that such trainings can also be completed online, to which Ms. Chamberlain added that links to state websites with such trainings have been distributed to the districts in the county. In response to a question, she said that several members of Jackson Valley FPD had also attended.
- b. Commissioner Announcements – none.
- c. Executive Officers Report – Executive Officer Chamberlain stated that she had included her written report in the packet, and that she wanted the Commissioners to be aware that her priorities for the MSRs are to complete those for the water and fire districts. Her goal is to establish spheres of influence for Amador Water Agency and Amador Fire Protection District. She stated that this has never been done for those agencies, and they should have their spheres established. She hopes to have the Fiddletown and Volcano water districts' draft MSRs ready for the June meeting. Finally, Ms. Chamberlain reported that all three staff members had attended the CALAFCO Staff Workshop in April.
- d. Legislation Update – Ms. Chamberlain stated that the list compiled by CALAFCO of current legislation pending was in the packet. She commented that SB 600 is one of the more problematic bills in that it bypasses the LAFCO process by mandating extensions of water service to certain disadvantaged communities, which could then lead to problems later on due to a bad extension possibly being approved. There is a sample letter of opposition in the packet, and Ms. Chamberlain requested the Commission to direct staff to send it. Ms. Chamberlain also briefly discussed AB 1253, the annual omnibus bill; SB 414, which would create the Small System Water Authority Act; and AB 213, which would restore vehicle license fee money to cities. By consensus, the Commission directed staff to write and send a letter in opposition of SB 600.

14. **Adjournment**

The next regular LAFCO meeting is scheduled for June 20, 2019. Chairman Crew adjourned the meeting at 6:34 p.m.

Pat Crew, Presiding Officer
LOCAL AGENCY FORMATION COMMISSION

ATTEST: _____
Nancy Mees, Clerk to the Commission

APPROVAL OF CLAIMS - PACKET DRAFT

AGENDA OF June 20, 2019

APPROVAL OF CLAIMS June 20, 2019

Agenda Item 5

<u>VENDOR</u>	<u>DESCRIPTION</u>	<u>INV.DATE</u>	<u>AMOUNT</u>
R Chamberlain 5/14/2019-6/17/2019	Consulting Services Labor	6/20/2019 estimate	\$ 6,750.00
	Expense Total, (mileage, PO Box, Conf)	6/20/2019 estimate	\$ 350.00
N Mees 5/16/2019-6/18/2019	Clerical & Admin Labor	6/20/2019 estimate	\$ 1,104.00
LAFCO Board	Meeting Stipends (Maximum of 5 @ \$50.00)		\$ 250.00
	TOTAL		\$ 8,454.00

**** Note: Denotes any invoices paid prior to Commission Approval, per Policy 2.3.7**

CHAIR:

Presiding Officer

ATTEST:

Nancy Mees
CLERK TO THE COMMISSION

AGENDA ITEM # 7

TO: ALL COMMISSIONERS, ALTERNATES
FROM: ROSEANNE CHAMBERLAIN, EXECUTIVE OFFICER
SUBJECT: EXECUTIVE OFFICER'S REPORT AND RECOMMENDATION
DISSOLUTION OF COUNTY SERVICE AREA #7; LAFCO RESOLUTION 2019-11
DATE: MEETING OF JUNE 20, 2019

This brief staff report and recommendations are provided to comply with the requirements of the Cortese-Knox-Hertzberg Act, and to inform the Commission's decision.

DESCRIPTION OF PROJECT & BACKGROUND:

The action proposed will dissolve CSA #7, an inactive district. The State Controller now lists County Service Area #7 as an inactive district per email communication received April 8, 2019. The commission is required to dissolve the district and proceedings are simplified as described below.

Government Code Section 56042 defines "Inactive district" as a special district that meets all of the following:

- (a) The special district is as defined in Section 56036.
- (b) The special district has had no financial transactions in the previous fiscal year.
- (c) The special district has no assets and liabilities.
- (d) The special district has no outstanding debts, judgments, litigation, contracts, liens, or claims.

