

**Fire Service Master Plan for the Wilton Fire  
Protection District**

**WILTON, CALIFORNIA**

**June 15, 2005**

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# **1. INTRODUCTION AND EXECUTIVE SUMMARY**

# 1. INTRODUCTION AND EXECUTIVE SUMMARY

The report, which follows, presents the results of the Fire Service Master Plan study conducted by the Matrix Consulting Group for the Wilton Fire Protection District.

This first chapter introduces the analysis – outlining principal objectives and how the analysis was conducted – and presents an Executive Summary.

## 1. PROJECT SCOPE OF WORK

The Wilton Fire Protection District requested a comprehensive scope of work for this project. In general, the scope details centered around operating projections for the course of the planning period. This includes:

- **Developed an initial understanding of key issues which frame this study.** This was accomplished through interviews with key District staff, including the Chief, Deputy Chief and Assistant Chief, as well as staff from outside agencies, such as Elk Grove Community Services District.
- **Developed a descriptive profile of the Wilton Fire Protection District.** Through interviews and data collection, the project team documented organization structure, reporting relations, staffing, deployment, workload of emergency responses unit, station location, distribution of calls, etc.
- **Developed and distributed a confidential survey of Fire and EMS responders in the Wilton Fire Protection District.** Based on the project team's understanding of the Wilton Fire Protection District, the project team developed a confidential survey to elicit perceptions and attitudes of residents / interns with respect to staffing, deployment, equipment and apparatus, etc.
- **Evaluated the volunteer responder program in the Fire District.** Based on a analysis of calls for service demands, deployment, resident and intern actual response to calls, the project team evaluated the volunteer program. Additionally, the project team reviewed the structure of the volunteer program including recruitment and retention programs.
- **Evaluated the current response system and developed a Master Plan for future services.** In this task, the project team evaluated the current response system and projected the future needs of the District in terms of fire, rescue and EMS. This included documentation and assessment of the 'basic' issues of the responder system, evaluation of the system and comparison of its effectiveness,

analysis of the current fire / rescue station response network, evaluation of current practices, assessment of policies and procedures, etc.

- **Evaluated the current support systems and developed a Master Plan within the planning horizon.** This task included a review of the current fire prevention, public education and training programs in place at the Wilton Fire Protection District.
- **Evaluated the management systems and organizational issues related to the delivery of fire and rescue services in the Fire District.** This task focused on the evaluation of possible organizational models for the effective and efficient delivery of fire and rescue services.

This Fire Service Master Plan needs to be a 'living document,' which can be easily updated as conditions change such as growth parameters and financing capabilities.

### **3. PROJECT METHODOLOGIES**

The processes utilized in developing this study were extensive, as described in the points below:

- Interviews were conducted with the Wilton Fire Protection District staff, including the Fire Chief, Assistant Chief and Deputy Chief, as well as other administrative personnel. The purpose of these meeting was to develop an understanding of the District's organization, costs, staffing and programs, as well as issues potentially impacting this study.
- Fire Department interviews were complemented with interviews with staff from other agencies, primarily Elk Grove Community Services District, as well as with confidential surveys distributed to all resident and intern volunteers.
- Interviews were followed-up by data collection. Data collection focused on documenting key aspects of fire service organization, staffing, staffing policies, budgets, salaries and benefits, emergency medical service delivery, fire prevention programs, training, apparatus and facilities, and calls for service workloads.
- The project team also interviewed and / or collected data from outside organizations, such as the Elk Grove Community Services District, Sacramento County and the Sacramento Council of Governments to develop an understanding of the population and demographics in the periphery of the Wilton Fire Protection District.

The section, which follows, presents the structure of the report.

#### **4. STRUCTURE OF THE REPORT**

In addressing these questions the project team has prepared this analysis of fire, emergency medical and financial issues. This report is divided into seven chapters, as detailed below:

- **Chapter 1** – describes the scope of this study and the methodologies utilized. It also provides an executive summary of key recommendations.
- **Chapter 2** – provides a profile, or description, of the fire and emergency medical systems in and around the Wilton Fire Protection District.
- **Chapter 3** – presents a summary of the results of the confidential employee survey distributed to intern and resident volunteers.
- **Chapter 4** – presents the population and calls for service projections based on data provided by the Sacramento Council of Governments and Sacramento County.
- **Chapter 5** – provides recommended fire service goals for the Wilton Fire Protection District.
- **Chapter 6** – provides an analysis of current project needs of the Wilton Fire Protection District.
- **Chapter 7** – presents a discussion regarding financial options available to the Wilton Fire Protection District should it be unable in the future to sustain delivery of effective fire services with a resident and intern volunteer program.

In establishing the analytical framework necessary for an evaluation of the fire and emergency medical services systems, this report provides the Wilton Fire Protection District with the policy and financing tools necessary to make important decisions in the future. The section, which follows, presents the executive summary.

## **6. EXECUTIVE SUMMARY**

In considering that fire protection system that most cost effectively serves the residents within the WFPD, there are a number of factors to consider. These include the following:

- The WFPD serves a population of 6,400 that is projected to increase to a little above 8,000 by 2020;
- The WFPD presently generates annual revenues of approximately \$750,000 with almost 90% of this revenue deriving from property taxes;
- The WFPD relies on a mix of intern and resident volunteers – just like 90% of the fire departments that serve a population between 5,000 and 10,000; and
- The WFPD responds to an average of 1.5 calls for service per day.

A volunteer fire protection system is ideally suited to the rural nature of Wilton and the call for service workload. The volunteer fire protection system works cost effectively for the WFPD. The recommendations contained within this master plan are designed to enhance the effectiveness of that volunteer fire protection system.

The following table provides an encapsulated summary of the recommendations contained within this report.

<b>Index</b>	<b>Recommendations</b>
5.2	The Board of Directors of the Wilton Fire Protection District should consider the goals presented in this report, modify them as necessary, and adopt them.
6.1	The WFPD should adopt a mission statement.
6.2	The number of active resident volunteers should be increased to 30.
6.2.1	The compensation of resident volunteers for drills should be modified from \$12/drill to \$12/hour.
6.2.1	The compensation of resident volunteers should be modified from a flat \$12/call to a range of \$12/call to \$16/call depending upon the skills and participation of the resident volunteer.
6.2.1	The compensation for intern volunteers should be modified from a flat \$50 per shift for Firefighters and \$200 for Fire Captains to a range that should be based upon and the extent of certificates and licenses possessed by the intern volunteer, and the number of shifts the intern volunteer works per month. The recommended range for Firefighters should be \$50 to \$65 per shift, for Fire Engineers would be \$65 to \$80 per shift, and for Fire Captains should be \$200 to \$260 per shift.
6.2.2	The recruitment practices for resident and intern volunteers should be enhanced.

Index	Recommendations
6.2.3	Strategies and incentives should be developed to reduce the turnover rate of resident and intern volunteers.
6.3.1	Responsibility for State-mandated fire inspections should be assigned to intern volunteers.
6.3.2	The District should utilize Firehouse software to develop and maintain a record keeping system for all occupancies that the state requires to be inspected or that are inspected as part of the company inspection program.
6.3.3	A company inspection program should be developed.
6.3.4	The public education program should be enhanced.
6.3.5	The District should utilize a part-time fire inspector for construction plan check and inspection.
6.3.6	Pre-fire plans should be developed for facilities that are high-risk.
6.4.1	The District should assure that resident volunteers meet training requirements.
6.4.2	The District should assure that resident and intern volunteers meet the certification requirements contained within the job descriptions.
6.5.1	A replacement fund for apparatus should be established.
6.5.2	The backlog of apparatus requiring replacement should be addressed using tax exempt lease purchase financing.
6.5.3	The number of apparatus in the fleet should be reduced.
6.6	The District should become a full participating member in the Sacramento Regional Fire Emergency Communication Center.
6.7	The WFPD should adopt a five-year CIP.
6.8	The District should build a new fire station: Station #82R. The station should be scaled back in square footage to a range comparable to station #83 and #84.
7.2	If the District is unable to sustain effective fire service delivery using resident and intern volunteers, it should seek the approval of voters for a special tax to provide funding to convert station #81 to career status.
7.3.7	Fire station #81 should be remodeled and expanded and a new fire pumper acquired for fire station #82R using a fire and facilities impact fees, in part, for funding.
7.3.8	The WFPD should adopt a fire and facilities impact fee to fund the costs of fire apparatus and facilities required as a result of development in the District.

## **2. PROFILE**

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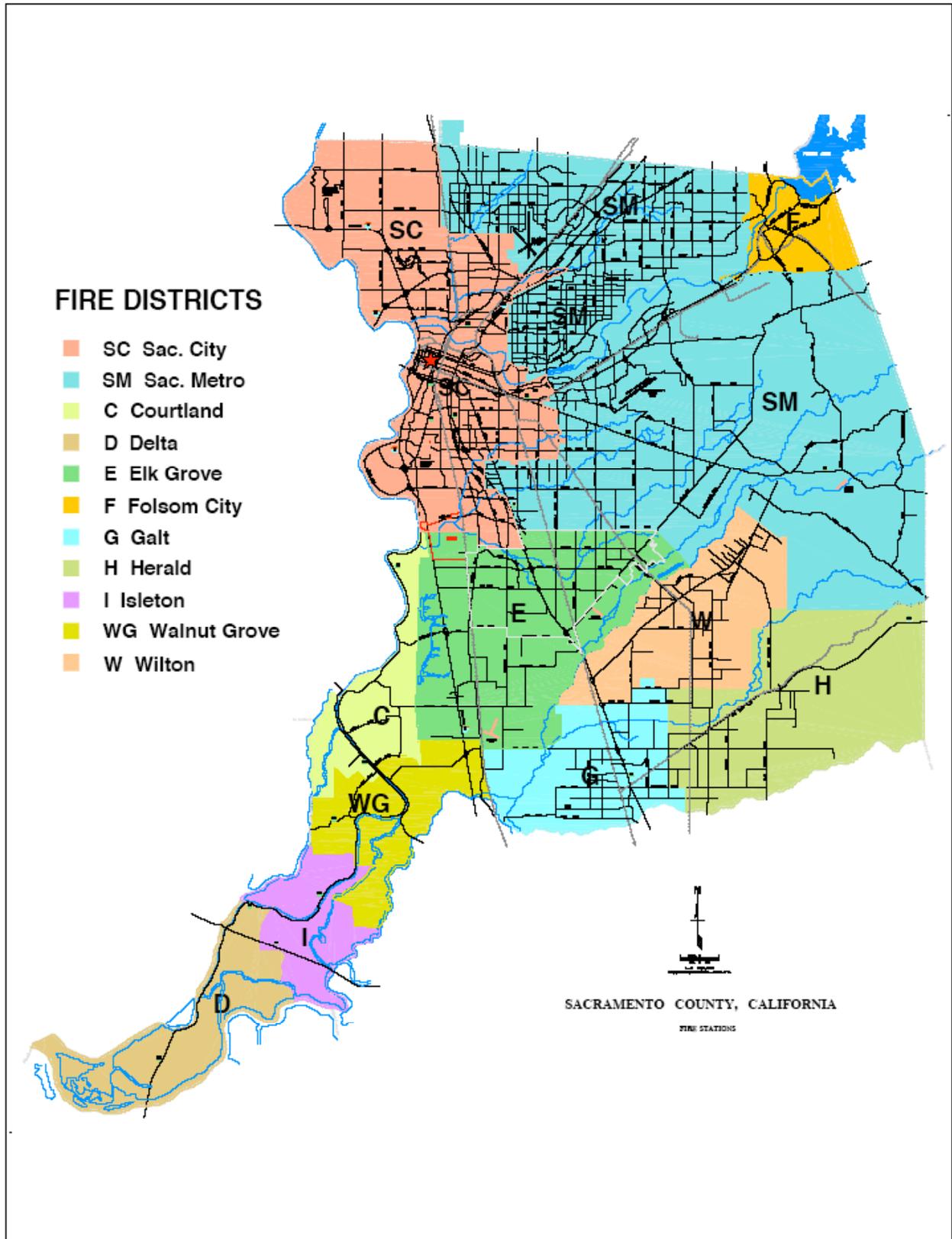
This section of the Fire Service Master Plan for the Wilton Fire Protection District (WFPD) provides information regarding the current organization and operation of the WFPD. The data was developed through interviews of WFPD management and personnel, review of available documents and records, and computer records and data.

The section, which follows, provides a brief introduction and basic overview of the Wilton Fire Protection District and their fire, rescue and emergency services.

### **1. OVERVIEW**

The WFPD was established in 1942 and is an all-volunteer organization that provides fire and emergency services to a population of approximately 6,000 residents, covering an area of nearly 60 square miles. The district is located in south Sacramento County. Adjacent fire agencies include the Elk Grove Community Services District (EGCSD) to the west, the City of Galt to the south, Herald on the south and the east, and Sacramento Metropolitan Fire District to the north and the east. A map identifying the boundaries of these fire agencies and the WFPD is presented on the following page.

Land use within the WFPD, based upon the general plan adopted by Sacramento County, is a mix of agricultural residential (1 to 10 acres per dwelling unit), agricultural cropland, and general agricultural. All of the WFPD lies outside the 20-year Urban Services Boundary established by the Sacramento County general plan.

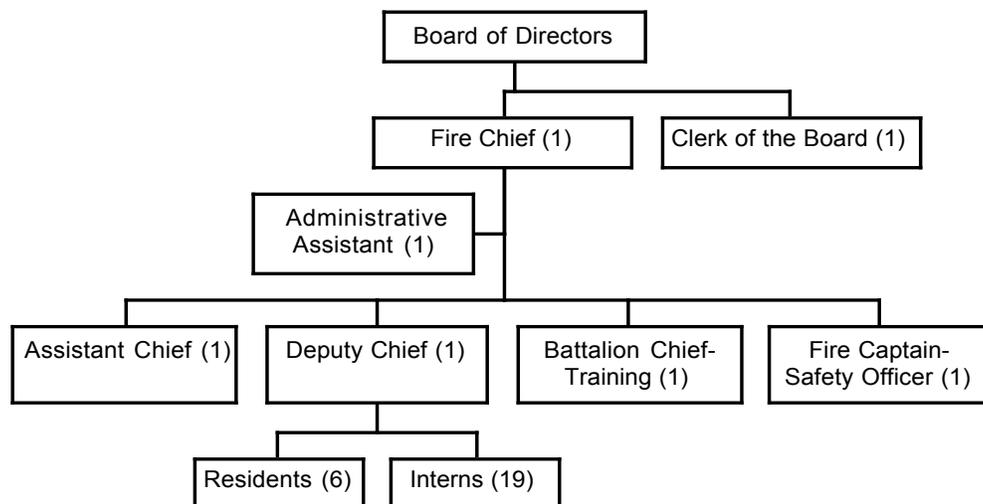


The WFPD is governed by a Board of Directors, consisting of five members elected for a period of four years. The WFPD has four fire stations. Fire station #81 is staffed 24 hours a day / 7 days a week; fire station #84 is staffed during the fire season. The other two stations – fire stations #82 and #83 – are used to house fire apparatus and are not staffed.

The WFPD has established agreements with other services providers to augment the level and types of services provided by the district including management, fire prevention, fleet / apparatus maintenance, call-taking and dispatch.

## **2. ORGANIZATION AND BUDGET**

The Wilton Fire Protection District is an all-volunteer fire service provider. The WFPD has 32 positions. The current plan of organization for the WFPD is presented in the chart below.



The WFPD provided budgetary information for the current fiscal year (Fiscal Year 2004 – 2005) and the previous fiscal year (fiscal year 2003 – 2004). The table, which follows, presents the budgeted expenditures by category.

<b>Category</b>	<b>FY 2003 – 2004</b>	<b>FY 2004 -2005</b>
Salaries and Benefits	\$379,220	\$322,594
Services and Supplies	\$204,173	\$453,678
Other Finances Use	\$2,988	\$86
Capital Outlay	\$75,000	\$113,595
<b>Total</b>	<b>\$661,381</b>	<b>\$889,953</b>

The points, which follow, provide a brief discussion of the budgeted expenditures.

- The budget has increased in fiscal year 2004 – 2005 by 35% from the previous fiscal year. This reflects use of one-time fund balance in the amount of \$169,133 in FY 2004 – 05.
- The capital outlay budget increased by 51% in fiscal year 2004 – 2005 from the previous fiscal year. This included replacement of a staff vehicle (\$78,000), mobile data terminal replacements (\$10,000), and other capital outlay.
- The salary and fringe benefit budget decreased by 15% in fiscal year 2004 – 2005 from the previous fiscal year. The major items include the internship program (\$130,000), volunteer firefighters (\$40,000), and the Clerk of the Board (\$33,000), and Workers Compensation (\$24,000).
- The service and supply budget more than doubled in fiscal year 2004 – 2005 from the previous fiscal year. The major items include the following:
  - The WFPD contracts with the EGCSO for fleet maintenance and management. The table, below, presents a summary for fiscal year 2004 – 2005 budgeted for contract services with EGCSO.

<b>Contract</b>	<b>Amount</b>
Maintenance Agreement	\$30,000
Accounting Services	\$15,000
Fire Chief / Management Contract	\$60,000
<b>Total</b>	<b>\$105,000</b>

While \$15,000 is budgeted for accounting services, the WFPD provides these services itself, and does not currently utilize the EGCSO.

- Fire equipment maintenance is budgeted at \$51,974. This includes maintenance of self-contained breathing apparatus, reserve hose replacement, nozzle replacement, purchase of automatic external defibrillators, jaws of life maintenance, etc.
- Replacement of protective equipment and clothing at \$35,102.

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**Fire Service Master Plan**

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- Vehicle maintenance (tires, parts, oil filters) and miscellaneous repairs at \$30,000.
- Professional services, other than the contract for the fire chief with EGCSO, at \$46,250 that includes the master plan and fire station #82R design.
- Fuel and lubricant supply at \$20,000.

The budgeted amounts for contracts with the EGCSO represent approximately 12% of the WFPD's fiscal year 2004 – 2005 budget.

The table below presents the budgeted sources of revenue for the WFPD for fiscal years 2003-04 and 2004-05.

Source of Revenue	FY 2003-04	FY 2004-05
Property Tax Current Secured	\$481,000	\$545,733
Property Tax Current Unsecured	\$26,800	\$28,601
Property Tax Current Supplemental	\$28,318	\$43,540
Property Tax Secured Delinquent	\$5,700	\$6,629
Property Tax Supplemental Delinquent	\$1,000	\$1,271
Property Tax Unitary	\$12,000	\$11,702
Property Tax Redemption	\$-	\$1
Property Tax Prior Unsecured	\$50	\$498
Property Tax Penalties	\$-	\$98
Sub-Total	<b>\$554,868</b>	<b>\$638,073</b>
Interest Income	\$8,000	\$8,634
Sub-Total	<b>\$8,000</b>	<b>\$8,634</b>
Home Property Tax Rel.	\$11,000	\$12,701
Sub-Total	<b>\$11,000</b>	<b>\$12,701</b>
Miscellaneous Other Fees	\$-	\$10
Plan Check Fees	\$25,000	\$42,528
Sub-Total	<b>\$25,000</b>	<b>\$42,538</b>
Miscellaneous Other	\$-	\$18,874
Sub-Total	<b>\$-</b>	<b>\$18,874</b>
<b>TOTAL</b>	<b>\$598,868</b>	<b>\$720,820</b>

The points, which follow, provide a brief discussion of the budgeted revenues.