Government Code Section 56879 provides that the Controller shall create a list of special districts that are inactive, based upon the financial reports received and shall notify the commission in which the district is located. The commission shall initiate dissolution of inactive districts by resolution within 90 days of receiving notification from the Controller.

The commission shall dissolve inactive districts. The commission shall hold one public hearing on the dissolution of an inactive district pursuant to this section no more than 90 days following the adoption of the resolution initiating dissolution. The dissolution of an inactive district shall not be subject to protest proceedings, determinations pursuant to Section 56881 or other requirements for commission-initiated changes of organization.

Dissolution was initiated by commission action on May 16, 2019, as recommended in the Municipal Service Reviews of 2008 and 2014. Adoption of a zero sphere of influence was completed in 2014. The CSA included the entire county, cities, plus unincorporated areas.

NOTICE AND COSTS

All affected agencies have received notice, and comments were requested from those agencies. None were received by the packet deadline.

Notice was given per Government Code Section 56157(h), with publication in lieu of individual mailed notice. Copies and postage for distribution is estimated at under \$20. That notice was published April 26, 2019.

There is no filing fee to submit the dissolution to the State Board of Equalization. No fees are charged for filing the Notice of Exemption. Staff work/cost has been minimized. Publication and notice charges are \$180 which also included Dissolution of CSA#7.

CEQA

LAFCO is the lead agency for the project. The Executive Officer has reviewed the proposal and determined that it is categorically exempt from the provisions of the California Environmental Quality Act (CEQA) because the project is a change of organization, which will result in no changes in the areas where previous powers were exercised. There is no possibility that the action taken by the Commission may have a significant effect on the environment. (Class 20, Categorical Exemption). The Notice of Exemption was prepared and filed following the commission action to initiate the dissolution (May 16, 2019).

RECOMMENDATIONS

Staff recommends that the Commission take the following actions:

1. Adopt Resolution #2019-11, approving the dissolution of CSA#7.
2. Direct staff to complete the necessary filings and transmittals for the dissolution.

Attachments: Resolution #2019-11

LOCAL AGENCY FORMATION COMMISSION

RESOLUTION ORDERING THE DISSOLUTION OF COUNTY SERVICE AREA #7

LAFCO RESOLUTION NUMBER 2019-11

WHEREAS, pursuant to the Cortese/Knox/Hertzberg Local Government Reorganization Act, commencing with §56000, et seq. of the Government Code, and specifically in accordance with Government Code § 56879; and

WHEREAS, CSA #7 is an inactive district and was identified by the State Controller as inactive on April 8, 201; and

WHEREAS, the proposed dissolution is consistent with the recommendations and conclusions of the Municipal Services Review pursuant to Section 56470, prepared by Amador LAFCO in 2008 and updated in 2014, which identifies dissolution as the logical government structure option; and

WHEREAS, The dissolution is consistent with the findings and determinations of the commission, made under Section 56425 and Section 56881(b) and contained in LAFCO Resolution #2014-26, adopting a "zero" sphere of influence for County Service Area #7 to include no territory;

NOW, THEREFORE, BE IT HEREBY RESOLVED, DETERMINED AND ORDERED as follows:

1. County Service Area #7 is dissolved and extinguished and no map is attached.
2. The distinctive short-term designation assigned to the affected territory is:

Dissolution of County Service Area #7

3. The dissolution is exempt from the requirements for Conducting Authority proceedings and protest.
4. Amador County is designated as the successor agency for the dissolution for winding up the affairs of the district.
5. The dissolution is exempt from the provisions of the California Environmental Quality Act (CEQA) pursuant to CEQA Guidelines Section 15720 in that the project is a change of organization which will result in no changes in the areas where previous powers were exercised and there is no possibility that the action taken by the Commission may have a significant effect on the environment.

AMADOR LAFCO

DRAFT

LOCAL AGENCY FORMATION COMMISSION

The foregoing resolution was duly passed and adopted by the Local Agency Formation Commission of the County of Amador at a regular meeting thereof, held on the 20th day of June, 2019, by the following vote:

AYES:

NOES:

ABSENT:

Presiding Officer
Patrick Crew, Chairman

ATTEST:

Nancy Mees
Clerk to the Commission
Amador Local Agency Formation Commission
Amador County, California

Agenda Item #8

**FINAL MUNICIPAL SERVICE REVIEW (MSR) 2019 UPDATE, LOCKWOOD
FIRE PROTECTION DISTRICT; LAFCO RESOLUTION #2019-12, LAFCO
PROJECT #311 (public hearing)**

Commission will review the Lockwood Fire Protection District Municipal Service Review, make determinations regarding the District, and adopt Resolution #2019-12. CEAQ: Public Resources Code Sections 21102 and 21150, descriptive and planning study for possible future action for which funding has not been approved.

AMADOR LAFCO

LOCAL AGENCY FORMATION COMMISSION

810 COURT STREET ♦ JACKSON, CA 95642-95334 ♦ (209) 418-9377

**RESOLUTION MAKING DETERMINATIONS AND FINDINGS RELATED TO THE
2019 UPDATE OF THE LOCKWOOD FIRE PROTECTION DISTRICT
MUNICIPAL SERVICES REVIEW**

LAFCO RESOLUTION NO. 2019-12

WHEREAS, pursuant to the Cortese/Knox/Hertzberg Local Government Reorganization Act, commencing with §56000, et seq. of the Government Code, specifically in accordance with §56430, requiring a review of municipal services provided in the county; and

WHEREAS, LAFCO initiated and conducted a service review of all municipal services in all areas of Amador County in 2008, and prepared a comprehensive update and review of agencies and services in 2014, and has now completed a review and update of the services of Lockwood Fire Protection District (LFPD); and

WHEREAS, the Commission held a noticed public hearing of the District municipal services review on May 16, 2019 and June 20, 2019, and received and heard testimony and comment related to the report, its findings and determinations;

NOW, THEREFORE, BE IT HEREBY RESOLVED, DETERMINED AND ORDERED as follows:

1. The Lockwood Fire Protection District Municipal Service Review of 2019 is found to be exempt from the provisions of the California Environmental Quality Act (CEQA) pursuant to Public Resources Code Section 21102 and 21150 in that it is a descriptive and planning study for possible future action for which funding has not been committed.
2. The Lockwood Fire Protection District Municipal Service Review is found to be adequate and complete pursuant to the requirements of Government Code Section 56430. Determinations regarding municipal services are approved as set forth and described in the attached "Exhibit A" and by this reference incorporated herein.
3. The Executive Officer is hereby directed to file a Notice of Exemption in compliance with the California Environmental Quality Act and local ordinances implementing the same.

DRAFT

The foregoing resolution was duly passed and adopted by the Local Agency Formation Commission of the County of Amador at a regular meeting thereof, held on the 20th day of June, 2019, by the following vote:

AYES:

NOES:

ABSENT:

Presiding Officer
Patrick Crew, Chairman

ATTEST:

Nancy Mees
Clerk to the Commission
Amador Local Agency Formation Commission
Amador County, California

SUMMARY OF DETERMINATIONS AND FINDINGS

Growth and population projections

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

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

- ❖ There are no disadvantaged unincorporated communities within or adjacent to the District's service area based upon mapping information provided by the State of California Department of Water Resources. Present and planned capacity of public facilities and adequacy of public services, including infrastructure needs and deficiencies
- ❖ It is not feasible to know with certainty whether there are any disadvantaged communities as defined by LAFCO policy criteria within or adjacent to the Lockwood boundaries. Under mutual aid agreements all residents within and around the District receive fire protection and emergency service at the same level of service.
- ❖ There are no identified legacy communities in, or adjacent to, the Lockwood FPD area.