- Property tax revenues comprise 89% of the revenues received by the WFPD.
- Property tax revenues increased by 15% in fiscal year 2004-05 from the previous fiscal year.

- Plan check fees were the only other significant source and were budgeted at \$42,538 in fiscal year 2004-05.

Overall, the revenues for the WFPD increased substantially in 2004-05 above the norm for previous fiscal years. In fiscal year 2001-02, the revenues for the WFPD amounted to \$559,865; in fiscal year 2002-03, revenues amounted to \$606,140.

The section, which follows, provides a discussion of the roles and responsibilities of personnel in the WFPD.

### **3. WFPD PERSONNEL ROLES AND RESPONSIBILITIES**

The table, which follows, provides a brief description of the key roles and responsibilities of each position at the WFPD.

<b>Position Classification</b>	<b>No.</b>	<b>Key Roles and Responsibilities</b>
Fire Chief	0.40	<ul style="list-style-type: none"> <li>• The Wilton Fire Protection District has a contract with the Elk Grove Community Services District (EGCSD) to provide management services. The Fire Chief spends 40% of his / her time managing and directing the operations of the WFPD.</li> <li>• Responsible for the overall direction and management of the District, including personnel, operations, and budgetary needs.</li> <li>• Carries out the decisions of the Board of Directors.</li> </ul>
Deputy Chief	1.00	<ul style="list-style-type: none"> <li>• Works from 9 a.m. to 12 noon Monday through Friday.</li> <li>• Acts as second in command in the WFPD.</li> <li>• Serves as the Fire Marshal and delivers fire prevention services including plan checking, annual inspections mandated by the State, construction inspection for conformance with the fire codes, etc.</li> <li>• Directs fire suppression operations responding to emergency incidents and acting as the incident commander.</li> </ul>
Assistant Chief	1.00	<ul style="list-style-type: none"> <li>• Responds to emergency incidents as Squad 82.</li> <li>• Maintains station 82 and station 83.</li> <li>• Conducts pre-trip inspections of fire apparatus.</li> </ul>

<b>Position Classification</b>	<b>No.</b>	<b>Key Roles and Responsibilities</b>
Battalion Chief / Training Officer	1.0	<ul style="list-style-type: none"> <li>• This is a volunteer position.</li> <li>• Assesses the training needs of WFPD personnel.</li> <li>• Plans, develops, and implements firefighting and rescue technique training.</li> <li>• Coordinates in-service and staff development programs.</li> <li>• Teaches classes to the public.</li> </ul>
Clerk to the Board	0.75	<ul style="list-style-type: none"> <li>• Serves as the Clerk to the Board, including making agendas, taking minutes, and maintaining necessary reports and documentations.</li> <li>• Provides administrative support to the command staff;</li> <li>• Directs the duties of the Administrative Assistant;</li> <li>• Works with Chief to develop budget, report to the County and coordinate personnel and payroll needs for the District.</li> </ul>
Administrative Assistant	0.25	<ul style="list-style-type: none"> <li>• Provides administrative and clerical support to the command staff;</li> <li>• Assists the Clerk to the Board as needed.</li> </ul>
Public Education Officer	1.0	<ul style="list-style-type: none"> <li>• This is a volunteer position.</li> <li>• Coordinates and delivers public education services for the WFPD including the education of school children in the 1<sup>st</sup> and 4<sup>th</sup> grades, at special events such as the Chili cookoff, Western festival, Harvest festival, etc.</li> </ul>
Intern Volunteer	19.0	<ul style="list-style-type: none"> <li>• Interns are volunteers that are paid a stipend, and are required to work a minimum of two 24 hour shifts per month.</li> <li>• Interns perform typical functions of fire fighters, including conducting equipment checks and inspections, respond to fire and emergency medical calls,</li> </ul>
Resident Volunteer	6.0	<ul style="list-style-type: none"> <li>• Residents are volunteers, and are not required to staff any stations.</li> <li>• Residents respond to calls, as necessary, from their location.</li> </ul>

The WFPD relies on volunteers – interns and residents – to deliver services. Resident volunteers are paid \$12/call. This includes drills. The intern volunteers or shift staff are paid based upon their classification: Firefighters are paid \$50/shift, while Fire Captains are paid \$200/shift.

**4. FIRE STATION LOCATION, APPARATUS, STAFFING AND SCHEDULING**

This section presents a review of the fire stations, including their location, number and types of apparatus and their typical staffing configurations.

The following table gives a summary of the fire station locations, the type of apparatus housed in the respective location, and the typical staffing.

<b>Fire Station</b>	<b>Apparatus</b>	<b>Typical Staffing</b>
Fire Station #81 9800 Dillard Road Wilton, CA 95693 2.6 acre site owned by the WFPD 7,800 square foot facility Constructed in 1967	<ul style="list-style-type: none"> <li>• 2 Engines</li> <li>• 2 Squads</li> <li>• 1 Rescue</li> <li>• 1 Utility</li> <li>• 1 Light</li> <li>• 1 Water Tender</li> <li>• 1 Grass</li> </ul>	<ul style="list-style-type: none"> <li>• 1 Captain</li> <li>• 3 Fire Fighter Interns</li> </ul>
Fire Station #82 Lee School Road and Dillard Wilton, CA 95693 288 square foot facility located on private property.	<ul style="list-style-type: none"> <li>• 1 Squad</li> </ul>	<ul style="list-style-type: none"> <li>• This station is not staffed.</li> </ul>
Fire Station #83 Orange and Dillard Wilton, CA 95693 0.28 acres of usable space owned by the WFPD 1,400 square foot facility. Constructed in 1978.	<ul style="list-style-type: none"> <li>• 1 Engine</li> <li>• 1 Squad</li> <li>• 1 Grass</li> </ul>	<ul style="list-style-type: none"> <li>• This station is not staffed.</li> </ul>
Fire Station #84 10661 Alta Mesa Road Wilton, CA 95693 15 acre site owned by the WFPD 2,100 square foot facility Constructed in 1978	<ul style="list-style-type: none"> <li>• 1 Engine</li> <li>• 1 Squad</li> <li>• 1 Grass</li> </ul>	<ul style="list-style-type: none"> <li>• This station is staffed during the high risk fire season, typically with:               <ul style="list-style-type: none"> <li>– 1 Captain</li> <li>– 1 Fire Fighter Intern</li> </ul> </li> </ul>

As the table shows, the WFPD typically has a daily line staffing of 4 during the low fire risk months and a daily line staffing of 6 during high fire risk months. Three of the stations are located along Dillard Road: these include fire stations #81, #82, and

#83. Each of these stations are 2.2 to 2.6 miles in distance from each other. Station #84, located in the southern portion of the District, is almost 6 miles in distance from station #82 and 5 miles from station #81.

WFPD has received an ISO class 9 rating. ISO's PPC system has been in use since the early 1900's, and has been continuously modified and refined over that time.

The Fire Suppression Rating Schedule (FSRS) looks at a great deal of specific information about the fire department, the water supply, and the types of property in the community, and uses a fairly complex process to evaluate that information. In general though, here are the factors the Public Protection Classification system looks at.

- Water supply is the most important single factor, and accounts for 40% of the total rating. There are some specific minimum requirements for specific classes; to be Class 8 or higher, for example, the district must have the water supply and equipment to deliver at least 250 gallons per minute for at least two hours. The WFPD only has one fire hydrant in its service area, and four draft locations along the Folsom South canal.
- Fire equipment accounts for 26% of the rating.
- Personnel accounts for 24% of the rating. 15% of that is based on the numbers of firefighters available for the initial response and how quickly the firefighters can respond. The other 9% reflects the initial and ongoing training the firefighters receive.
- The alarm and paging system accounts for the remaining 10% of the rating.

More communities in the United States have an ISO class 9 rating than any other rating. 31% of the communities in the United States have a class 9 rating.

#### **(1) Scheduled Staffing Compared to Actual Staffing**

The WFPD relies on volunteers, both resident volunteers and interns. The participation levels and availability of these volunteers varies. Interns are assigned to shifts and must staff a minimum of two shifts per month, while residents, when

available, respond to calls as needed. The project team sampled shift schedules and daily watch sheets, which record the number of personnel actually reporting for duty for each shift. While watch sheets were available for a twelve-month period, the monthly schedules were not. The sample consisted of the first seven days of each month from May through November 2004. The table, which follows, presents the results of the sample.

	<b>Number of Shifts</b>	<b>Percentage of Sample</b>
Sample Size	51	100%
100% of Scheduled Staff Reporting	23	45%
More Personnel Reporting Than Scheduled	18	35%
Less Personnel Reporting than Scheduled	10	20%

The points, which follow, provide a brief discussion of the information presented in the table.

- As the table shows, 45% of the shifts sampled had 100% of the scheduled staff reporting.
- Of the 51 shifts, 18 shifts (or 35%) had more personnel reporting than scheduled. Approximately 17% of the 18 shifts had two additional personnel, 72% had 1 additional person, and 11% had 0.5 additional coverage (e.g., an additional person who worked a 12-hour shift).
- There were 10 shifts (20%) in the sample for which there were less personnel reporting than scheduled. One shift had a person for partial coverage (a portion of the 24 hour shift). Of the 10 shifts, 7 shifts (or 70%) were short by one person and 2 of the 10 shifts were short 2 or more people.

The section, which follows, presents a summary of the shift attendance of volunteers.

## **(2) Shift Attendance of Residents and Interns**

Payroll statements for the WFPD were reviewed to determine the number of shifts attended by the Interns and Residents. The sample consisted of ten months, from January 2004 through October 2004 and included the position, employee name,

number of shifts worked and the total dollar amount paid. The table, below, presents the average number of shifts worked by type of position for the sample period.

Date	Residents		Intern	
	Total No. of Shifts	Ave. No. of Shifts per Resident	Total No. of Shifts	Ave. No of Shifts Per Intern
January	26.00	2.89	87.00	3.22
February	28.46	2.59	52.91	2.12
March	35.48	2.96	93.81	4.08
April	27.00	2.25	79.54	2.95
May	27.12	2.26	67.75	2.42
June	55.35	4.61	123.15	5.35
July	39.21	4.36	92.93	4.22
August	34.00	4.25	105.00	5.00
September	37.38	4.67	85.61	4.51
October	29.04	3.63	85.67	5.04
<b>Total</b>	<b>339.04</b>	<b>3.36</b>	<b>873.36</b>	<b>3.76</b>

As the table shows, on average, Intern volunteers worked approximately 3.76 shifts each per month and resident volunteers worked an average of 3.36 shifts per month.

### **(3) Volunteer Turnover**

The WFPD provided the project team with information regarding the status of resident volunteers for a 10 months period. This information included the position, employee name, status as of November 1, 2003, and status as of August 15, 2004. The table, below, provides a summary of this information.

Position	Active Member	No Longer w/ WFD	Total
Assistant Chief	1	0	1
Deputy Chief	1	0	1
Captain	6	4	10
Battalion Chief	1	1	2
Line Volunteer	19	7	26
<b>Total</b>	<b>28</b>	<b>12</b>	<b>40</b>

As the table shows, from November 1, 2003 through August 15, 2004, the WFPD lost 12 volunteers. This is a turnover rate of 30%.

The section, which follows, presents available workload for the WFPD.

## **5. WFPD WORKLOAD AND SERVICE LEVELS**

This section provides the various workload indicators of the WFPD including the summary of calls for service, response times, the number of calls for service, as well as the number of incidents responded to by the resident volunteers. This included the following data:

- Total summary of calls for service by type;
- Response times;
- Calls for service by time of day and day of week;
- Apparatus runs by time of day and day of week; and
- Response to calls by resident volunteers.

The primary workload indicators for the WFPD were developed from calls for service information maintained by the WFPD for calls occurring from January 2004 through November 2004. Additionally, the project team utilized calls for service information provided by the EGCSO to develop response time averages and number of apparatus runs. The EGCSO was able to provide information for January 1, 2004 through June 30, 2004 and calendar year 2003.

### **(1) Calls for Service by Type**

The following table shows the total number of calls for service by month experienced by the WFPD based on the calls for service data provided by the WFPD by incident type for January 1, 2004 through November 30, 2004.

<b>Total Number of Calls by Month by Type for January 2004 through November 2004</b>							
<b>Month</b>	<b>False Call</b>	<b>Fire</b>	<b>Medical</b>	<b>N/A</b>	<b>Other</b>	<b>Total</b>	<b>% of Total</b>
January	1	10	26	0	8	<b>45</b>	<b>9%</b>
February	0	8	27	0	9	<b>44</b>	<b>9%</b>
March	0	7	31	0	7	<b>45</b>	<b>9%</b>
April	0	16	31	0	5	<b>52</b>	<b>10%</b>

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Total Number of Calls by Month by Type for January 2004 through November 2004							
Month	False Call	Fire	Medical	N/A	Other	Total	% of Total
May	0	20	20	2	2	44	9%
June	0	17	34	0	7	58	11%
July	0	18	31	0	4	53	10%
August	0	13	18	0	4	35	7%
September	0	14	35	3	2	54	11%
October	0	5	26	0	8	39	8%
November	0	4	30	0	4	38	7%
<b>Total</b>	<b>1</b>	<b>132</b>	<b>309</b>	<b>5</b>	<b>60</b>	<b>507</b>	<b>100%</b>
<b>% of Calls</b>	<b>0%</b>	<b>26%</b>	<b>61%</b>	<b>1%</b>	<b>12%</b>	<b>100%</b>	

As the above table shows, approximately 26% of calls for service responded to by the WFPD were for fire calls and 61% were medical calls. The total number of calls for service for 11 months was 507.

**(2) Calls for Service by Time of Day and Day of Week**

The table, which follows, presents the calls for service occurring between January 1, 2004 through November 30, 2004 based on the data provided by the WFPD.

Number of Incidents by Time of Day by Day of Week from January 2004 through November 2004										
Hour	Sun.	Mon.	Tues.	Wed.	Thur.	Fri.	Sat.	Total	Ave. No. / Calls	% of Calls
0000	0	0	2	1	2	1	3	9	0.0	2%
0100	2	1	0	0	1	1	0	5	0.0	1%
0200	2	2	1	1	1	2	3	12	0.0	2%
0300	0	2	1	1	0	0	3	7	0.0	1%
0400	0	0	1	0	0	0	2	3	0.0	1%
0500	1	3	0	3	1	0	3	11	0.0	2%
0600	0	2	3	1	1	5	1	13	0.0	3%
0700	1	3	9	3	0	3	2	21	0.1	4%
0800	3	4	3	2	4	3	2	21	0.1	4%
0900	7	2	1	9	2	4	2	27	0.1	5%
1000	1	6	3	12	7	6	5	40	0.1	8%
1100	4	0	3	4	5	4	3	23	0.1	5%
1200	4	6	1	8	6	5	2	32	0.1	6%
1300	3	6	2	4	6	2	5	28	0.1	6%
1400	2	4	3	4	3	5	7	28	0.1	6%
1500	5	4	6	3	5	3	2	28	0.1	6%
1600	6	3	7	6	9	4	6	41	0.1	8%
1700	2	2	0	5	3	5	8	25	0.1	5%
1800	8	7	3	6	5	4	3	36	0.1	7%

Number of Incidents by Time of Day by Day of Week from January 2004 through November 2004										
Hour	Sun.	Mon.	Tues.	Wed.	Thur.	Fri.	Sat.	Total	Ave. No. / Calls	% of Calls
1900	0	1	2	4	2	6	6	21	0.1	4%
2000	1	4	4	6	2	5	4	26	0.1	5%
2100	3	2	2	1	2	3	2	15	0.0	3%
2200	1	1	4	2	1	4	4	17	0.0	3%
2300	2	1	4	2	4	5	0	18	0.0	4%
<b>Total</b>	<b>58</b>	<b>66</b>	<b>65</b>	<b>88</b>	<b>72</b>	<b>80</b>	<b>78</b>	<b>507</b>	<b>1.4</b>	<b>100%</b>
<b>Ave. No of Calls</b>	<b>1.1</b>	<b>1.3</b>	<b>1.2</b>	<b>1.7</b>	<b>1.4</b>	<b>1.5</b>	<b>1.5</b>	<b>9.7</b>		
<b>% of Calls</b>	<b>11%</b>	<b>13%</b>	<b>13%</b>	<b>17%</b>	<b>14%</b>	<b>16%</b>	<b>15%</b>	<b>100%</b>		

The WFPD responds to an average of 1.4 calls for service per day.

**(3) Response Times**

As noted, the EGCSD provided calls for service data, which included detailed incident information including response times, units, locations, incident type, etc. The table, which follows, shows the average response time (from receipt of call to on scene) by WFPD units by year. Data for 2004 includes incidents from January 1 through June 30, 2004. The average unit response time is presented in minutes.

Average Response Time By Unit (In Minutes)		
Unit	2004	2003
Engine 81	9.10	9.42
Engine 83	10.39	-
Engine 84	10.42	9.64
Grass 81	8.78	12.13
Grass 83	-	9.37
Rescue 81	11.83	7.13
Squad 81	7.34	10.20
Squad 82	11.53	9.88
Squad 83	-	10.11
Squad 84	-	9.89

The table, which follows, presents the average response time for units responding into the WFPD from other agencies.

<b>Average Response Time By Unit (In Minutes)</b>		
<b>Unit</b>	<b>2004</b>	<b>2003</b>
BC10	15.67	-
E45M	-	11.50
E73M	16.55	-
M45M	-	5.60
M46M	17.88	12.78
M59M	-	3.58
M71M	-	3.62
M73M	11.94	8.38
M76M	-	11.68
<b>Average</b>	<b>15.51</b>	<b>8.16</b>

As the above table shows, the average response time for units responding from other agencies is 15.51 minutes for incidents occurring between January 1, 2004 and June 30, 2004. The average response time for outside agencies responding into the WFPD for calendar year 2003 was 8.16 minutes.

Response data was also reviewed to determine the average response time by call type. The table, which follows, presents the average response time by call type for incidents occurring January 1 though June 30, 2004 and for calendar year 2003.

<b>Average Response Times by Type of Call</b>		
<b>Type of Call</b>	<b>2004</b>	<b>2003</b>
ALS	9.88	9.04
BLS	10.90	9.42
Grass Fire	7.55	10.71
Structure Fire	10.91	9.21
Other	9.61	9.73
<b>Average</b>	<b>9.59</b>	<b>9.42</b>

The section, which follows, shows the resident responses for incidents occurring between January 1 and November 30, 2004.

**(4) Resident Volunteer Responses**

The WFPD provided the project team with the information regarding the calls for service data. This included the number of resident volunteers responding to each call

occurring between January 1 and November 30, 2004. The table, which follows presents the average number of resident volunteers responding to incidents by time of day and day of week for the aforementioned time period.