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

- ❖ The District presently has the capacity to serve the area with its existing facilities. As there is no significant growth planned or proposed within the District's bounds in the near future, the current facilities will accommodate service needs in the short-term.
- ❖ The District provides adequate services given constrained and unstable financing.
- ❖ LFPD's response time is nearing the California EMS rural guideline time; although the entire District is classified as wilderness.
- ❖ The District identified needs including an emergency generator, additional water sources, and replacement of an aging fire truck and water tender.

Financial ability of agencies to provide services

- ❖ The District operates on a minimal budget, which includes Measure M funds, and reported being able to provide an adequate service level by contracting with CAL FIRE utilizing the “Amador Plan” cost sharing agreement. Additional funds are necessary to attract additional volunteer firefighters and purchase major apparatus needed in the future.
- ❖ The District should consider updating its assessment and ensuring the assessment adjusts with inflation to recover costs.
- ❖ The District relies on contracted CAL FIRE personnel and volunteers for 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 unless there is a continuing contract with CAL FIRE.
- ❖ LFPD effectively supports services provided by other government agencies through contracts, agreements and cooperative efforts. Contracting with CAL FIRE may further improve the financial ability of LFPD and other participant fire service providers to offer the highest feasible level of services at the lowest possible cost to citizens.

Status of, and opportunities for, shared facilities

- ❖ LFPD collaborates with other fire providers in the County, providing and receiving automatic and mutual aid and through the AFPA.
- ❖ The District makes its station available for various community events, and would like to operate as an emergency shelter for the area as well.
- ❖ Consolidation/reorganization or further functional consolidation with other fire service providers will likely offer increased opportunities for shared resources, including facilities and vehicles, as well as pooled finances to hire full-time staff.

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

- ❖ The District demonstrates a high degree of public participation in special events, although public interest in the governing body could be improved as indicated by a lack of contested elections.
- ❖ The District appears to operate in an open manner that facilitates the public’s ability to learn about and participate in District affairs.
- ❖ There is a close working relationship among the fire providers in Amador County. The similarity of challenges faced by each agency and potential cost savings offered by consolidation or reorganization suggests that fire agencies

will need to review opportunities for reorganization in some form, including functional consolidation.

LOCKWOOD FIRE PROTECTION DISTRICT

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

AGENCY OVERVIEW

Background

LFPD was formed on August 12, 1986, as an independent special district.¹ LFPD was formed to provide fire protection, fire suppression and basic life support services.

The principal act that governs the District is the Fire Protection District Law of 1987.² The principal act empowers fire districts to provide fire protection, rescue, emergency medical, hazardous material response, ambulance, and any other services relating to the protection of lives and property.³ Districts must apply and obtain LAFCO approval to exercise services authorized by the principal act but not already provided (i.e., latent powers) by the district at the end of 2000.⁴

Boundary

LFPD bounds cover unincorporated territory in north-central Amador County. The bounds encompass approximately 22 square miles along the central Amador-El Dorado County line. LFPD is located east of the unincorporated Fiddletown community and north of Volcano. The district does not include those communities. The District's bounds generally follow Shake Ridge Road, extending from Quartz Mountain Road to the CAL FIRE Fire Station at Dew Drop.

LAFCO has no records of annexations or changes to the District's bounds since its formation. There is paperwork for one annexation, but not a project file. This included Amador Pines Units 2 and 5; however there is no evidence of completion of this annexation.

Sphere of Influence

There are no records in LAFCO's archives describing the history of the District's SOI. The District's SOI is not described in its formation resolution and there are no subsequent LAFCO records pertaining to LFPD's sphere. In 2010, LAFCO updated LFPD's SOI to be coterminous with its first response area and the boundaries and SOI have been mapped.⁵

¹ Formation date is from LAFCO records.

² Health and Safety Code §§13800-13970.

³ Health and Safety Code §13862.

⁴ Government Code §56824.10.

⁵ LAFCO Resolution 2010-07.

Local Accountability and Governance

The principal act stipulates that a fire protection district’s board of directors must have an odd number of members, with a minimum of three and a maximum of 11.⁶ Directors may be appointed or elected to staggered four-year terms. Boards are to internally elect directors to the positions of president and vice-president. Accordingly, a five-member Board of Directors with elected leadership governs LFPD. LFPD directors are to be elected at-large, but in practice are appointed due to lack of contested seats. Current board members are listed with positions and term expirations in Figure 1.

Figure 1: Lockwood FPD Governing Body

Lockwood Fire Protection District			
Governing Body			
	Name	Position	Term Ends
<i>Members</i>	Jan Hewitt	President	June 2021
	JoAnne McLachlan	Vice-President	June 2019
	Cathy KoosBreazeal	Director	June 2021
	Kelley McGee	Director	June 2019
	Lois Stevens	Director	June 2019
<i>Manner of Selection</i>	Appointments by Board; elections at large		
<i>Length of Term</i>	Four years		
<i>Meetings</i>	Date: Fourth Monday, Location: Station 151		
<i>Agenda Distribution</i>	Online, posted		
<i>Minutes Distribution</i>	Online		
Contact			
<i>Contact</i>	President - LFPD		
<i>Mailing Address</i>	P.O. Box 221, Volcano, CA 95689		
<i>Phone</i>	(209) 296-5122		
<i>Email/Website</i>	www.lockwoodfire.org		

The Board has designated a public information coordinator and contact information is clearly accessible on the website. Board meetings are held the 4th Monday of each month at 6:00 PM at Fire Station #151 located at 23141 Shake Ridge Rd. Meeting materials are easily accessed on the website and the website encourages the public to attend. Notice of the terms of office of Board Members and vacancies are circulated by word of mouth and posting notice. Future openings for the board will also likely be posted on the web site.

The District performs constituent outreach through periodic newsletters titled “Puff”, and “Smoke Signals”, and an informative new district website, community postings, and word-of-mouth.

⁶ Health and Safety Code §13842.

There is recruitment information on the web for committees in which the public can participate. Outreach and fundraising activities have included “Soup Super”, “Taco De Marzo”, “Pancake Breakfast”, “Fall Concert”, and a “Christmas Tank You Dinner”.

The District reported that it has had no known Brown Act violations in recent history. Lockwood FPD was not the subject of a Grand Jury report in the past 10 years, based on a review of posted documents on the Amador County Grand Jury website.

With regard to customer service, the District reported that in general complaints are limited and that communication by constituents within the District is most often inquiries or compliments as opposed to complaints. Complaints may be submitted to the President of the Board. The District reported that it received one complaint in 2017 classified as an internal personnel matter and was resolved.

Lockwood FPD’s Operations Policy Manual includes comprehensive bylaws and policies, adopted August 2016 and amended June 2018. Among other elements, this manual provides for complaints, specifies the role of the officers, and the powers and authorities of the board, chief, and staff.

The District has entered into a contract with Lexipol for an initial manual and future updates if warranted. Lockwood FPD is a member of CSDA, which provides pertinent district law changes and legislation information.

The website states “the district is dedicated to operating in a transparent manner, and posts relevant financial and operational documents to our site as they become available.” The mission statement, services and functions, the district map, compensation and the district financials are posted clearly on the website and are easily accessible. The District demonstrated accountability in its disclosure of information and cooperation with LAFCO. The agency responded promptly to LAFCO’s requests and participated actively in the preparation of the MSR.

Management

In 2018 the District entered into the “Amador Plan”, a contract with Cal Fire for fire protection, emergency response, volunteer training, personnel evaluation, and administrative assistance. The Cal Fire Chief is now assuming the District Chief’s responsibilities. District performance overall is monitored with the use of the National Fire Incident Reporting System (NFIRS), which logs the type of service calls received. Response times are not a focus of performance evaluation for the District because of hazardous weather and windy roads, which limit speeds. The Board, due to these limitations, sets no specific response time targets or guidelines.