Hour	Sun.	Mon.	Tues.	Wed.	Thurs.	Fri.	Sat.	Average
0000	0	0	1	0	1	0	5	1
0100	4	1	0	0	3	0	0	1
0200	3	3	10	2	2	0	2	3
0300	0	7	12	1	0	0	4	3
0400	0	0	5	0	0	0	3	1
0500	3	4	0	2	2	0	6	3
0600	0	5	3	3	1	4	10	4
0700	3	5	4	7	0	3	5	4
0800	7	5	4	3	4	6	5	5
0900	5	3	2	4	7	3	7	4
1000	0	3	3	3	5	3	8	4
1100	7	0	4	3	10	3	6	5
1200	8	3	0	2	5	4	5	4
1300	4	6	4	4	3	2	6	4
1400	9	3	4	3	3	4	7	5
1500	7	5	3	4	4	6	6	5
1600	11	5	2	4	2	4	5	5
1700	5	3	0	7	1	6	4	4
1800	5	6	6	7	4	7	6	6
1900	0	8	11	7	4	5	4	5
2000	7	6	8	7	5	6	4	6
2100	6	8	5	0	5	4	1	4
2200	7	2	3	7	8	5	4	5
2300	2	2	2	1	3	6	0	2
<b>Average</b>	<b>4</b>	<b>4</b>	<b>4</b>	<b>3</b>	<b>3</b>	<b>3</b>	<b>5</b>	<b>4</b>

The points, which follow, provide a brief discussion of the information presented in the table.

- On average, the WFPD has between 3 and 5 resident volunteers responding to calls.
- The highest average of residents responding to calls by day of the week is Saturday with an average of 5 Resident volunteers.
- By time of day, the lowest average number of resident volunteers responding to calls is between 11:00 pm and 5:00 am.

The table, which follows, presents the number of resident volunteers responding by type of call for incidents occurring between January 1 and November 30, 2004.

<b>Number of Residents Responding by Call Type for January through November 2004</b>							
<b>No. of Res.</b>	<b>False Call</b>	<b>Fire</b>	<b>Medical</b>	<b>N/A</b>	<b>Other</b>	<b>Total</b>	<b>% of Calls</b>
0	1	13	30	3	13	60	12%
1	0	12	31	0	3	46	9%
2	0	13	40	0	2	55	11%
3	0	12	27	0	5	44	9%
4	0	10	32	0	7	49	10%
5	0	19	49	0	6	74	15%
6	0	10	26	0	11	47	9%
7	0	11	28	0	3	42	8%
8	0	6	21	0	4	31	6%
9	0	8	8	0	0	16	3%
10	0	7	8	0	0	15	3%
11	0	4	1	0	0	5	1%
12	0	4	0	0	2	6	1%
13	0	1	2	0	1	4	1%
14	0	0	1	0	1	2	0%
16	0	2	1	0	2	5	1%
18	0	0	1	0	0	1	0%
<b>Total</b>	<b>1</b>	<b>132</b>	<b>306</b>	<b>3</b>	<b>60</b>	<b>502</b>	<b>100%</b>
<b>% of Calls</b>	<b>0%</b>	<b>26%</b>	<b>61%</b>	<b>1%</b>	<b>12%</b>	<b>100%</b>	

As the table shows, resident volunteers responded to approximately 88% of the incidents occurring between January 1 and November 30, 2004. Over 50% of the calls had between 1 and 5 resident volunteers.

The section, which follows, presents a brief discussion of training and fire prevention activities.

## **6. WFPD TRAINING**

The WFPD provided the project team with a drill report, which contains by employee, the date and type of training and / or drill session attended from January 1 through June 30, 2004. The table, which follows, provides a brief summary of the date, type of training and number of attendees.

<b>Date</b>	<b>Training Session / Drill</b>	<b>No. of Attendees</b>
01/05/04	Officer's Meeting	8
01/13/04	Respiratory Compliance	18
01/17/04	Pre and Post Trip Inspections	17
02/02/04	Officer's Meeting	9
02/17/04	Engine Company Evolution / Hoselay	17
02/21/04	WT / Liveline and Wyed Line Evolution	16
03/01/04	Officer's Meeting	7
03/16/04	Hazard Communications / Live Fire Exercise	13
03/20/04	Water Rescue Awareness	14
04/05/04	Officer's Meeting	6
04/13/04	Ventilation	15
04/17/04	Wildland / Structure Protection / Fire Shelter	12
05/03/04	Officer's Meeting	7
05/11/04	MCI	12
05/15/04	Vehicle Extrication	12
06/07/04	Officer's Meeting	6
06/15/04	ICS / EMS	13
06/19/04	PPE / Portable Fire Pumps	5
<b>Total</b>		<b>207</b>

As the table shows, the WFPD had eighteen training and/or drill sessions, which includes six officer's meetings. Thirty-two different resident volunteers or interns attended training sessions. On average, each person attended 6.46 training sessions.

## **7. SUMMARY OF WFPD CONTRACTS WITH ELK GROVE COMMUNITY SERVICES DISTRICT**

As previously discussed, the Wilton Fire Protection District contracts with the Elk Grove Community Services District for management, fire prevention, as well as fleet maintenance services. The table, which follows, presents a summary of the contracts between the WFPD and the EGCSO.

<b>Contract Service</b>	<b>Compensation</b>	<b>Summary</b>
Fire Prevention Services	WFPD will pay the EGCSO the current average 1.5 times rate of EGCSO For Prevention Division staffing currently \$45.00 per hour/	<ul style="list-style-type: none"> <li>As requested by the Fire Chief, the EGCSO will provide any work related to Fire Prevention, Investigations, and Fire Station Project Management.</li> <li>The term of this Agreement is from July 1, 2003 through December 31, 2004.</li> </ul>

<b>Contract Service</b>	<b>Compensation</b>	<b>Summary</b>
Day-to-Day Operational Commander	WFPD will pay the EGCSO \$4,826 per month during the term of the agreement and \$200 per meeting for board meetings, special meetings and weekend meetings.	<ul style="list-style-type: none"> <li>• As part of the contract amount, the EGCSO agrees to provide the following:               <ul style="list-style-type: none"> <li>– Operational Commander (Chief Officer) on-premises or within District eight hours per day, three days per week;</li> <li>– Oversight of operations;</li> <li>– Vehicle and apparatus readiness, maintenance scheduling and follow up;</li> <li>– Supply Battalion Chief on all fires, vehicle accidents and hazardous materials incidents;</li> <li>– Training and documentation for both EMS and fire personnel.</li> <li>– Prepare reports to Board of Directors.</li> </ul> </li> <li>• EGCSO will provide other requests for services, which shall be charged at a time and materials basis and increased yearly based on actual costs.</li> <li>• The term if this Agreement is from May 1, 2004 through April 30, 2005.</li> </ul>
Fleet Maintenance	WFPD will pay \$26,000 annually to the EGCSO and will reimburse the EGCSO semi-annually for the entire cost of any parts, fluids, or other materials utilized for the maintenance of the WFPD vehicles.	<ul style="list-style-type: none"> <li>• The EGCSO will provide comprehensive Fleet Maintenance Services to WFPD, including:               <ul style="list-style-type: none"> <li>– Semi-annual preventive maintenance;</li> <li>– Unanticipated maintenance or repairs;</li> <li>– Annual pump testing; and</li> <li>– And other as needed and / or customary Fleet Maintenance Services necessary to maintain the fleet.</li> </ul> </li> <li>• The EGCSO shall provide WFPD with an annual financial and statistical report.</li> <li>• The EGCSO agrees to provide EGCSO reserve apparatus to the WD to replace their out of service front line apparatus.</li> <li>• The term of this Agreement is from June 1, 2003 through July 1, 2006.</li> </ul>

**8. WFPD COMMUNICATIONS AND DISPATCHING**

At present, the PSAP for the WFPD is the Sacramento County Sheriff's Office dispatch center. The call is transferred to the Sacramento Regional Fire Emergency Communication Center. That center then sets off the pagers for the WFPD to initiate the response.

The WFPD participates in the regional 800 MHz radio system: the Sacramento Regional radio Communication System. In addition, the WFPD has supplied 19

800 MHz radios to officers. In addition, the WFPD has 25 VHF (150 MHz) radios to enable interoperability with California Division of Forestry and Office of Emergency Services. The WFPD also has three mobile data terminals: one in vehicle #8101 assigned to the Fire Chief, one in the Deputy Fire Chief's vehicle, and the other in Engine 81.

## **9. FIRE PREVENTION**

The Deputy Fire Chief provides fire prevention services for WFPD. The Deputy Fire Chief works from 9 am to 12 noon Monday through Friday, and is responsible for plan checking of the simpler building permit plans, conducting the inspections of new construction to assure adherence to fire codes, and conducting the state-mandated inspections such as schools. Complex commercial plans or large developments such as the Ranch Equestrian Estates, are plan checked and inspected by the EGCSO.

The WFPD has nine facilities that are mandated by the State to receive fire code inspections including facilities such as a day care, elementary schools, a treatment center, etc. The project team reviewed fire prevention inspections records. The table, which follows, presents a summary of the records reviewed.

<b>Facility Number</b>	<b>Date of Inspection</b>	<b>Number of Violation</b>	<b>Date of Re - Inspection</b>	<b>Date of Inspection</b>	<b>Time Between Inspections (Years)</b>
1	09/08/03	23		03/02/01	2.48
2	06/20/00	0		07/12/99	0.93
3	10/30/93	4			
4	12/01/03	4		12/13/02	0.95
5	07/27/04	0		05/20/03	1.17
6	10/06/03	0		08/19/00	3.09
7	08/25/03	9		05/19/03	0.26
8	09/08/03	2	09/25/03	01/12/01	2.62
9	09/08/03	9	09/25/03	01/12/01	2.62
<b>Average</b>					<b>1.77</b>

The WFPD has documented fire inspections for nine facilities within the District's boundaries. The average frequency of these inspections is 1.77 years. However, facility number seven is excluded from the average, the frequency of inspection is 1.98 years.

## **10. EMERGENCY MEDICAL SERVICES**

Resident volunteers are provided with an introductory training of a 64-hour course in basic firefighting methods. This includes emergency medical services and CPR. In addition to this basic training, resident volunteers are expected to obtain and maintain CPR certification.

Some of the intern volunteers hired before November 2003 did not meet minimum qualifications, even though EMT-1D is a minimum requirement currently within the job description for Firefighter, Fire Engineer, and Fire Captain within the Standard Operating Procedures.

AED's are placed on all front-line apparatus.

EGCSD, the Sacramento Metropolitan Fire District, and the Galt Fire Protection District provide ALS. REACH Air Medical Services provides an ALS helicopter, one of the many helicopters available to the district.

## **11. AUTOMATIC AID AGREEMENT**

The Wilton Fire Protection District, along with fifteen fire services agency within the County of Sacramento signed the '*Agreement for Automatic Aid for the Delivery of Fire Protection and Emergency Medical Services within the Limits of the County of Sacramento.*' This agreement took effect on July 1, 1993. In addition the to Wilton Fire Protection District, the following agencies are parties to the agreement:

- American River Fire Protection District;

- County of Sacramento Department of Airports;
- Courtland Fire Protection District;
- Delta Fire Protection District;
- Elk Grove Community Services District Fire Department;
- Fair Oaks Fire Protection District;
- Florin Fire Protection District;
- Galt Fire Protection District;
- Herald Fire Protection District;
- Isleton Fire Protection District;
- City of Isleton Fire Department;
- Sacramento County Fire Protection District;
- Walnut Grove Fire Protection District;
- Wilton Fire Protection District;
- City of Folsom Fire Department; and
- City of Sacramento Fire Department and its contracting fire districts.

The above fire agencies agree to the following conditions, as part of the automatic aid agreement:

- To furnish fire district / department personnel, resources and facilities and to render such fire protection and emergency medical services to each other as may be necessary to suppress fire, disasters or to provide an appropriate and consistent full service emergency medical service system in an efficient manner without regard to jurisdictional boundaries.
- Such automatic aid shall be provided within the limits of the County of Sacramento; provide; however, that neither party shall be required to deplete unreasonably its own fire protection and emergency medical resources, personnel, services and facilities in furnishing such aid.

- Automatic aid provided under this agreement shall be limited to those incidents wherein the request for fire or emergency medical service was received by and processed through the Sacramento Regional Fire / EMS Communications Center in accordance with policies and procedures agreed to by the member agencies of the Communications Center.
- Any automatic aid extended under this agreement is done with the expressed understanding that the responsible local fire official in whose jurisdiction an incident requiring automatic aid has occurred shall remain in charge at such incident including the direction of such personnel and equipment provided through the operation of this agreement.
- In the event of a crash of aircraft owned or operated by the United States Government or military aircraft of any foreign nation within the area for which the United States Air Force normally provides fire protection, the Chief of the nearest Air Force Base Fire Department, or his representative, may assume full command upon his arrival at the scene of the crash.
- That this agreement for automatic aid shall constitute the sole consideration for the performance hereof and no party hereto shall be obligated to reimburse any other party hereto on account of any action taken or aid rendered hereunder, or for any use of material, damage to equipment or liability incurred, which may occur in the course of rendering the assistance herein provided for, subject to the conditions of any separate contractual agreements between specific agencies.
- This agreement shall remain in full force and effect from the date hereof until terminated by the parties hereto. Provided; however, any party hereto may withdraw from this agreement by giving thirty (30) days notice in writing to all other parties; subject to the conditions of any other contracts or agreements governing the delivery of emergency services.

These automatic aid agreements are essential to the WFPD. However, given the response time of these agencies into the service area of the WFPD, the WFPD needs to rely on its own staff and assets for an effective and timely first-in response.

### **3. RESIDENT AND INTERN VOLUNTEER SURVEY**

### **3. RESIDENT AND INTERN VOLUNTEER SURVEY**

The Matrix Consulting Group conducted a survey of resident and intern volunteers for the Wilton Fire Protection District to allow employees the opportunity to provide confidential input with regard to organizational, operational, and other issues within the District. Surveys were distributed to the all resident and intern volunteers. Of the 61 surveys that were distributed, 24 were received for a response rate of 39%. The points, which follow, provide a description of the survey instrument.

- While the survey was confidential, respondents were asked to indicate their assignment in the District. The table below presents the response rate by category.

<b>Position</b>	<b>No. of Respondents</b>	<b>% of Total Responses</b>
Captain	8	35%
Resident	9	39%
Intern	6	26%
<b>Total</b>	<b>23</b>	<b>100%</b>

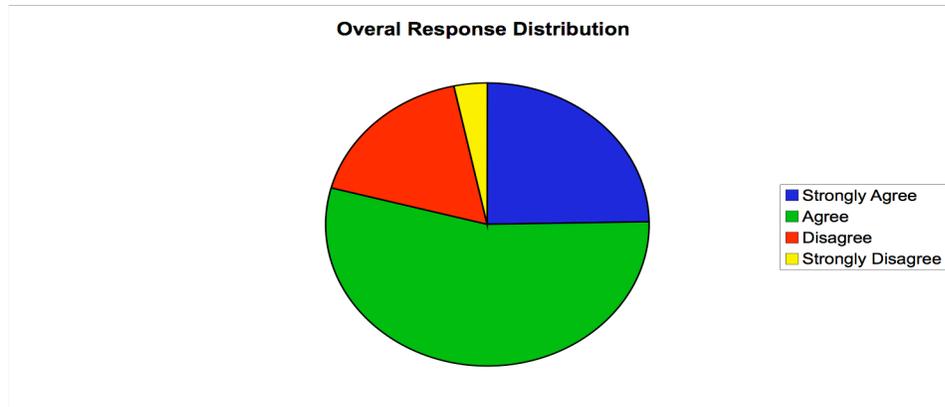
- The survey contained twenty-three statements to which respondents were asked to select one of the following responses: “no response,” “strongly agree,” “agree,” “neutral,” “disagree,” and “strongly disagree.” For purposes of analysis, each response was assigned a number; the lower the number the more positive the response.
- The statements were designed to provide a better understanding of the perceptions, attitudes, and opinions of District volunteers with respect to several key areas. The following points present a discussion of those sections.
  - Organization and Management: Respondents were asked to select a response to a variety of statements relating to organization and management issues, including issues such as policies and procedures, managerial support, internal communication, etc.
  - Fire, Rescue and EMS Operations and Deployment: The survey included statements regarding various aspects of fire, rescue and EMS operations and deployment, such as volunteer response, station locations, apparatus locations, and training.

- Resources: Volunteers were presented with a series of statements regarding the adequacy of resources which the resident and intern volunteers would need to perform their jobs, such as equipment, radios, apparatus, facilities conditions, etc.
- Volunteer Support and Recognition: Respondents were asked to select a response to statements regarding the Wilton Fire Protection District's support and recognition of volunteers.
- The final section of the survey included four open-ended questions, which provided respondents an opportunity to identify the key strengths and principal improvement opportunities for the WFPD, as well as ways in which the District could improve recruitment, retention and participation of volunteers.

The section, which follows, presents a brief overview of the results of the resident and intern volunteer survey. Provided at the end of this chapter are the detailed results for the survey, which includes the actual response for each statement provided in the resident and intern volunteer survey.

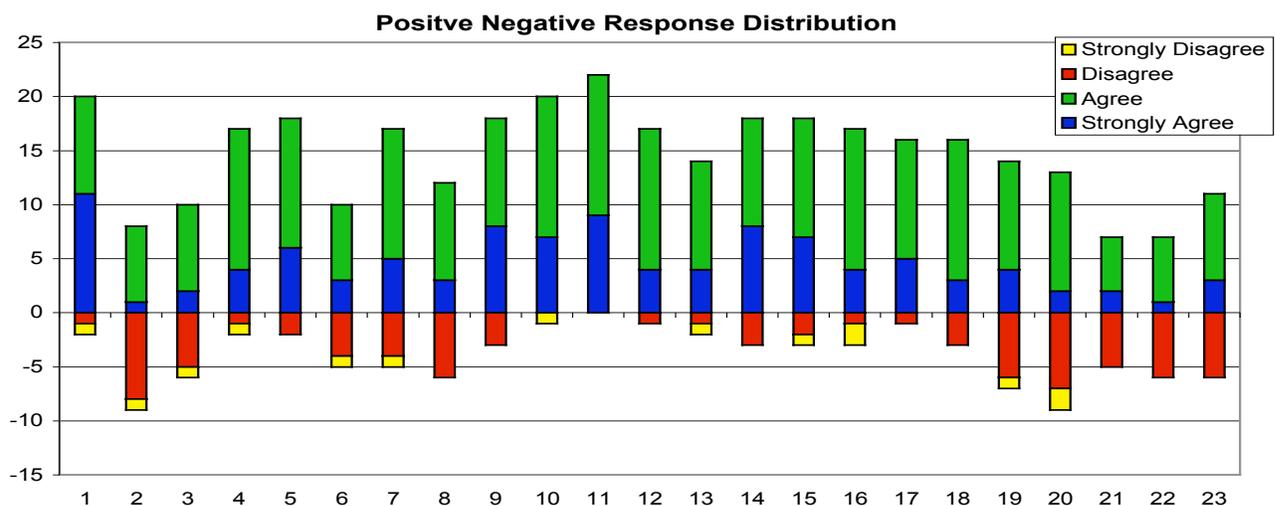
## **1. GENERAL FINDINGS**

In reviewing the results to the quantitative responses in the first section of the resident and intern survey, it is important to look at the pattern of responses for the entire group versus individual responses. The chart below summarizes the overall distribution of responses to statements to which employees were asked to select a response. It should be noted that the chart does not include responses where the employees selected “no response” or did not make a selection.