The Board receives monthly reports from the Chief and interim communication as needed. Performance evaluations are not done under the Amador Plan contract. Support Staff were hired prior to the current board members’ terms. No performance evaluations have been conducted for these personnel; however, there is review of their work by the board presented as reports during board meetings.

District financial planning efforts include annual budgets, annual financial audits, and capital improvement plans. The most recent audit was completed in 2018. The District prepares a capital improvement plan with a 10-year planning horizon (although the District

reported the 2018 revision may only span five years) with emphasis on equipment replacement. Lockwood FPD's Operations Policy Manual includes comprehensive bylaws and policies, including the role of the officers, committees, the chief and staff as well as functional job descriptions and responsibilities.

Because of limited funds for operation, Lockwood did not put forth a formal CIP. That being said, should a significant grant become available, the emphasis will be: (1) an emergency generator, (2) additional water sources, and (3) replacement of an aging fire truck and water tender.

On May 15, 2019, Lockwood FPD board members will be participating for the first time in ethics training (AB1234) and training for the prevention of harassment and abusive conduct. This training is required for public officials and some staff. As each new Board member has been appointed/elected, there is an informal emphasis that the individual become acquainted with the Brown Act.

Service Demand and Growth

Present land uses in district bounds are agricultural, vacant and suburban-residential (i.e., five-acre lots on average), and include some timber preserve zones. The timber preserve zone is located in the northernmost part of the District.⁷ The only small business in the District is Big Trees Market. The Amador County General Plan designates Agriculture General and Agriculture Transition for the entire area. The District does not include any General Plan-designated Town Center, Special Planning Area, or Regional Service Center.

The District serves approximately 1,243 parcels and a total of 870 housing units, of which approximately 770 are occupied. Unoccupied homes are primarily vacation homes that are occupied sporadically.⁸ According to the District, there are approximately 1,100 residents within district bounds.⁹ The District's population density is 50 per square mile, compared to the countywide density of 64.

Service demand has not increased due to development or population growth in recent years; there are no large communities within bounds. No known developments are planned or proposed in the area. The District is not a land use authority, and does not hold primary responsibility for implementing growth strategies.

Disadvantaged Unincorporated Communities

LAFCO is required to evaluate disadvantaged unincorporated communities as part of this service review, including the location and characteristics of any such communities. A disadvantaged unincorporated community is defined as any area with 12 or more registered voters, or as determined by commission policy, where the median household income is less than 80 percent of the statewide annual median.¹⁰ Any MSR conducted by LAFCO for a city or special district that provides public facilities or services related to sewers, municipal and

⁷ Amador County, *General Plan Existing (2007) Land Use Classifications Map*, 2007.

⁸ Parcel and housing based on 2018 District Audit. Occupancy and Residents estimated by District from voter registration

⁹ LFPD Website, updated January 2019.

¹⁰ Government Code §56033.5.

industrial waste, or structural fire protection, shall identify any DUCs within and contiguous to the sphere of influence of that city or special district, and describe the present and probable needs and deficiencies for the provision of those public facilities and services within such DUC.

The California Department of Water Resources (DWR) has developed a mapping tool to assist in determining which communities meet the disadvantaged communities median household income definition.¹¹ DWR identified nine disadvantaged communities within Amador County, three of which are cities and are therefore not considered unincorporated.¹² None of the DWR-identified disadvantaged communities are within or adjacent to LFPD.

LAFCO policy 7.3, adopted February 16, 2017, further defines disadvantaged communities as those consisting of 15 dwelling units at a density not less than one unit per acre. It is not known whether there are any disadvantaged communities as defined by this criteria within or adjacent to the Lockwood boundaries.

LAFCO policy 7.7, adopted February 16, 2017, further defines a Legacy Community as a geographically isolated community that meets DUC criteria and is at least 50 years old. There are no identified legacy communities in, or adjacent to, the Lockwood FPD area.