As the above chart illustrates, the majority of responses were positive with 79% of responses either “strongly agree” (25%) or “agree” (54%). On the other hand, slightly less than 3% of responses were “strongly disagree” and less than 18% were “disagree.”

To gain a more detailed sense of the responses from the statements by general topic of the employee survey (e.g., customer service, management and organization, tools and training, and communication and environment) it is useful to look in greater detail at the topics that elicited the strongest positive and negative responses. The chart, found below, plots the percentage of responses that were positive and negative responses for each topic area.



As noted, the chart above presents the positive – negative distribution of responses by topic areas. Overall responses were positive. The points, which follow, present a brief discussion.

- With respect to organization and management, 74% of responses were positive, with 25% of responses selected ‘strongly agree’ and 48% selected ‘agree.’
- In general responses regarding fire, rescue and EMS operations and deployment were positive with 30% of the responses being ‘strongly agree’ and 56% of the responses being ‘agree.’
- Responses to statements regarding the resources provided to resident and intern volunteers were generally positive with 21% of the responses being ‘strongly agree’ and 58% of responses being ‘agree.’
- Similarly respondents generally had positive perceptions with respect to statements relating to volunteer support and recognition, as 16% of responses were ‘strongly agree’ and 52% of responses were ‘agree.’

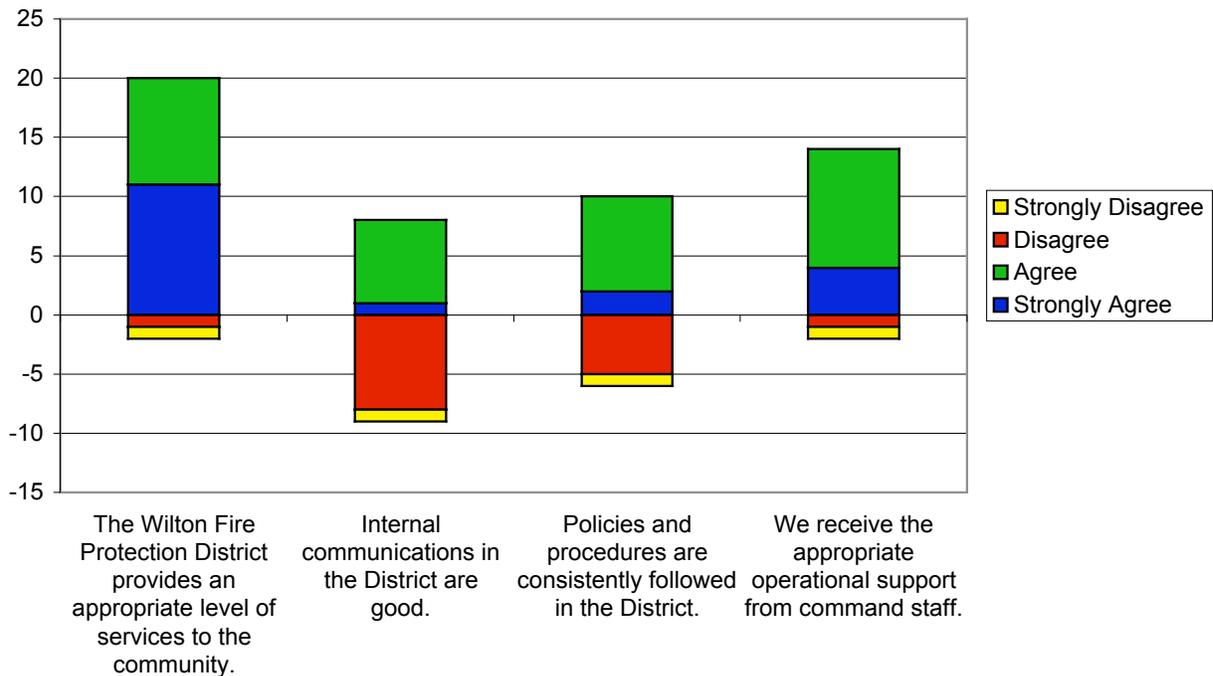
The positive - negative response distribution chart shows that overall the employees had positive perceptions and opinions.

The sections, which follow, provide a detailed discussion of the results of the resident and intern survey for each of the topic area as identified.

## **2. OVERALL, RESPONDENTS VIEWED ISSUES RELATING TO THE ORGANIZATION AND MANAGEMENT POSITIVELY.**

The resident and intern survey included several statements with respect to organization and management. The chart, below, provides a comparison of the responses for the WFPD.

**Organization and Management**



The points, which follow, provide a brief discussion of the results presented in the graph.

- In response to the statement, ‘The Wilton Fire Protection District provides an appropriate level of services to the community, 83% of respondents selected ‘agree’ or ‘strongly agree.’
- Approximately 33% of respondents selected ‘strongly agree’ or ‘agree; in response to the statement, ‘internal communications in the District are good, while 38% of respondents selected ‘disagree’ or ‘strongly disagree.’
- When provided the statement, ‘policies and procedures are consistently followed in the District,’ 42% of respondents selected ‘strongly agree’ or ‘agree,’ while 25% of the respondents selected ‘disagree’ or ‘strongly disagree.’
- Respondents had positive perceptions with respect to the statement, ‘we receive the appropriate operational support from command staff,’ with 58% of respondents selecting ‘strongly agree’ or ‘agree’ and 28% selecting ‘neutral.’

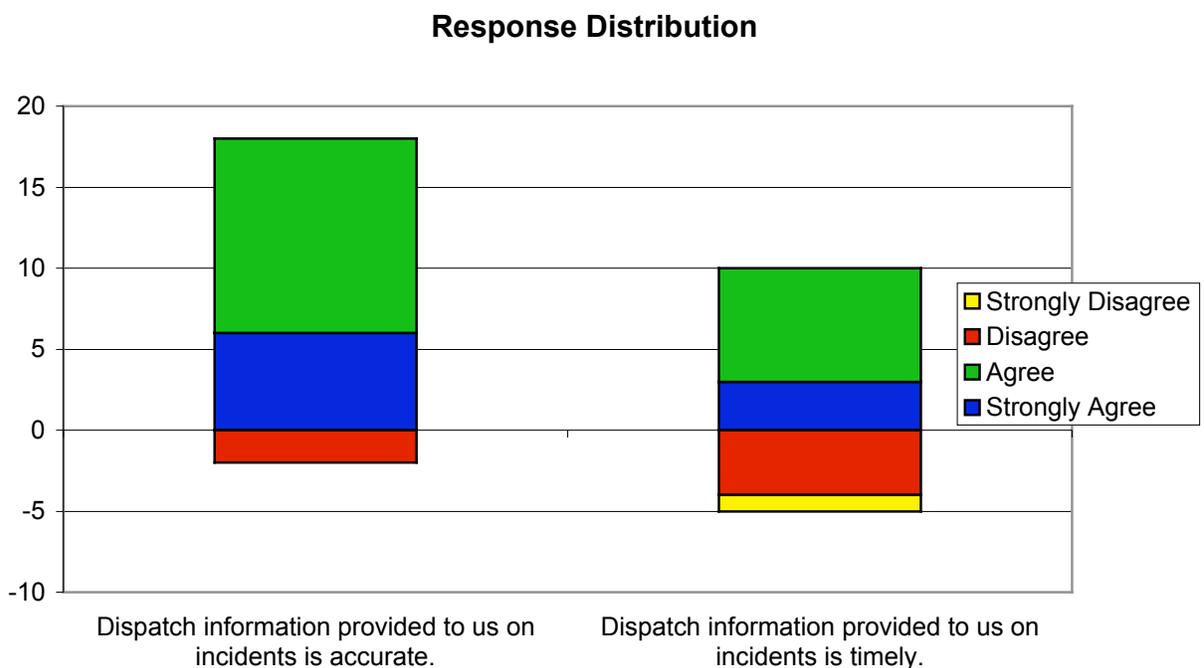
Overall, respondents maintained positive perceptions and attitudes with respect to the general organization and management of the Wilton Fire Protection District.

### 3. RESPONDENTS HAD POSITIVE ATTITUDES WITH RESPECT TO FIRE, RESCUE AND EMS OPERATIONS AND DEPLOYMENT.

Statements relating to management and organization were reviewed. As previously noted, overall, responses were positive. This section provides the detailed results by each statement relating to management and organization.

#### (1) Respondents Had Mixed Perceptions With Respect to Information Received by Dispatch.

Resident and intern volunteers were asked to respond to two statements regarding their interaction with dispatch. The Chart, which follows, shows the response distribution for the two statements.



As the above chart illustrates, overall respondents viewed their interaction with dispatch positively. The points below discuss the responses in more detail.

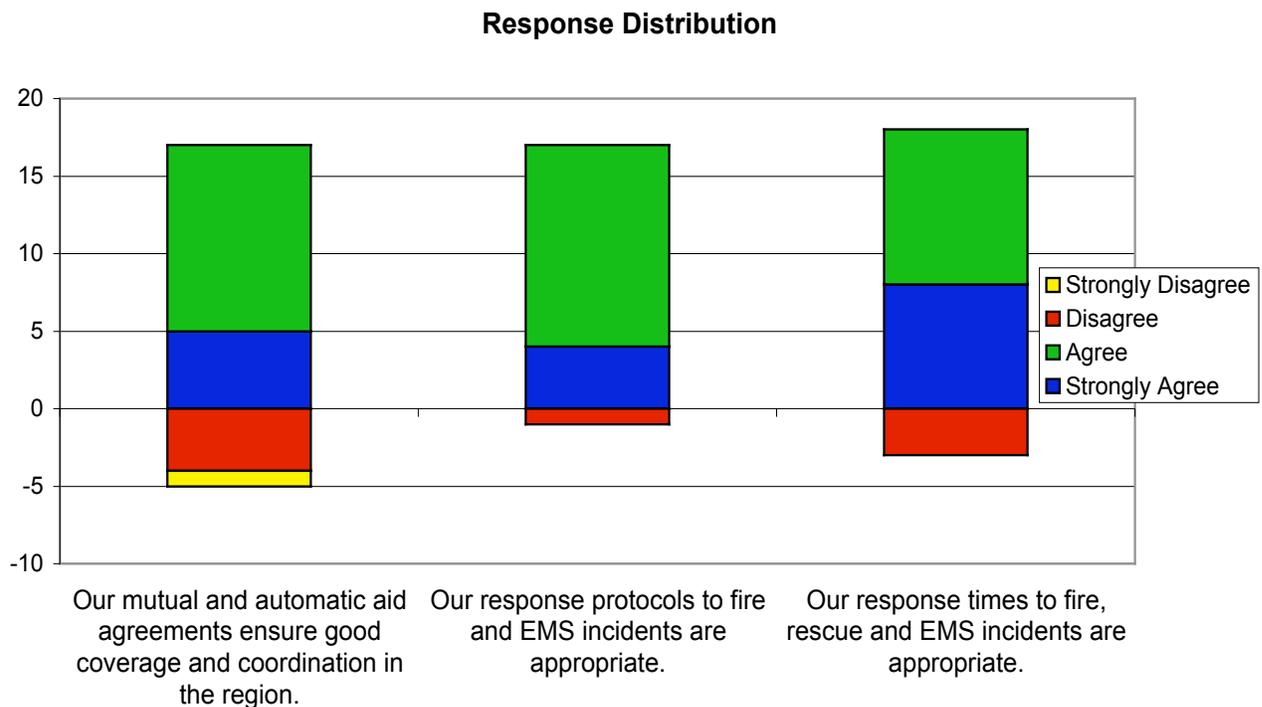
- With respect to the statement, 'dispatch information provided to us on incidents is accurate,' 75% of respondents selected 'strongly agree' or 'agree' and 13% selected 'neutral.'

- In response to the statement, 'dispatch information provided to us on incidents is timely,' respondents had mixed attitudes with 42% selecting 'strongly agree' or 'agree,' 38% selecting 'neutral,' and 21% selecting 'disagree' or 'strongly disagree.'

While the majority of respondents viewed the accuracy of information provided by dispatch positively, respondents had mixed attitudes with respect to the timeliness of information provided to them.

**(2) Residents and Interns Were Asked to Evaluate Statements Relating to Mutual and Automatic Aid, As Well As Response Protocols.**

The survey included a series of statements relating to mutual and automatic aid agreements, as well as statements about response protocols and response times. The graph, which follows, shows the response distribution for the statements.



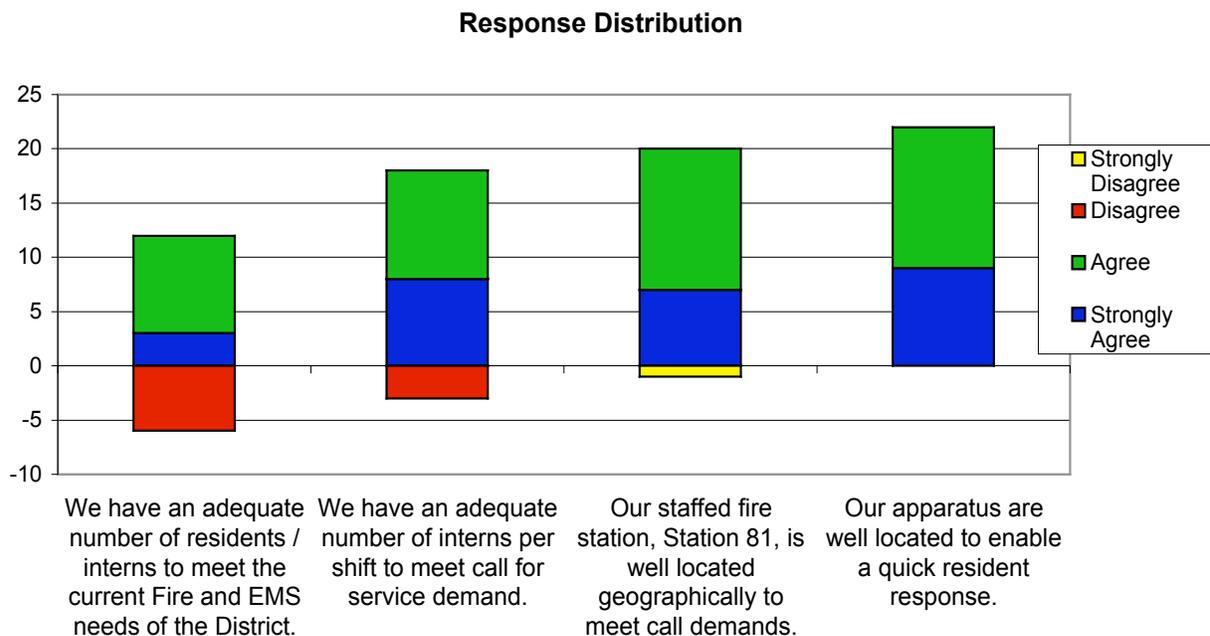
The points, which follow, provide a discussion of the information presented in the chart.

- In response to the statement, ‘our mutual and automatic aid agreements ensure good coverage and coordination in the region,’ 71% of respondents selected ‘strongly agree’ or ‘agree,’ while 21% of respondents selected ‘disagree’ or ‘strongly disagree.’
- When provided the statement, ‘our response protocols to fire and EMS incidents are appropriate,’ 71% of respondents selected ‘strongly agree’ or ‘agree’ and an additionally 25% of respondents selected ‘neutral.’
- With respect to the statement, ‘our response times to fire, rescue and EMS incidents are appropriate,’ 75% of respondents selected ‘strongly agree’ or ‘agree,’ while 13% selected ‘neutral.’

Overall, respondents viewed regional response positively, as well as the Wilton Fire Protection District’s response protocols and response times.

**(3) Overall Respondents Viewed Station and Apparatus Location and the Number of Volunteers Positively.**

Respondents were asked to evaluate statements relating to the current station and apparatus locations, as well as the number of residents and interns responding to calls or staffing shifts. The chart, which follows, illustrates the distribution of responses.



The following points provide a discussion of the information presented in the chart above:

- When provided the statement, 'we have an adequate number of residents / interns to meet the current fire and EMS needs of the District,' 50% of respondents selected 'strongly agree' or 'agree', while 25% selected 'neutral,' and 25% selected 'strongly disagree' or 'disagree.'
- In response to the statement, 'we have an adequate number of interns per shift to meet call for service demand,' 75% of respondents selected 'strongly agree' or 'agree.'
- With respect to the statement, 'our staffed fire station, Station 81, is well located geographically to meet call demands,' 83% of respondents selected 'strongly agree' or 'agree.'
- In response to the statement, 'our apparatus are well located to enable a quick resident response,' 92% of respondents selected 'strongly agree' or 'agree' and 8% of respondents selected 'neutral.'

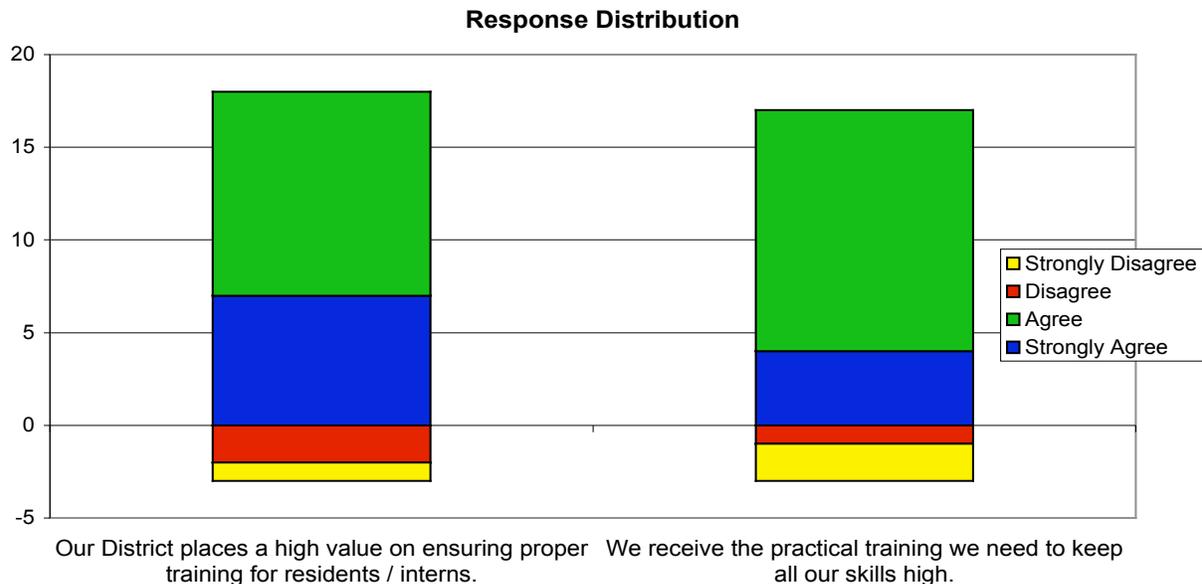
Respondents had mixed perceptions with respect to the adequacy of the number of residents and interns in the WFPD. On the other hand, respondents viewed the location of apparatus and the staffed station as well located. Additionally, respondents felt there were an adequate number of interns per shift to meet call for service demands.

#### **4. RESPONDENTS WERE ASKED TO EVALUATE STATEMENTS REGARDING THE RESOURCES THEY WERE PROVIDED TO PERFORM THEIR JOBS.**

Resident and interns were asked to evaluate statements about the resources available to them to perform their volunteer service, including training, equipment, apparatus, facilities, etc. The sections, which follow, present responses for each statement in greater detail.

**(1) Respondents Viewed the Training They Received Positively.**

Respondents were provided two statements relating to the training they receive as residents and interns with the WFPD. The chart, which follows, presents the response distribution for the statements relating to training.



The points, below, present a brief discussion of the results.

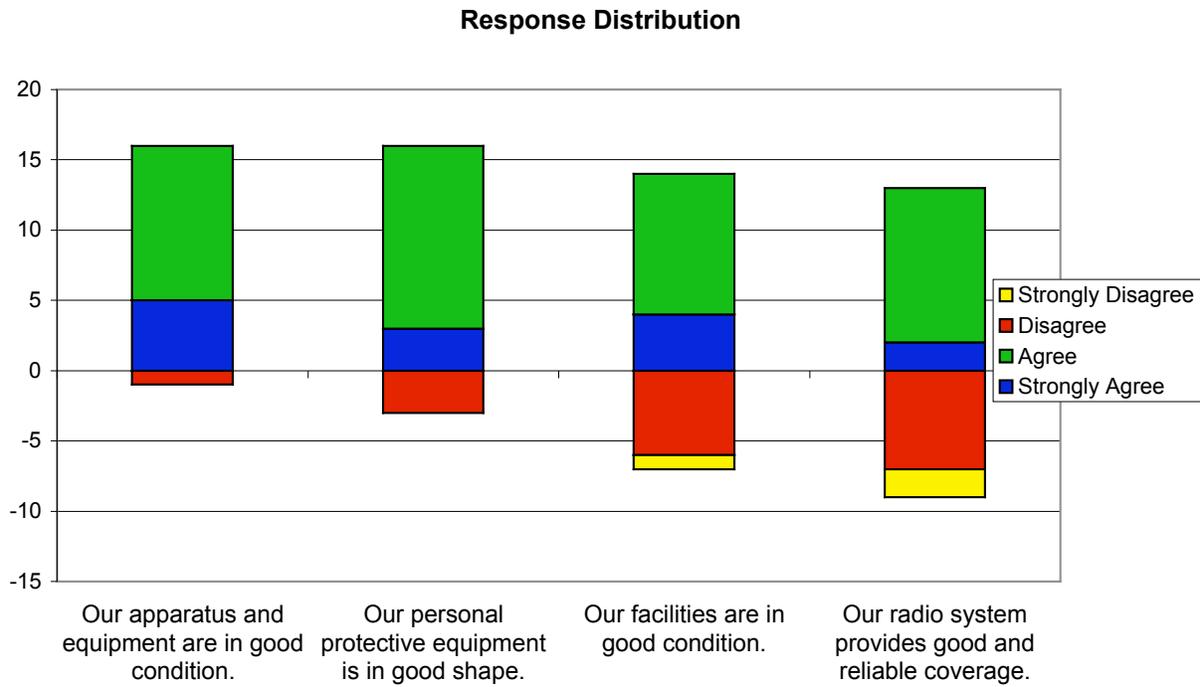
- In response to the statement, ‘our District places a high value on ensuring proper training for residents and interns,’ 75% selected ‘strongly agree’ or ‘agree’ with equal percentage (13%) selecting either ‘neutral’ or ‘strongly disagree’ and ‘disagree.’
- When provided the statement, ‘we receive the practical training we need to keep all our skills high,’ 71% of respondents selected ‘strongly agree’ or ‘agree’ and 17% selected ‘neutral.’

Respondents viewed the training provided by the WFPD positively.

**(2) Respondents Were Asked to Evaluate Statements Relating to Equipment, Apparatus, Facilities, and the Radio System.**

The resident and intern volunteer survey included several statements relating to the resources utilized by them, including apparatus and equipment, personal protective

equipment, facilities, and the radio system. The chart, which follows, presents the response distribution for each of the statements.



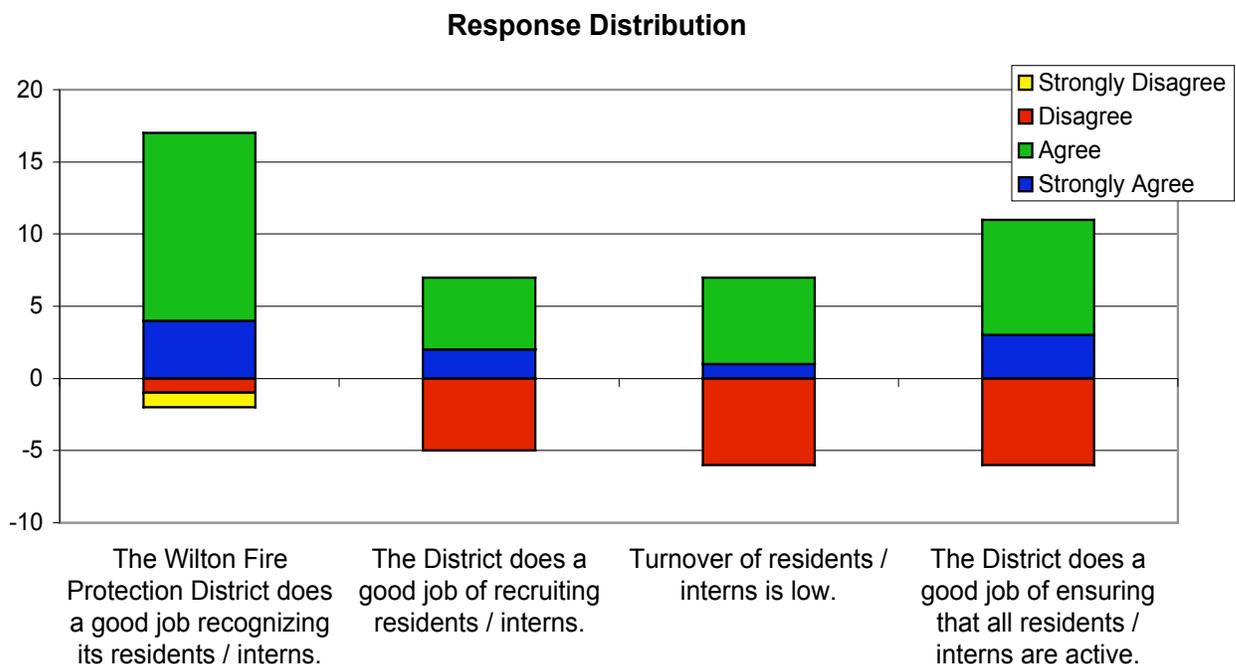
The points, which follow, present a discussion of the information presented in the graph.

- In response to the statement, 'our apparatus and equipment are in good condition,' 67% of respondents selected either 'strongly agree' or 'agree' and 29% of respondents selected 'neutral.'
- Similarly, 67% of respondents selected 'strongly agree' or 'agree' in response to the statement, 'our personal protective equipment is in good shape,' while 21% selected 'neutral' and 13% selected 'disagree' or 'strongly disagree.'
- When provided the statement, 'our facilities are in good condition,' 58% of respondents selected 'strongly agree' or 'agree,' while 29% selected 'strongly disagree' or 'disagree.'
- With respect to the statement, 'our radio system provides good and reliable coverage,' 54% of respondents selected 'strongly agree' or 'agree,' while 38% of respondents selected 'strongly disagree' or 'disagree.'

While there were some mixed attitudes with respect to the condition of the facilities, as well as the coverage provided by the radio systems, the majority of respondents had positive attitudes with respect to the apparatus and equipment, as well as the personal protective equipment they have.

**5. RESPONDENTS WERE PROVIDED SEVERAL STATEMENTS RELATING TO THE WILTON FIRE PROTECTION DISTRICT’S SUPPORT AND RECOGNITION OF VOLUNTEERS.**

The resident and intern volunteer survey included several statements relating to support of the District of resident and intern volunteers. Additionally, respondents were asked to evaluate statements relating to turnover, recruitment and recognition of resident and intern volunteers. The graph, which follows, presents the response distribution.



The points, which follow, present a discussion of the results presented in the graph.

- When provided the statement, ‘the Wilton Fire Protection District does a good job recognizing its residents / interns,’ 74% of respondents selected ‘strongly agree’ or ‘agree,’ while 17% selected ‘neutral.’
- In response to the statement, ‘the District does a good job recruiting residents / interns,’ 29% of the respondents selected ‘strongly agree’ or ‘agree,’ while 42% selected ‘neutral’ and 21% selected ‘strongly disagree’ or ‘disagree.’
- With respect to the statement, ‘turnover of residents / interns is low,’ 29% of respondents selected ‘strongly agree’ or ‘agree,’ while 33% selected ‘neutral’ and 25% selected ‘strongly disagree’ or ‘disagree.’
- When provided the statement, ‘the District does a good job of ensuring that all residents / interns are active,’ 46% of the respondents selected ‘strongly agree’ or ‘agree,’ while an equal percentage (25%) selected ‘neutral’ or ‘strongly disagree’ and ‘disagree.’

In general, residents and interns maintained mixed perceptions with respect to the recruitment, turnover and ensuring all residents / interns are active.

**6. RESIDENTS AND INTERNS WERE ASKED TO RESPONDED TO OPEN-ENDED QUESTIONS REGARDING KEY STRENGTHS AND OPPORTUNITIES FOR IMPROVEMENT.**

The final section of the resident and intern survey presented open-ended questions to which residents and interns were asked to respond. Resident and interns were asked to identify the key strengths and opportunities for improvement of the WFPD, as well as identify incentives that would improve retention and recruitment of residents / interns and encourage residents / interns to increase their level of participation. The table, which follows, presents common statements made by the survey respondents.

<b>What incentives might work to improve retention and recruitment of residents?</b>
<ul style="list-style-type: none"><li>• More professional atmosphere and management of the District.</li><li>• Better incentives, such as uniform allowance, better stipends, property tax discount, etc.</li><li>• Greater community presence of the Wilton Fire Protection District.</li><li>• Fire Explorers program which attracts local youth for participation in the District.</li></ul>

The table, below, presents the most common suggestions made by respondents with respect to incentives to enhance the level of participation of residents / interns.

<b>What incentives might be useful in encouraging residents / interns to enhance their level of participation (e.g., training, response to calls, etc.?)</b>
<ul style="list-style-type: none"><li>• Better training and access to joint trainings with other fire service providers in the area (e.g., Elk Grove)</li><li>• Financial incentives or non-monetary rewards for attending training.</li><li>• Equal and improved treatment of residents and volunteers.</li><li>• Reward for higher levels of participation</li><li>• Greater utilization of resident volunteers</li></ul>

The following table provides a summary of the key strengths of the WFPD as identified by the respondents.

<b>What are the most important strengths of the Wilton Fire Protection District?</b>
<ul style="list-style-type: none"><li>• Commitment and dedication of volunteers.</li><li>• Equipment and apparatus is in good condition.</li><li>• The Wilton Fire Protection District provides good service to the community.</li><li>• Strong leadership at the top of the District.</li></ul>

The table, below, presents the most common suggestions made by residents / interns with respect to the improvement opportunities facing the WFPD.

<b>What are the most important improvement opportunities facing the Wilton Fire Protection District?</b>
<ul style="list-style-type: none"><li>• Facilities need up dating and significant renovations.</li><li>• Better opportunities for training and joint trainings with other fire service agencies in the region.</li><li>• Improved response to automatic aid by the Wilton Fire Protection District.</li><li>• Better financial incentives and / or uniform allowance</li><li>• More formalized involvement of the residents.</li><li>• Better internal communication.</li></ul>

## **4. POPULATION AND CALLS FOR SERVICE PROJECTIONS**

## **4. POPULATION AND CALLS FOR SERVICE PROJECTIONS**

The project team collected data from the Sacramento Council of Governments (SACOG). This population projection data was provided by minor zone. The map of these minor zones is included as exhibits at the end of this chapter. This data dates from 1999, but is currently being updated as part of the “Blueprint Scenario for 2050” for the Sacramento Region by SACOG. In addition, the project team discussed short-term growth projected for the area with Sacramento County.

### **1. THE WFPD IS OUTSIDE THE SACRAMENTO COUNTY URBAN SERVICES BOUNDARY.**

Sacramento County adopted its current general plan in 1993. The County’s general plan is undergoing its first update since it was last adopted in 1993. This project is a minor update to the 1993 general plan and necessary to plan for growth in the next planning cycle (2004-2025) as well as addressing new emerging planning issues.

The general plan that was adopted in 1993 designated an urban service boundary (USB). The USB has been established as an ultimate boundary of urbanization in order to plan infrastructure improvements and to prevent urban encroachment onto farm and resource lands. Urban levels of infrastructure and services will not be provided to parcels located outside of the USB. Lands outside of the USB, including those within the WFPD, were determined to have limited holding capacity in terms of development. Agricultural areas such as those served by the WFPD cannot be included within the USB except under extraordinary circumstances.

The general plan also has a number of important policies regarding farmland and

agricultural resource protection. This includes policies such as the following:

- Protect important farmlands from conversion and encroachment and conserve agricultural resources; and
- Retain agricultural land holdings in units large enough to guarantee future and continued agricultural use.

Most of the land served by the WFPD is designated within the general plan as agricultural-residential, recreation, and general agriculture. The general plan defines these land uses as indicated below.

- **Agricultural-Residential.** The Agricultural-Residential designation provides for rural residential uses, such as animal husbandry, small-scale agriculture, and other limited agricultural activities. This designation is typical of established rural communities where between one and ten acres per unit is allowed, resulting in a development density of 2.5 to 0.25 persons per acre.
- **General Agriculture (20 acres).** This designation identifies land that is generally suitable for agricultural production with the specific intent to provide an opportunity for starter farms or large hobby farms. Much of the land in this category is classified as "statewide in significance", with soils generally in the class III and IV range. Approximately 30% of the land in this category is primarily suitable for grazing. The General Agriculture (20 acres) designation allows single-family dwelling units at a density no greater than 20 acres per unit. Uses other than agricultural production are not permitted.
- **Recreation.** The Recreation designation provides areas for active public recreational uses, including community parks, County parks, and activity areas within the American River Parkway. Some facilities types are too small or numerous to be identified on the Land Use Diagram, but they may be in the text of the Plan mapped at a more detailed scale. The Recreation land use designation may also apply to lands within floodplains in urbanizing areas.

The area served by the WFPD is largely agricultural-residential, recreation, and general agriculture. It lies outside of the urban service boundary. The intent of the County's general plan is that these areas remain agricultural-residential, recreation, and general agriculture. While the general plan is being updated, this intent does not appear to be changing in the update.

**2. POPULATION IN THE WFPD SERVICE AREA IS PROJECTED TO GROW BY 34% BY 2020.**

The project team contacted the Sacramento County Planning Department. Staff at the department provided population projections for the areas served by the WFPD.

Important points to note concerning the population projections are presented below.

- A population projection for a service area that was conterminous with the boundaries of the WFPD was not available. As a consequence, the project team utilized population projections for minor zones. Some portions of these minor zones are outside the area served by the WFPD.
- The population in these minor zones will increase significantly in percentage terms over the period from 2000 to 2020, but will not increase dramatically in real terms (see the table below). Important points to note regarding the population projections in the most populous minor zones are presented below the table.

Minor Zone	POPULATION BY YEAR				
	2000	2005	2010	2015	2020
786200	43	52	65	75	82
786210	675	681	690	712	743
794100	1,025	1,108	1,207	1,271	1,364
794110	262	277	315	378	418
794140	674	698	747	766	796
794150	707	825	964	1,139	1,273
794160	2,613	2,766	2,959	3,183	3,368
895030	-	-	-	-	-
<b>TOTAL</b>	<b>5,999</b>	<b>6,407</b>	<b>6,947</b>	<b>7,524</b>	<b>8,044</b>

- The population in the minor zone 794160 – bordered by CCTRR right of way and the Consumnes River to the west, Walmort Road to the south, Tavernor Road the east, and Apple Road to the north – is projected to grow by 755 or 29% from 2000 to 2020. The total population is projected to reach 3,368 by 2025. This area includes most of Dillard Road.
- The population in the minor zone 794150 – bordered by Hobday Road to the south, CCTR right of way and Tavernor Road to the west, and Clay Station Road to the east - is projected to grow by a population of 566 or 80% from 2000 to 2020. The total population in this minor zone is projected to reach 1,273 in 2025. This area includes the Ranch Equestrian Estates, and the population projections for this minor zone are understated in light of this development. With buildout of that subdivision, this minor zone will likely reach the population projected for 2025.

- The population projections for minor zone 794100 – bordered by Walmart Road to the south, CCTR right of way to the east, and the Consumnes River to the west – is projected to grow by a population of 339 or 33% from 2000 to 2020. The total population is projected to reach 1,364 by 2025.
- The other minor zones have a small population at present and will experience small amounts of real population growth from 2000 to 2025.

The total population in these minor zones is projected to increase from 5,999 in 2000 to 8,044 in 2005 or an increase of 34% or 2,045 population.

The table below presents the projected growth in housing units in the area served by the WFPD.

Minor Zone	2000	2005	2010	2015	2020
786200	13	15	18	21	23
786210	300	302	305	312	322
794100	341	369	402	423	453
794110	99	105	119	141	155
794140	223	231	246	252	262
794150	290	335	388	455	506
794160	904	959	1,021	1,102	1,165
895030	-	-	-	-	-
	2,170	2,316	2,499	2,706	2,886

As the table indicates, the number of housing units is projected to increase from an estimated 2,170 in 2000 to an estimated 2,886 in 2020. As noted previously, the number of housing units projected for minor zone 794150, the area that includes Ranch Equestrian Estates, are understated in light of this development. With buildout of that subdivision, this minor zone will likely reach the housing units projected for 2020.

**3. CALLS FOR SERVICE FOR THE WFPD WERE PROJECTED TO INCREASE AT THE SAME RATE AS POPULATION.**

The project team, utilizing current call for service data and the population projections, forecasted calls for service demand for the time frame from 2005 to 2020.

The points, which follow, provide a discussion of the information presented in the table below.

- The Wilton Fire Protection District handled 555 calls for service in 2004.
- Based on the annualized calls for service data for calendar year 2004, the Wilton Fire Protection District, on average, handles 1.52 calls for services per day.
- The estimated 2004 projected population for the WFPD was 6,332. This equates to 87.7 calls per service per 1,000 population.