Financing

The District operates on a minimal budget from sources detailed below. The District reported being able to provide an adequate service level through a cooperative agreement with CAL FIRE. Although the District has limited funding for the purchase of future apparatus and additional personal protective equipment, it anticipates the continued use of community donations and Measure M funding, and successful grant requests to accommodate these purchases. Until stable funding in the estimated amount of \$800,000 is identified, the District cannot directly hire and equip fulltime career firefighters.¹³

The District financial report is listed on the State Controller's website, posted by the County Auditor-Controller. Lockwood FPD's Operations Policy Manual includes comprehensive financial policies and procedures, adopted August 2016 and amended June 2018.

Amador County holds the District's cash and investments within the County's external investment pool. District cash maintained by the County Treasury was \$620,420; the County Treasury's balance was \$620,420. The County sponsors an investment pool that is managed by the County Treasurer. Cash and investments for most County activities are included in the investment pool. All District monies held by the Amador County Treasurer receive quarterly allocations of County investment income based on the District's share of cash in relation to the total invested cash by the County.¹⁴

¹¹ 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.

¹² 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.

¹³ Interview with Andrea Jones, President, LFPD Board of Directors, January 17, 2008, and current board position.

¹⁴ Lockwood FPD Financial Statements with independent Auditor's Report for FY Ended June 30, 2018.

The District also maintains a separate business checking bank account and ATM card with El Dorado Savings Bank. The authorized signers for expenditures are the Board President and the Treasurer. The Treasurer maintains the bank balance at \$4,000. The Operations Policy Manual provides procedures and policies for this account, used exclusively for immediate expenses as determined by the Fire Chief. The Treasurer submits a payment authorization to the County to replenish the balance in the account as needed.

The District tracks its finances through four governmental funds: (1) the general fund, the primary operating fund, (2) impact and mitigation fees through special revenue funds, (3) acquisition or construction of major capital facilities or equipment through its capital improvement fund, such as funds from grants and assessments applied to capital improvements, and (4) Measure M incentive funds to reimburse volunteer firefighters \$110/day on duty at the District's firehouses, as well as for training.

Fire protection districts are authorized to collect revenue from special taxes, property assessments for fire services or capital improvements, and fees for service.¹⁵ Total revenues in FY 18 were \$256,574. Revenue sources are Measure M funds (61percent), special taxes (28 percent), other (9 percent), and interest (2 percent).

Special taxes were collected on 1,243 parcels, occupied and vacant. Rates were \$70 for improved parcels and \$40 for unimproved parcels, for a total of \$75,936. LFPD voters approved the assessment in 2002, when 71 percent approved Measure D. Half of the assessment revenue is currently used for capital improvements.

New developments have the option of paying a \$900 mitigation fee to be used for water supplies or installing a 2,500-gallon water tank for firefighting use.¹⁶ No mitigation fee revenue was collected in FY 2018. New primary residences pay a maximum of \$600 in development impact fees (or \$0.30 per square foot). Impact fee revenue in FY 2018 totaled \$1,305.

The District's expenditures were \$219,505, excluding depreciation, in FY 2018. Primary expenditures were salaries (59 percent), capital equipment (17 percent), supplies (15 percent), and insurance (6 percent).

The District had \$44,800 in long-term debt as of June 30, 2018. The debt is a capital lease obligation for building improvements. The debt is scheduled to be paid off in 2022.

The District maintains reserve cash funds. There was an unrestricted cash balance of \$134,822 at the end of FY 2018, based on the audit report.

¹⁵ Health and Safety Code §13911-19.

¹⁶ LFPD, *Fee Schedule*, 2003.

FIRE AND EMS SERVICES

Nature and Extent

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

The District also provides community burn assistance and inspects commercial sites within LFPD bounds for AFPD.¹⁷ Although CHP carries primary responsibility for traffic enforcement services, the District reported that it also provides this service when necessary.