The project team developed calls for service projections based on the relationship between calls for service and population. The chart, below, presents the projected number of calls for service in the five-year increments from 2005 through 2020 using 2004 as a base. These projections are presented in the table below.

	<b>2004</b>	<b>2005</b>	<b>2010</b>	<b>2015</b>	<b>2020</b>
Population	6,332	6,407	6,947	7,524	8,044
Calls for Service	555	561.57	608.90	659.48	705.06
CFS/1000 Population	87.65	87.65	87.65	87.65	87.65
CFS/Day	1.52	1.54	1.67	1.81	1.93

As the table indicates, the number of calls for service that the WFPD will need to respond to will increase from 555 in 2004 to an estimated 705 by 2025. The average number of calls for service per day will increase from an average of 1.5 in 2004 to 1.9 in 2020.



## **5. FIRE SERVICE GOALS**

## **5. FIRE SERVICE GOALS**

Before resolving the issues identified in the subsequent chapters, this chapter provides a general discussion regarding the “standards” and “community goals” which have been adopted by jurisdictions throughout the United States and serve as a baseline for determining optimal service levels for the WFPD.

In considering these goals, the role of the resident and intern volunteers in current and future service delivery should be recognized.

- Volunteers comprise almost three-quarters of the firefighters in the United States.
- The majority of fire departments in the United States are volunteer. Of the more than 26,000 fire departments in the country, 73% are all volunteer, 15% are mostly volunteer, 5% are mostly career, and 7% are all career.
- Small and medium sized communities rely heavily on volunteer firefighters. This is clearly reflected in the table below, that reflects the makeup of fire departments in 2001.

<b>Population Protected</b>	<b>Volunteer</b>	<b>Paid</b>	<b>Total</b>	<b>% Volunteer</b>
Under 2,500	391,350	7,200	398,550	98.2%
2,500 to 4,999	158,050	8,150	166,200	95.1%
5,000 to 9,999	107,900	12,300	120,200	89.8%
10,000 to 24,999	80,950	43,300	124,250	65.2%
25,000 to 49,999	25,050	43,000	68,050	36.8%
50,000 to 99,999	5,900	43,100	49,000	12.0%
100,000 to 249,999	5,250	43,300	48,550	10.8%
250,000 to 499,999	4,650	26,300	30,950	15.0%
500,000 to 999,999	5,500	34,200	39,700	13.9%
1,000,000 or more	100	32,750	32,850	0.3%

Volunteers comprise a significant amount of the fire departments and firefighters within this country and also in the WFPD.

The WFPD serves a rural community that is going to remain a rural community during the planning period. The project team defines a rural fire department using the following criteria:

- Serve largely rural communities that have highly dispersed populations;
- Have large jurisdictional boundary/response areas;
- Generally have longer turn-out times (3.5 to 5.5 minutes or greater) due to more distant proximity of volunteers to fire station(s);
- Generally have longer response travel times (6 to 13+ minutes);
- Have Insurance Service Office (ISO) ratings that are usually in the single 8, 9 or 10 rating range;
- Are made up of almost 100% volunteer fire personnel, many of whom do not reside in close proximity to the fire station(s); and
- Have mutual aid and automatic aid responses with relatively longer time frames due to increased travel distances between neighboring fire districts/volunteer organizations.

In addition, the statutory requirements for volunteer firefighters in California has been evolving. SB 1207 (Romero – approved by the legislature in 2001 and codified as California Labor Code Section 6303), which took effect on January 1, 2004, revised the Labor Code to define volunteer firefighters as “employees” for the purposes of the California Occupational Safety and Health Act. This law establishes new requirements for volunteer fire departments including:

- A requirement for an Injury and Illness Prevention Plan
- OSHA compliant PPE (including an annual pulmonary examination and “fit testing”) for all personnel
- Requirements for hazardous materials and confined space rescue training
- Department blood borne pathogen programs
- Hazard labeling; and
- Personal liability for managers and supervisors in the event of serious Labor Code violations

The development of the fire service goals for the WFPD needs to recognize the limitations in resources and the evolving nature of the volunteer fire service that impact service delivery by the WFPD.

**1. NFPA 1720 PROVIDES STANDARDS FOR VOLUNTEER FIRE DEPARTMENTS.**

NFPA #1720 (2004 edition) defines a volunteer fire company as one with volunteer emergency service personnel composing 85% or greater of the department membership. If the membership is 90% volunteer and 10% career, you're a volunteer department. A combination department is defined as one where neither volunteer nor career membership is greater than 85%. Using this definition, the WFPD is clearly a volunteer fire department.

The standards promulgated within NFPA 1720 cover a number of topic areas including the following:

- Fire suppression organization;
- Fire suppression operations;
- Intercommunity organization;
- Emergency medical services;
- Quality management;
- Special operations response;
- Safety and health systems;
- Incident management systems;
- Training systems;
- Communication systems; and
- Pre-incident planning.

NFPA #1720 does not specify a response time for initial attack for fire suppression unlike NFPA #1710. NFPA #1710 specifies a 4-minute response with 4 persons 90% of the time and the balance of the response (total of 15 persons) in 8 minutes.

The basic differences between NFPA #1710 and NFPA #1720 are portrayed below.

<b>Standard</b>	<b>NFPA #1710</b>	<b>NFPA #1720</b>
First-unit response time*	4 min./90%	N/A
Initial Full Assignment response time*	8 min./90%	N/A
First-unit staffing	4 minimum	N/A
Assignment staffing	14/15	5
Initial attack time	N/A	2 minutes/90%
Initial attack time	N/A	2 minutes/90%
Annual evaluation	Yes	No
Quadrennial report	Yes	No

\* Does not include 60-seconds turnout time or PSAP/911 call answer time

\* BLS response time is 4 minutes; ALS response time is 8 minute

There are clear differences in the standards for career fire departments and those of departments that are volunteer or mostly volunteer.

## **2. FIRE SERVICE GOALS RECOMMENDED FOR THE WFPD**

Any fire service goals adopted by WFPD should be based on reasonable and rational principles, ones that could be explained satisfactorily. These goals need to consider a number of factors that impact the effectiveness of the WFPD in providing effective services to its residents. These include such factors as the following:

- Fire prevention and public education program effectiveness;
- Built-in suppression capabilities or fixed fire protection systems in structures;
- The response time to calls for service;
- The availability, retention, and training of volunteers with the skills and knowledge needed to safely and effectively respond to emergencies;
- The readiness planning within the community in terms of plans and resources to

respond to fire emergencies; and

- Effective and timely dispatch or communication of the call for service to WFPD.

All of these factors suggest that there is more to the effectiveness of the WFPD than response time to calls for service.

### **(1) Goal For Response Time**

In rural areas, standards regarding response times must reflect the demographics of the area, call volume, density, and resources available. These standards should be based upon two key definitions. The first is a response time standard and the second is a staffing criterion that results in an effective response force.

Response times are a factor of a number of components including the following:

- Dispatch time – starts when the PSAP transfers the call to the Sacramento Regional Fire/EMS Communications Center and includes the time required to obtain information from the caller and activate paging and the teleprinter;
- Turnout Time - time required for fire-fighters to respond to the fire station, don protective clothing and get the fire apparatus moving out of the station;
- Travel Time - time required for fire apparatus to drive from the fire station to the scene of the emergency; and
- Response time - time elapsed from when the PSAP received the notification of an emergency until the first fire apparatus arrives on scene.

In considering an appropriate fire service goal for the WFPD, a number issues must be considered. These include the issues presented below.

- **The WFPD Serves A Rural Area.** Rural is usually used to describe areas with large open spaces, low to moderate population densities, typically remote from other areas, normally covered by fire districts as opposed to cities. Agricultural uses predominate, with low density residential and some service businesses. The WFPD serves approximately 6,300 residents in a 60 square mile service area. This is equivalent to a density of one person for each six acres.
- **The WFPD Is A Volunteer Fire Department.** WFPD relies on volunteers for its responses. These volunteers are comprised of resident volunteers at fire stations

#82, #83, and #84 (except for the fire season), and intern volunteers at station #81. The reliance on resident volunteers increases the turnout time since these volunteers are responding from their home or place of employment. Humboldt County, in preparing their average rural response structure fire response model for volunteer fire departments, built in an assumption that the turnout time interval would average 5 minutes. The impact of reliance on resident volunteers in the response time is clearly demonstrated in the data regarding the first unit on scene (engine, grass, rescue). The first unit on scene is presented for 2003 and 2004 were analyzed to determine the first on scene. Important points to note concerning the data are presented below.

- In 2003, apparatus from fire station #81, which is staffed with intern volunteers, were first on scene for 70% of the calls in the District. Units from the other three fire stations – which are staffed with resident volunteers - were each first on scene for approximately 10% of the calls.
- In 2004, apparatus from fire station #81, which is staffed with intern volunteers, were first on scene for 80% of the calls in the District. Units from the other three fire stations – which are staffed with resident volunteers - were each first on scene for approximately 4% to 8% of the calls depending on the station.

The reliance on resident volunteers at stations 82, 83 and 84 will increase response time. In developing fire service goals for the WFPD, the project team established a turnout time goal for station #81 of 1 minute and a goal of 5 minutes for stations #82, #83, and #84.

- **WFPD has a Low Call for Service Volume.** WFPD experienced 555 calls for service in 2004 or 1.5 calls for service per day. It is the norm for communities with this call volume to rely on volunteers.
- **The WFPD Lacks the Financial Resources To Convert to a Career Department.** At present, the WFPD's costs for resident volunteers and intern volunteers amounts to approximately \$170,000 annually. Staffing for a career two-person engine company at station #81 (and relying on resident volunteers to complement that staff) would almost triple that cost. That would exceed all of the budgeted salary and fringe benefit expenditures for the WFPD in fiscal year 2004-05 and require the dedication of 65% of the WFPD's budgeted revenue in fiscal year 2004-05. That level of expenditure would require the reduction of expenditures in service and supplies and capital outlay. In addition, the addition of a career two-person engine company would not improve the response time to calls for the WFPD since it would merely replace the existing intern volunteers that already staff station #81 on a 24/7 basis.

The fire service goals established for the WFPD need to recognize these limitations.

The project teams recommendations for response to calls for service for the WFPD are presented in the table below with an explanation of the goal presented below the table..

	<b>Resident</b>	<b>Intern</b>
Average call processing interval	1 minute	1 minute
Average volunteer response time to apparatus location combined with average turnout time interval	5 minutes	1 minute
Average travel time interval	3 minutes	7 minutes
Average response time total	9 minutes	9 minutes

- The response time goal to calls for service for the WFPD should be 9 minutes 75% of the time.
- Further, as the table notes, the turnout time for resident volunteers versus intern volunteers differs. The implication is that the interns – based at station #81 – will cover larger portions of the WFPD service area than the resident volunteers at station #82, #83, and #84 since their turnout time is less than resident volunteers.
- In compliance with NFPA #1720, the WFPD will, upon assembling the necessary resources at the scene, be able to initiate an attack of a structural fire within two (2) minutes 90% of the time.
- The response to structural fires should include 10 to 15 personnel at the scene of the structural fire within 9 to 11 minutes.
- In evaluating these goals, the WFPD should consider that the goal for the Sacramento Metropolitan Fire District to rural areas is 12 minutes for the first-in fire and ALS response unit and 20 minutes for the first-in medical unit, and that it meets the goals for first-in fire and ALS unit approximately 78% to 85% of the calls for service.

**(2) Goal For Built-In Suppression Capabilities.**

The Ranch Equestrian Estates have been constructed with a fire sprinkler system. This provides a built-in suppression capability.

The recommended goal for all new construction within the WFPD should be the requirement that all new construction include fire sprinklers given the limitations of water supply within the WFPD.

### **(3) Goal For Fire Prevention and Public Education**

Fire prevention and public education provides a very cost effective means of reducing loss of lives and property to fire. The recommended goals for the WFPD in the delivery of fire prevention and public education program are presented below.

- Conduct plan reviews and construction inspections of all new construction and remodel projects for fire code compliance.
- Establish and maintain a record system which tracks results of fire code enforcement. Publish periodic activity/progress reports to support the fire prevention program analysis.
- Expand the public education programs to the elementary schools, seniors, public presentations, homes, and businesses to reach a broader array of audiences in the WFPD.
- Inspect occupancies as recommended by the UFC to ensure fire code compliance.

### **(4) Goal for Pre-Fire Planning**

It is extremely important for WFPD to have a plan of operation if its few large occupancies were to catch fire or require other emergency measures. This would include the elementary schools, the day care facilities, the senior citizen facilities, etc.

None of these facilities have been thoroughly inspected and pre-planned in the event of fire.

The recommended goal for WFPD should be to develop pre-fire plans for the large occupancies within its service area. Pre-planning should include up-to date GIS information, maps, and as-built descriptions. The WPPD should conduct site inspections, develop computerized floor plan maps, finalize the emergency site plan, provide for routine re-inspection of these occupancies, and conduct drills in the response to fires at these occupancies.

**(5) Goal for Volunteer Recruitment, Retention, and Training**

Present levels of resident volunteers are extremely low compared to the actual personnel requirements on a “routine” structure fire. This is clear in the number of resident volunteers responding to fires in the time period from January to November 2004 as indicated in the table below.

<b>No. of Res.</b>	<b>Fire</b>	<b>% of Calls</b>
0	13	9.8%
1	12	9.1%
2	13	9.8%
3	12	9.1%
4	10	7.6%
5	19	14.4%
6	10	7.6%
7	11	8.3%
8	6	4.5%
9	8	6.1%
10	7	5.3%
11	4	3.0%
12	4	3.0%
13	1	0.8%
14	0	0.0%
16	2	1.5%
18	0	0.0%
<b>Total</b>	<b>132</b>	<b>100.0%</b>

As the table indicates, no resident volunteers responded to almost 10% of the calls for service, and there were six or more volunteers responding to 40% of the fire calls for service (that would supplement the 4 intern volunteers). In the first six months of 2004, only three volunteers responded to 50% or more of the calls for service, while only eight volunteers responded to 30% or more of the calls for service.

As additional resident volunteers are required to obtain maximum efficiency on scenes, the WFPD must continue to aggressively recruit new members and train them to nationally accepted standards. It is also determined that volunteers must be actively sought out to supplement the ability of intern volunteers. With the current staffing level

of active resident volunteers at approximately 16, an additional 14 resident (for a total of 30) are needed to maintain adequate levels of staffing for fire responses. This number would routinely provide for 10 to 12 firefighters to assist with larger fires and protracted scene operations, and would assist in reducing the workload per resident volunteer.

The most cost effective method for meeting WFPD resident volunteer needs once the minimum membership goal is reached is to retain the members already trained and oriented to WFPD operations. The WFPD must maintain a concerted effort to retain existing members through a constant evaluation of membership needs and desires.

The WFPD provides introductory training for new resident volunteers that consist of a 64-hour course in basic firefighting essentials. In addition to basic training, resident volunteers are expected to attend an annual average of 50% of the drills a month and maintain CPR certification. During the first six months of 2004, twelve different drills were scheduled. Fifteen volunteers met that requirement. Twelve volunteers did not meet that requirement: eleven of these twelve attended one-third or less of these drills. The WFPD must make a concerted effort to maintain the skills of its resident volunteers.

The recommended goals for the WFPD for resident volunteer recruitment, retention, and training include:

- Aggressively recruit resident volunteers to develop a total of 30 active volunteers to maintain an adequate level of staffing for fire responses.
- Maintain turnover of active resident volunteers at no more than 10% of the active membership per year; and
- Achieve attendance by active resident volunteers at 50% of the total drills hours annually.

**(6) Goal for Emergency Medical Services.**

The WFPD has a number of resources to provide emergency medical services.

These include the resources described below.

- Resident volunteers are provided with an introductory training of a 64-hour course in basic firefighting methods. This includes emergency medical services and CPR. In addition to this basic training, resident volunteers are expected to obtain and maintain CPR certification.
- Some of the intern volunteers hired before November 2003 did not meet minimum qualifications, even though EMT-1D is a minimum requirement currently within the job description for Firefighter, Fire Engineer, and Fire Captain within the Standard Operating Procedures.
- AED's are placed on all front-line apparatus.
- EGCSO, the Sacramento Metropolitan Fire District, and the Galt Fire Protection District provide ALS. REACH Air Medical Services provides an ALS helicopter, one of many helicopters available to the district.

The intern volunteers are the essential element for the WFPD to provide a timely and effective response to emergency medical calls for service since the intern volunteers are first on scene 70% to 80% of all calls for service.

The recommended goal for the WFPD for emergency medical services should be that all intern volunteers should be EMT – 1D certified, and resident volunteers should be first aid/CPR/AED certified.

**(7) Goal for Emergency Communications**

The WFPD has effective emergency communication assets – assets that the project team typically finds in much larger fire agencies. These include the assets described below.

- At present, the PSAP for the WFPD is the Sacramento County Sheriff's Office dispatch center. The call is transferred to the Sacramento Regional Fire Emergency Communication Center. That center then sets off the pagers for the WFPD to initiate the response.

- The WFPD participates in the regional 800 MHz radio system: the Sacramento Regional Radio Communication System. In addition, the WFPD has supplied 19 800 MHz radios to officers. In addition, the WFPD has 25 VHF (150 MHz) radios to enable interoperability with California Division of Forestry and Office of Emergency Services. The WFPD also has three mobile data terminals: one in vehicle #8101 assigned to the Fire Chief, one in the Deputy Fire Chief's vehicle, and the other in Engine 81.

However, the WFPD does not pay for the services received from the Sacramento Regional Fire Emergency Communication Center even though its calls for service amount to less than 1% of the calls dispatched by that center. As a consequence, the WFPD is not allowed to participate in emergency communication planning, nor vote regarding policies and procedures.

The goal of the WFPD should be to become a participant in the planning and a voting member in the Sacramento Regional Fire Emergency Communication Center.

**(8) Goal for Apparatus Replacement**

In the absence of a national standard outlining recommended replacement schedules, the project team recommends a schedule of 20 years for large fire apparatus, and 12 years for small utility type vehicles. It is also recommended that the WFPD fully fund apparatus and equipment depreciation at a level necessary to fund large equipment and apparatus replacement when appropriate. Much of the WFPD fleet meets these requirements, but some exceed these guidelines and are in poor condition.

In addition, the WFPD has a large fleet that will require a significant proportion of its limited financial resources to replace. The allocation of the apparatus by station is presented in the table below.

<b>Apparatus</b>	<b>Station Assignment</b>
Engine 81	81
Engine 281	81
Squad 81	81

<b>Apparatus</b>	<b>Station Assignment</b>
Squad 281	81
Rescue 81	81
Utility 81	81
Water Tender 81	81
Grass 81	81
Squad 82	82
Engine 83	83
Squad 83	83
Grass 83	83
Engine 84	84
Squad 84	84
Grass 84	84

Stations #83 and# 84 are each allocated three pieces of apparatus, and station 81 eight pieces of equipment (which includes two reserve apparatus). This reflects the lack of multi-purpose apparatus such as a combination squad and grass apparatus.

The goal of the WFPD regarding apparatus should include:

- Apparatus should be to replaced according to a schedule approved by the Board of the WFPD so that the fleet is capable of meeting service requirements, without significant downtime and a minimum of operating and maintenance expense.
- The extent of multi-purpose apparatus should be expanded and the size of the WFPD fleet reduced to reduce the replacement funding requirements.

**Recommendation: The Board of Directors of the Wilton Fire Protection District should consider the goals presented in this report, modify them as necessary, and adopt them.**

## **6. ANALYSIS OF CURRENT AND PROJECTED NEEDS**

## **6. ANALYSIS OF CURRENT AND PROJECTED NEEDS**

This chapter is focused on analyzing the current and projected organizational needs of the WFPD from the perspective of deployment and staffing, facilities and equipment. The sections, that follow, provide our findings, conclusions, and recommendations for addressing the goals presented in the previous chapter.

### **1. THE WFPD SHOULD ADOPT A MISSION.**

A mission has a number of purposes in the WFPD.

- It serves to provide policy direction to the staff of the organization enabling staff to carry out the policy intent of the Board of Directors;
- It defines the policy intent of the Board of Directors;
- It provides policy drivers to staff that set the direction and budget priorities for WFPD;
- It assists staff and the Board of Directors in resolving conflicts or gaps between the policy direction of the Board and the carrying out of the policy by staff.;
- It describes a picture of what the WFPD would like to achieve, should be stable and can be very long-term and difficult to achieve; and
- It should be inspiring, yet still specific enough to describe an end state.

Different fire departments have adopted different mission statements. For example:

- The mission of the Marin County Fire Department is to provide the highest level of life and property protection services through and aggressive fire control system, an integrated pre-hospital care system, fire prevention, public education, and emergency management.
- The mission of the Riverside Fire Department is to preserve and enhance the quality of life for the citizens of the City of Riverside. The fire department shall protect life, property, and the environment within the city through proactive life safety, community education and emergency services programs utilizing

responsible fiscal management, a highly trained work force, progressive technology and modern equipment.

The Board of Directors and the Fire Chief should collectively develop a mission statement that fits the unique circumstances and needs of the WFPD.

**Recommendation: The WFPD should develop a mission statement.**

**2. THE WFPD SHOULD INCREASE THE NUMBER OF ACTIVE RESIDENT VOLUNTEERS TO 30.**

The Matrix Consulting Group reviewed the current volunteer program of the Wilton Fire Protection District (WFPD). This included gathering and analyzing data regarding utilization and residents and intern turnover. The points, below, highlight several key elements of the Wilton Fire Protection District that point to the essential role that resident volunteers are likely to continue to play during the planning period for the master plan.

- **The Wilton Fire Protection District Is Not Projected To Increase Significantly In Population and Calls For Service During the Planning Period.** By 2025, the population is projected to increase to 8,055 and calls for service are expected to increase to 705, or 1.9 calls per day.
- **The WFPD Serves A Rural Area That Will Remain Rural During The Planning Period.** The WFPD serves approximately 6,300 persons in a 60 square mile service area or a density of one person for each six acres.
- **The WFPD Lacks The Financial Resources To Convert To A Career Department.** Staffing for a career two-person engine company at Station #81 would triple the cost of the District's expenditures for resident and intern volunteers, and require dedication of 65% of the WFPD's budgeted revenue in fiscal year 2004-05. That would require a reduction of expenditures in services and supplies and in capital outlay. In addition, a two-person engine company would not improve response time since it would merely replace existing intern volunteers that already staff station #81 on a 24/7 basis.

While resident volunteers are likely to continue to fulfill an essential role for the WFPD, there are clearly a number of challenges that face the District at present in its reliance on these resident volunteers. These challenges are presented below.

- No resident volunteers responded to almost 10% of the calls for service fires, and there were six or more volunteers responding to 40% of the fire calls for service (that would supplement the 4 intern volunteers). In the first six months of 2004, only three volunteers responded to 50% or more of the calls for service, while only eight volunteers responded to 30% or more of the calls for service.
- From November 1, 2003 through August 15, 2004, the WFPD lost 12 volunteers. This is a turnover rate of 30%.

The Blue Ribbon Report – *Preserving and Improving the Future of the Volunteer Fire Service*, issued in March 2004, stated “recruiting and retaining quality personnel continues to be the most important element in the overall success of a volunteer or combination fire department.”

The project team recommends that the WFPD take steps to address these challenges. In the previous chapter, the project team identified several goals for the WFPD in regards to resident volunteers. These goals included:

- Aggressively recruit resident volunteers to develop a total of 30 active volunteers to maintain an adequate level of staffing for fire responses.
- Maintain turnover of active resident volunteers at no more than 10% of the active membership per year; and
- Achieve attendance by active resident volunteers at 50% of the drills annually.

**Recommendation: The WFPD should increase the number of active resident volunteers to 30.**

**(1) The Compensation of Resident and Intern Volunteers Should Be Modified.**

The WFPD relies on resident and intern volunteers to deliver services. Resident volunteers are paid \$12/call. This includes drills. The annual cost to the District for the

compensation of these resident volunteers is \$40,000 annually. The interns or shift staff are paid based upon their classifications: Firefighters are paid \$50/shift, while Fire Captains are paid \$200/shift. The annual cost to the District for the intern program amounts to \$130,000.

The project team recommends that the compensation for the resident and intern volunteers be modified as follows:

- The compensation for attendance at drills should be modified from \$12/drill to \$12/hour.
- The compensation for resident volunteers for responding to calls should be modified from a flat \$12/call to a range of \$12/call to \$16/call. The range of compensation per call should be based upon the number of calls that resident volunteers respond to (the higher the number of calls that the volunteer responds to, the higher the compensation per call), and the extent of certificates and licenses possessed by the resident volunteer (the greater the number of job-related licenses and certificates possessed by the resident volunteer, the higher the compensation per call).
- The compensation for intern volunteers should be modified from a flat \$50 per shift for Firefighters, \$100 for Fire Engineers and \$200 for Fire Captains to a range that should be based upon and the extent of certificates and licenses possessed by the intern volunteer (the greater the number of job-related licenses and certificates possessed by the resident volunteer, the higher the compensation per shift), and the number of shifts the intern volunteer works per month (the greater the number of shifts, the higher the compensation per shift). The recommended range for Firefighters should be \$50 to \$65 per shift and for Fire Captains should be \$200 to \$260 per shift.

Overall, the compensation per call, at \$12/call, is competitive as a base compensation; the top end of the range should be increased to \$16/call based upon the factors suggested previously. Modifying the compensation of resident volunteers as recommended by the project team should increase the costs of the resident volunteers by as much as \$10,000 annually. Modifying the compensation for the intern volunteers should increase the compensation costs by as much as \$55,000 annually.

**Recommendation: The compensation for drills should be modified from \$12/drill to \$12/hour.**

**Recommendation: The compensation for resident volunteers for responding to calls should be modified from a flat \$12/call to a range of \$12/call to \$16/call based upon the number of responses by the resident volunteer and the extent of job-related certificates and licenses possessed by the resident volunteer.**

**Recommendation: The compensation for intern volunteers should be modified from a flat \$50 per shift for Firefighters and \$200 for Fire Captains to a range that should be based upon and the extent of certificates and licenses possessed by the intern volunteer, and the number of shifts the intern volunteer works per month. The recommended range for Firefighters should be \$50 to \$65 per shift, for Fire Engineers would be \$65 to \$80 per shift, and for Fire Captains should be \$200 to \$260 per shift.**

**(2) The Wilton Fire Protection District Should Enhance the Recruitment Program for Residents and Interns.**

The Wilton Fire Protection Districts utilizes resident and intern volunteers to provide fire suppression services to the District. Resident and intern volunteers have a crucial role in the ability of the District to successfully deliver fire suppression and prevention services. Resident volunteers are volunteer fire personnel who reside within the Wilton Fire Protection District. Intern volunteers are volunteer fire personnel who work a minimum of two shifts per month and who tend to pursue fire services as a professional career. The Wilton Fire Protection District has developed this two-tiered volunteer structure to maximize its support from volunteers and the community. During the planning horizon, the Wilton Fire Protection District will need to continue to rely on volunteers to staff front line apparatus, as well as response to calls for service. The Wilton Fire Protection District needs continued success in recruiting the right number of resident and intern volunteers, as well as high quality volunteers.

Currently, the Wilton Fire Protection District (WFPD) has the 'Volunteer Recruitment Package,' which it provides to individuals who are interested in

volunteering with the WFPD. The Volunteer Recruitment Package contains the following information:

- Basic requirements of intern volunteers, including:
  - Minimum requirement of 64 hour basic training program; and
  - On-going training requirement of two drills per month.
- General information about volunteering
- Information about the Wilton Fire Protection District, including such topics as:
  - Equipment and apparatus
  - Training (basic, on-going and driver training)
  - Calls for service
  - Chain of command and structure
  - Staffing
  - Station and apparatus location

The Volunteer Recruitment Package is the primary tool utilized by the Wilton Fire Protection District for recruitment of new resident and intern volunteers. There are additional resources that the Wilton Fire Protection District can utilize to expand and enhance its recruitment efforts. The Wilton Fire Protection District should increase its efforts of recruitment by utilizing more tools to reach potential volunteers, including:

- **Post A Sign On The District's Stations That Advertises That The District Is Recruiting Volunteers.** This sign should also include a method of contact.
- **Work With Local Newspapers and Publications To Advertise for Volunteers.** This should be done to promote activities of the District, such as successful responses to emergency calls for service or announcements of public education and/or fire prevention activities.

To enhance its recruitment program, the Wilton Fire Protection District should consider the following ideas:

- **Create a Recruiting Task Force or Committee and Train Them.** Recruiting should be an on-going process, which seeks, sells, screens and selects quality volunteers.

- **Conduct A Needs Assessment To Focus the District's Recruiting Efforts.** The needs assessment should identify the number of volunteers, special skills, voids in the current volunteers (e.g., insufficient number of volunteers for certain times or days of the week), etc.
- **Market the District.** Make the volunteer nature of the Wilton Fire Protection District known to the community.
  - Work closely with the community to train residents (e.g., fire aid, CPR, safety seminars, etc.)
  - Encourage active volunteers to recruit new volunteers. Provide them with an incentive.
  - Contact local media and encourage them to report stories about the Wilton Fire Protection District.
  - Arrange speaking engagements at local organizations, clubs, schools, and community groups.
- **Advertise the District.** Create recruiting partnerships with local businesses and organizations, such as placements or flyers in local restaurants, local cable service announcements, posters, newspaper inserts, links on community or municipal websites, etc.
- **Coordinate Volunteer Recruiting with Other Departments and Organizations,** such as Galt or Herald.

There are several opportunities to expand the recruitment process for the Wilton Fire Protection District. Recruitment of volunteers will continue to be an important aspect of the Wilton Fire Protection District as it will continue to rely on resident and intern volunteers to provide response to emergency calls for service.

**Recommendation:** The Wilton Fire Protection District should look at ways to enhance the recruitment process of residents and interns to ensure the District is recruiting the right numbers, types, and quality of resident and interns needed maintain its level of service.

**(3) The Wilton Fire Protection District Should Enhance the Retention Program for the Residents and Volunteers.**

In addition to recruiting resident and intern volunteers, a process for increasing retention in the Wilton Fire Protection District is essential. As previously discussed, the resident and intern turnover rate for a 9.5-month period was 30%. The following should be taken into consideration when developing a successful retention program:

- Most volunteers begin their involvement with a high degree of commitment.
- Significant efforts are needed to retain and nurture the commitment of volunteers to the organization.
- Volunteer burnout and / or marginal participation are realities that can be mitigated by recruiting personnel with diverse backgrounds and interests, resulting in volunteers with diverse skill sets and abilities.
- Train volunteers so that all residents and interns have the same skill level. Most volunteers recognize the necessity of maintaining equal standards, which avoid the resentment when some are required to play inferior roles.

Retention of volunteers is important to any organization, especially an organization like the Wilton Fire Protection District, which relies so heavily on resident and intern volunteers to provide core services. It takes tremendous motivation to ensure volunteers remain active and interested in participating. There are several ways to motivate and retain resident and intern volunteers, including:

- Train command staff in volunteer leadership and management.
- Solve small problems to keep them from influencing volunteers' experiences; keep word-of-mouth information about the District positive.
- Include a volunteer's family member in the process. Create a partners recruit program that allows the people living with the volunteer to understand the District, the obligations, as well as the risk and benefits.
- Start new initiatives. Volunteers can go through cycles of high activity/interest and reduced activity. Add new programs to keep volunteers interested, such as new fire prevention activities, special teams, etc.

- Interview volunteers who leave the District to determine reasons for leaving, as well as ways to improve retention.

In addition to developing programs and services that keep the interest of volunteers and ensure high activity rates, the District should provide incentives for volunteers. Although not included in the Volunteer Recruitment Package, interns receive a food and gas stipend for each shift they work and resident volunteers are paid for each call to which they respond. This information should be included in the Volunteer Recruitment Package. The Wilton Fire Protection District should explore other incentives for their resident and intern volunteers, such as:

- Attendance awards
- Competitive and contest awards
- Enhancement of the image of volunteers through positive publicity and public education programs
- Input and involvement of volunteers in non-suppression planning and programs
- Job rotation and job sharing

The Wilton Fire Protection District should develop strategies and incentives to reduce the turnover rate of resident and intern volunteers. The Wilton Fire Protection District provides some monetary incentives, such as a stipend for interns and per call pay for residents. The Wilton Fire Protection District should enhance the non-monetary incentives it offers the resident and intern volunteers.

**Recommendation: The Wilton Fire Protection District should develop strategies and incentives to reduce the turnover rate of resident and inter volunteers.**

**3. THE EXTENT OF FIRE PREVENTION SERVICES SHOULD TO BE EXPANDED.**

An effective fire prevention program encompasses a number of elements. These include inspection of facilities to assure compliance with the fire code (both those facilities required to be inspected such as public assembly facilities and those that are not required to be inspected that still pose a fire risk such as eating or drinking establishments serving less than 50 people), public education, and plans examination and construction inspection.

The Wilton Fire Protection District has one Deputy Chief that is responsible for the general direction and management of the District's fire prevention program. There are several key elements of the District's fire prevention program. Those are presented in the points, which follow.

- **Fire Inspection.** The Deputy Fire Chief is responsible for the inspection of those occupancies the State requires to be inspected. These include, for example, public assembly occupancies, education occupancies, institutions (such as nursing homes), mercantile buildings, etc.
- **Citizen Observer Program:** According to the District's Standard Operating Procedures, the Citizen Observer Program permits citizens to observe the Wilton Fire Protection District operations by conducting ride-a-longs with command officers or fire companies. This program is available to District officials, members of the press, visiting fire personnel, qualified interns, and to the general public with the Chief's approval.
- **Public Education and Event Safety Precautions:** The goal of this program is to insure public safety at public event demonstrations. This includes providing proper safety equipment at public events and fire demonstrations, developing and implementing detailed Incident Action Plans for live fires, ensure minimum safety clearance at demonstrations is preserved, and ensure other general rules and regulations are followed during demonstrations.
- **Public Station Tours:** The Public Station Tours programs seeks to establish a set of standardized procedures for scheduling and conducting tours of the District stations, as well as ensure the District responds consistently for request for tours.

While the WFPD has a number of tools available, the overall breadth and depth of its fire prevention program is limited. The recommended goals for the WFPD in the delivery of fire prevention and public education program are presented below.

- Conduct plan reviews and construction inspections of all new construction and remodel projects for fire code compliance.
- Establish and maintain a record system which tracks results of fire code enforcement. Publish periodic activity/progress reports to support the fire prevention program analysis.
- Expand the public education programs to the elementary schools, seniors, public presentations, homes, and businesses to reach a broader array of audiences in the WFPD.
- Inspect occupancies as recommended by the UFC to ensure fire code compliance.

**(1) The WFPD Should Assign Responsibility For Inspections of Occupancies With Fire Risks to Intern Volunteers.**

In addition to directing and managing the above mentioned programs, the Deputy Fire Chief is responsible for conducting fire inspections. The Matrix Consulting Group reviewed the files maintained by the Deputy Fire Chief with respect to fire inspections. The table, which follows, presents a review of the fire inspections conducted by the Wilton Fire Protection District of these occupancies.

Facility Number	Type of Occupancy	Date of Inspection	Number of Violations	Date of Re - Inspection	Date of Previous Inspection	Time Between Inspections (Years)
1	E - 1	09/08/03	23		03/02/01	2.48
2	R - 3	06/20/00	0		07/12/99	0.93
3	A - 3	10/30/93	4			
4	E - 2 & I2A	12/01/03	4		12/13/02	0.95
5	R-2.1.1	07/27/04	0		05/20/03	1.17
6	R-3	10/06/03	0		08/19/00	3.09
7	R-2.2	08/25/03	9		05/19/03	0.26
8	E-2	09/08/03	2	09/25/03	01/12/01	2.62
9	E-1 & A-3	09/08/03	9	09/25/03	01/12/01	2.62
<b>Average:</b>						<b>1.77</b>

The points, which follow, provide a brief discussion about the information presented in the chart.

- The Wilton Fire Protection District has documented fire inspections for nine facilities within the District's boundaries. Not all of these occupancies are required to be inspected by the State.
- The average frequency of these inspections is 1.77 years. However, facility number seven is excluded from the average, the frequency of inspection is 1.98 years.
- The WFPD occupancies that require inspection include schools, day care and long-term facilities, a youth home and a Church.
- Violations were found in two-thirds (6 out of the 9) of these occupancies by the Deputy Fire Chief.
- Five of the nine occupancies (56%) did not have an annual inspection, meaning at least one year elapsed between inspections.
- Of the six inspections that resulted in violations, four did not have re-inspections.
- One occupancy has not received an inspection for more than 10 years (1993).

There are mandates with respect to the frequency and type of occupancies inspected, for example:

- Education facilities that are open for more than 12 hours per week or 4 hours per day require annual inspections;
- Institutional facilities, such as mental hospitals, reformatories, jails, etc. require annual inspections;
- Assembly buildings with an occupant load of more than 300 without a legitimate stage requires an inspection once every three years.

As previously noted, the Wilton Fire Protection District has a variety of occupancies, most of which require inspections including the elementary school, institutional facilities (e.g., home / school for troubled youth, etc.), etc. A review of the data indicate that the Wilton Fire Protection District has not met its legal obligations with

respect to ensuring all mandatory inspections are completed at the appropriate frequency.

As the Deputy Chief who manages the Fire Prevention Programs is retiring, the responsibility for inspections should be assigned to an intern and/or on-shift Captain. Training should be provided to all interns and shift Captains. Additionally, the Standard Operating Procedures should be updated to include fire inspections as one of its programs.

**Recommendation: Responsibility for annual fire inspections should be assigned to intern volunteers. Intern volunteers should be held accountable to ensure that inspections are conducted in accordance with their mandated frequency. Further, fire inspections should be added to the Fire Prevention Program as part of the District's Standard Operating Procedures.**

**(2) Utilize Firehouse Software To Develop a Formal Record Keeping System for the Occupancies That the State Requires to be Inspected.**

An essential part of a fire risk assessment of a community is the development of a formal record keeping system for those occupancies that the State requires to be inspected. Keeping records and files on all occupancies regulated by the Fire Code provides the WFPD with information on what, where, how or when regarding specific fire risks in these occupancies, and the efforts by the WFPD to abate these risks.