The District's boundaries overlap completely with the CAL FIRE State Response Area throughout its bounds, except for a few parcels of Federal Response Area. By law, CAL FIRE provides primary wildland fire response and LFPD, through its contract with CAL FIRE, provides primary structure fire response.¹⁸

Most service calls are received during evenings and weekends. Response is provided 24/7 by both volunteer and CAL FIRE personnel.

Personnel

Four volunteer firefighters comprise the District's current sworn personnel. The District reported that it cannot hire fulltime firefighters due to financing constraints. Grants, donations and community fundraising may be used to offset equipment and training costs. However, with the passing of Measure M by a vote of the citizens of Amador County, the county fire departments now receive a formulated incentive of money, which has been agreed upon by all county fire departments. This monthly infusion of funds by the County Finance Department assists in paying a limited number of LFPD fire and EMT personnel a \$110/duty day reimbursement. This reimbursement is rotated among the personnel who are present for eight hours or more on any given day. The District's average number of volunteer personnel on an emergency is two. However, with the addition of CAL FIRE there is an additional two or more fulltime personnel as part of the district response.

The three support personnel include a secretary, treasurer, and a website manager. Positions are partially volunteer, but nominal compensation is available for some positions. The secretary receives a \$110 monthly incentive, the treasurer receives \$20/hr, and the website manager receives a \$300 monthly incentive.

LFPD, at the direction of the CAL FIRE Chief, provides new volunteers with the education and training needed to safely and effectively respond to emergencies. Personnel are required to attend weekly training events geared toward volunteer firefighters with the goal of becoming state-certified Firefighter 1s. In addition to weekly training events, LFPD sends volunteer firefighters to outside formal training classes throughout the area, including the CAL FIRE Training Center in Ione. Medical training is provided through locally recognized providers. Of the four LFPD volunteer firefighters, three are certified driver operators.

¹⁷ Ibid.

¹⁸ Pursuant to Health and Safety Code §13811.

No volunteer firefighter turnover occurred in 2018. Volunteer firefighter recruitment strategies include outreach via the District's newsletter and website, as well as word-of-mouth. Recruiting volunteers is, and has been, a significant problem for the district.

Regional Collaboration

As with all fire providers in the County, LFPD is a part of AFPA. A countywide mutual aid agreement benefits LFPD in the northeastern portion of its bounds, where CAL FIRE responds also.¹⁹ The District has a mutual aid agreement with AFPD as well as CAL FIRE and the U.S. Forest Service.

The District collaborates with CAL FIRE and AFPD in regional training events. The District is a member of Amador Fire Safe Council. Fire safety and general District information presentations are undertaken as needed. No other activities are noted by the District.

Dispatch and Communications

All 911 calls made from land lines in Amador County are automatically routed to the Amador County Sheriff's communication center in Jackson (the Public Safety Answering Point, PSAP). Cell phone 911 calls are answered by the California Highway Patrol in Stockton, and then are routed to the Sheriff. Fire and EMS calls are routed from the PSAP to CAL FIRE's Camino Interagency Command Center, which in turn dispatches a CAL FIRE unit as well as the appropriate local jurisdiction responder. LFPD is dispatched to all calls within its boundaries, as well as its mutual aid areas.

All fire providers in Amador County, including LFPD, communicate through the same radio systems. Due to shared radio frequencies, LFPD is able to communicate with other providers.

When multiple service providers respond to an incident, the first unit to arrive on scene is responsible for incident command. The first responder notifies other providers whether and when sufficient personnel have arrived on scene. For incidents such as vehicle accidents, law enforcement becomes responsible for incident coordination once it arrives on scene through universal command protocols; prior to law enforcement arriving on scene, the first responding fire provider remains responsible for incident command. All hazardous material incidents are overseen by CHP.

Location

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

CAL FIRE, on behalf of LFPD, may respond more quickly in the northern part of the service area, due to fire station proximity, except instances of road closure due to road structure failure.

¹⁹ Interview with Andrea Jones, President, LFPD Board of Directors, January 17, 2008; reconfirmed 2019