The records maintained by the WFPD were informal, and not automated to provide a "tickler file" regarding when inspections or re-inspections were due. The WFPD should utilize the Firehouse software to develop a formal automated record keeping system for those occupancies that the State requires to be inspected. The record-keeping system should include:

- The name and address of the occupancy, the contact at the occupancy, and phone number;

- The type of occupancy (nursing home, residential care facility, school, etc.) and occupancy classification (i.e., E-1, M, etc.).
- The frequency of inspection required by the State;
- The nature of construction and the age of construction;
- Any built-in fire protection and any significant fire risks;
- The violations noted by inspection, corrective actions required, and the results of re-inspection.

**Recommendation: The WFPD should utilize FIREHOUSE software to develop an automated record keeping system for all of the occupancies that the State requires to be inspected or that are inspected as part of the company-inspection program.**

**(3) The WFPD Should Develop and Adopt A Company-Inspection Program For Its Intern Volunteers.**

While there are a number of occupancies that the State requires to be inspected, there a number of other occupancies that do not require such an inspection but still pose a risk. These include such occupancies such as R-2.1 and R-2.2, a residentially-based licensed facility accommodating more than 6 non-ambulatory and ambulatory clients. While the State does not require inspection, there are fire risks associated with these occupancies that most fire departments mitigate by requiring a company inspection every two to three years.

The intern volunteers do not have a significant call for service workload. The intern volunteers should be utilized to conduct these inspections as part of a company-inspection program.

**Recommendation: The WFPD should develop a company-inspection program for its intern volunteers. The Fire Chief should develop the company inspection program including the development of an inventory of those occupancies that should be inspected, the frequency that these occupancies should be inspected, and the records to be maintained as part of the program.**

**(4) The WFPD Should Enhance Its Public Education Program.**

The WFPD, through the efforts of a volunteer, began a public education program in May 2004. The program for schools focuses on first and fourth grades, but is dependent on the school requesting the presentation. The public education program has included presentations at special events such as the Safety Fair, the Chili Cook Off, the Western Festival, and the Halloween carnival.

These are important initial efforts that should serve as the basis for expansion of the program. The proposed expansion is described below.

- **Elementary Schools** Present grade specific fire safety education to elementary students such as Sparky ABC's of Fire Safety in kindergarten and other programs in other grades. The WFPD should request annual presentations at the schools and not wait for the schools to request such presentations. This should not only include Dillard Elementary, but also the private schools in the area served by the WFPD.
- **Fire Safety in Care and Treatment Facilities.** Provide comprehensive fire safety training to staff of adult care and treatment facilities, and senior fire safety programs as requested by Church, Civic, non-profit organizations and private individuals. This should be designed to train senior citizens and staff in care and treatment facilities how to recognize and eliminate safety hazards, what to do in an emergency, and how to protect life and property by being prepared for fires and other natural disasters, etc. The main focus of the course should be geared towards promoting safety and preventing injuries.
- **Public Presentations.** Throughout the year, participate in many public and corporate sponsored safety fairs throughout the community. Offer audience appropriate presentations to local schools, community groups and businesses including:
  - Cardio Pulmonary Resuscitation (CPR)
  - Exit Drills In The Home (EDITH)
  - Fire Extinguisher demonstrations
  - Fire Safety and First Aid presentations
- **Businesses.** Provide fire prevention and preparedness assistance to the District's business community. Provide training in work place fire safety, fire extinguisher training, fire evacuation. Provide assistance in the development of fire emergency plans and in the training of employees.

- **Home fire safety.** Provide a fire safety inspection of residences, and provide training regarding installation and testing of smoke detectors, how to avoid kitchen fires, careless smoking, fire evacuation, tips for escaping from a fire, etc.
- **Environmental education** including household hazardous waste, industrial waste, recycling, stormwater pollution, etc.

**Recommendation: The WFPD should enhance its public education program.**

**(5) The WFPD Should Utilize A Part-Time Fire Inspector For Plan Check and Inspection of Construction for Compliance with Fire Codes.**

Plan checking and inspection of new and remodeled buildings is designed to ensure that these buildings are constructed with the necessary safety features prior to occupancy. Fire safety features are becoming increasingly complex and technologically sophisticated, and the plan checking and inspection requires substantive skills and the commitment of substantial resources.

The WFPD has committed its Deputy Fire Chief to this effort. The Deputy Fire Chief is only scheduled to be in the office from 9 AM to 12 noon Monday through Friday, and the Deputy Fire Chief will be retiring in 2005. The plan check and inspection workload of the Deputy Fire Chief is not substantial. The WFPD should retain a part-time fire inspector to provide plan check and inspection services for compliance with fire codes and to plan check and inspect fire sprinkler systems.

**Recommendation: The WFPD should utilize a part-time fire inspector for plan checking and inspection of new and remodeled buildings.**

**(6) The WFPD Should Develop Pre-Fire Plans for The Facilities That Are High-Risk.**

The WFPD does not have many high risk occupancies within its service area. It does have schools, day care facilities, a treatment center, and a care home. Pre-fire plans have not been developed for these facilities.

Pre-fire plans are a vital component of an efficient and safe fire ground operation. It is critical that pre-fire plan drawings are done uniformly, neatly and accurately. Additionally, all pre-fire plans should be continually updated with master copies readily available for distribution to resident and intern volunteers. Conducting drills based upon these pre-fire plans is also an important training tool that assures efficient and safe fire ground operation at these facilities should a fire or other emergencies occur.

**Recommendation: The WFPD should develop pre-fire plans for high-risk facilities within the District and conduct drills for responding to emergencies at those facilities.**

**4. THE WFPD SHOULD ASSURE THAT THE RESIDENT AND INTERN VOLUNTEERS MEET THE TRAINING AND CERTIFICATE REQUIREMENTS ESTABLISHED WITHIN ITS STANDARD OPERATING PROCEDURES.**

In addition to reviewing fire prevention programs, the Matrix Consulting Group reviewed the training program of the Wilton Fire Protection District. This included a review of the District's Standard Operating Procedures and requirements of residents and interns with respect to training. The project team also reviewed reports regarding training courses and attendance of the residents and volunteers. The Wilton Fire Protection District's training program consists of several key components. The District training Program consists of the following:

- **The District's Training Program Has A Number of Objectives:**
  - To develop and maintain the professional skills of each individual;
  - To develop and maintain company, shift and District group skills;
  - Satisfy appropriate Federal, State, and locally mandated training requirements; and
  - To provide each individual with career development opportunities.
- **The District's Training Program Consists of Several Key Program Components:**

- The Training Officer is a newly appointed Battalion Chief who directly manages the Division. This position is responsible for establishing and enforcing policies, and performing strategic planning (long and short range). The Battalion Chief is also responsible for planning, development, and implementing training of firefighting and rescue techniques, as well as coordinating in-service and staff development programs.
- The Training Captain, as directed, plans, develops and implements fire fighting and rescue technique trainings. The Training Captain is also responsible for coordinating in-service and staff development program and teaches classes to District personnel and the public.
- The Training Team consists of a group of personnel representing all ranks and shifts. This group is responsible for assisting the Training Division staff in the development and implementation of the Training Program.
- The Training Division is also responsible for ensuring that records are maintained, as well as providing necessary training materials, filing and retrieving records and reports, mail duties and outside course registration.
- **The District Maintains a Quarterly Training Schedule** with stated goals. This will reflect the needs of the District, completion of appropriate training mandates and input from the Training Team.
- **The Wilton Fire Protection District Has Developed Training Standards, That Are Applicable to Operations Staff.** These include the following:
  - Wilton Fire Protection District's Standard Operating Procedures
  - Wilton Fire Protection District Fire Training Division Information Sheets
  - Latest version of appropriate IFSTA Manuals
  - Appropriate publications as determined by the Training Division
- **The Wilton Fire Protection District Also Conducts Periodic Evaluations of Individual, Company and / or Multiple Company Performances.** Evaluations focus on manipulation and technical skills and focus on skills according to the Performance Standards developed for the individual, company and multiple companies.

The Wilton Fire Protection District also developed standards and guidelines for District personnel with respect to drills for staff assigned to operations. Drill

requirements contained in the District's Standard Operating Procedures are presented below.

- All companies (stations / shifts) are required to participate in a minimum of 20 hours of training per month.
- Training subjects may be assigned by the Training Division to personnel as a result of the identification of training needs by District personnel.
- Records of all assigned training topics, as well as all other fire service related training are to be recorded at the end of each shift.
- All on-duty line personnel shall attend the training sessions to assure the maintenance of District standards for operational safety, efficiency and effectiveness.
- Resident volunteer personnel shall attend a minimum of 50% of the training drills (e.g., one Tuesday and one Saturday training drill).

The Wilton Fire Protection District has also developed specific standards and operating procedures for live wildland and live structure fire burns.

**(1) The WFPD Should Assure Resident Volunteers Meet Training Requirements.**

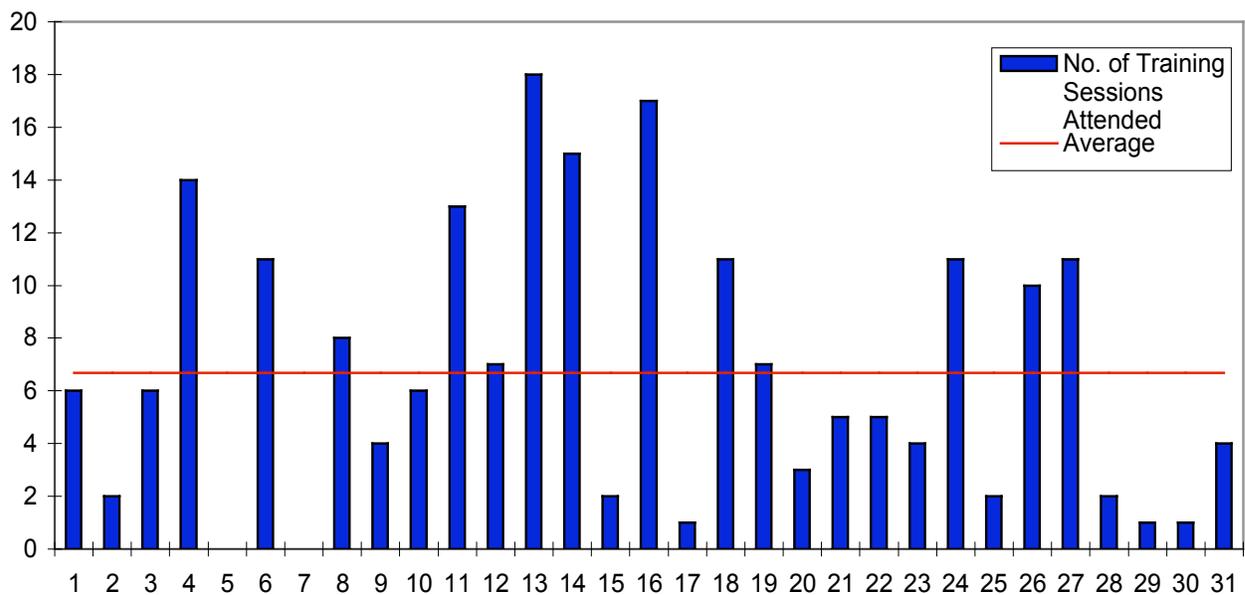
The Wilton Fire Protection District provided the project team with a drill report, which contains by employee, the date and type of training and / or drill session attended from January 1, 2004 through June 30, 2004. The table, which follows, provides a brief summary of the date, type of training and number of attendees.

<b>Date</b>	<b>Training Session / Drill</b>	<b>No. of Attendees</b>
01/05/04	Officer's Meeting	8
01/13/04	Respiratory Compliance	18
01/17/04	Pre and Post Trip Inspections	17
02/02/04	Officer's Meeting	9
02/17/04	Engine Company Evolution / Hoselay	17
02/21/04	WT / Liveline and Wyed Line Evolution	16
03/01/04	Officer's Meeting	7
03/16/04	Hazard Communications / Live Fire Exercise	13
03/20/04	Water Rescue Awareness	14
04/05/04	Officer's Meeting	6
04/13/04	Ventilation	15

Date	Training Session / Drill	No. of Attendees
04/17/04	Wildland / Structure Protection / Fire Shelter	12
05/03/04	Officer's Meeting	7
05/11/04	MCI	12
05/15/04	Vehicle Extrication	12
06/07/04	Officer's Meeting	6
06/15/04	ICS / EMS	13
06/19/04	PPE / Portable Fire Pumps	5
<b>Total</b>		<b>207</b>

As the table shows, the Wilton Fire Protection District had eighteen training and / or drill sessions, which includes six officer's meetings. The table, which follows, shows the number of training session attended by individual employees (blue columns) compared to the group average (red line).

**Training Sessions per Individual Employee From January 2004 through June 2004**

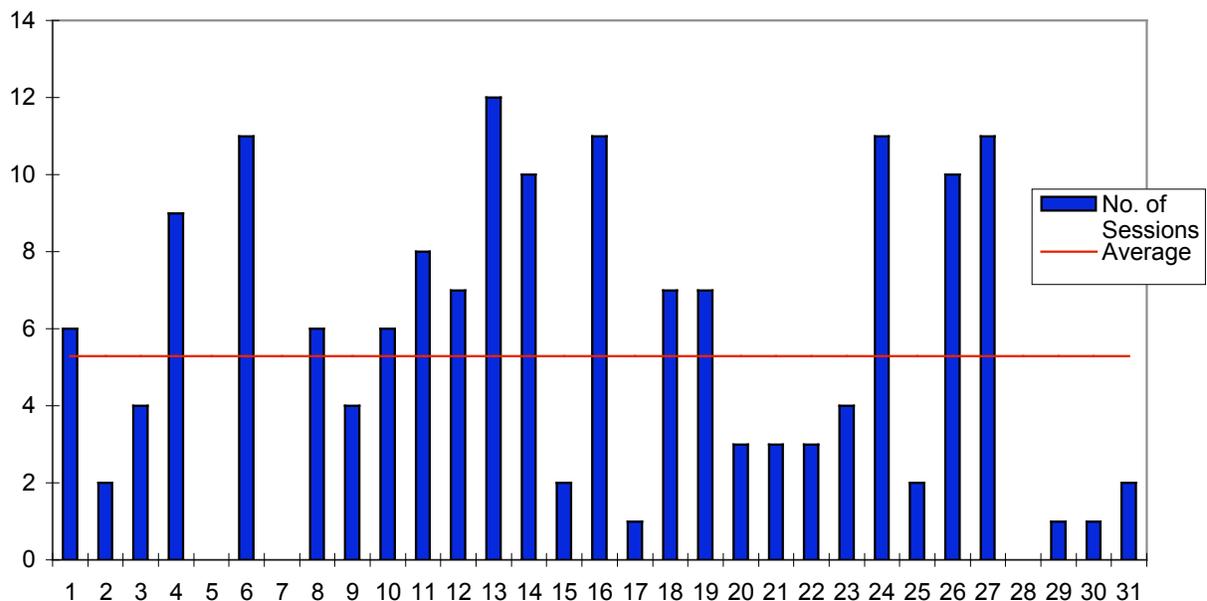


The following points, present a discussion of the information presented in the chart.

- There were a total of 31 residents and interns, whose training activities were recorded.

- Of the 31 residents and interns, two did not attend any training session during the sample period. It is the policy of the Wilton Fire Protection District that: “All on-duty line personnel shall attend the training sessions’ and “resident volunteers personnel shall attend a minimum of 50% of the training drills.” Based on this sample, the minimum number of training drills would be 9.
- While 10 residents and interns attended more than 50% of the training sessions, approximately 66% (21) of residents and interns attended less than 50% of the training sessions offered from January 1, 2004 through June 30, 2004.
- Of the 18 training sessions, 6 session were ‘Officer’s Meetings.’ The chart, below presents the training session attended for each individual, excluding the ‘Officer’s Meetings.’

**Training Sessions per Individual, Excluding Officer's Meetings**



- The average of training session per individual, when excluding Officer Meetings, drops from 6.68 session per person to 5.3 sessions per person. Of the 32 employees 48% (15) attended at least 50% of the training sessions, while 52% attended less than 50% (6) training sessions.
- As noted, the Standard Operating Procedures establishes a minimum number of training sessions employees are required to attend.

The Wilton Fire Protection District should hold resident and intern volunteers accountable for attendance of training sessions. The Wilton Fire Protection District has

developed a policy and standard with respect to the amount of trainings sessions resident and intern volunteers are required to attend. The District should formalize the process for reviewing the number of training sessions attended by residents and volunteers and should ensure that residents and volunteers meet the standards established by the District.

**Recommendation: The Wilton Fire Protection District should formalize the process so training attendance records are monitored to ensure that all residents and interns meet the minimum training obligations established by the District.**

**(2) The WFPD Should Assure That Resident and Intern Volunteers Meet the Certification Requirements Contained Within the Job Descriptions.**

The job descriptions for the WFPD, as specified within the Standard Operating procedures, identify the certification requirements for its volunteers. These include the following:

- Fire Captain and Fire Engineer classifications require possession and maintenance of an EMT-1D certification.
- The Firefighter classification currently requires an EMT-1 certification upon hiring and an EMT-1D certification upon completion of probation.

Some of the resident and intern volunteers have obtained the EMT-1 certification, but others have not. Given the distances that other fire departments must cover in responding under automatic aid to the WFPD service area, the District is largely relying on its own skill set for initial response. Most of its responses are emergency medical calls for service. It is vital that the WFPD maintain these minimum skills to effectively respond to these types of calls.

**Recommendation: The WFPD should require that resident and intern volunteers meet the certification requirements contained within the job descriptions.**

**5. THE WFPD SHOULD ESTABLISH AN APPARATUS REPLACEMENT PROGRAM, ADDRESS THE REPLACEMENT BACKLOG, AND REDUCE THE NUMBER OF APPARATUS IN ITS INVENTORY.**

The Wilton Fire Protection District utilizes a pay-as-you-go approach to replacement of equipment of the District fleet. The District currently does not have an apparatus replacement plan and / or fund for apparatus. The District, given its fire station network, the risks faced by the District, and the number of calls that the District responds to, has a large apparatus inventory.

**(1) The WFPD Should Establish A Replacement Fund for Apparatus.**

The District should establish an apparatus replacement fund. The replacement fund would ensure that critical emergency equipment is available to respond to the public safety needs of the residents of the WFPD and avoid the significant maintenance and repair costs for an aging fleet of fire engines, trucks, and rescue units.

In establishing the replacement fund, replacement guidelines and replacement costs need to be established for each class of equipment. The information, below, presents recommendations for the establishment of a replacement fund for fire apparatus.

- The recommended replacement cycle for fire apparatus is fifteen years for fire engines and squads, and ten years for staff vehicles (those assigned to the Fire Chief, Assistant Chief, etc.), and twelve years for the rescues;
- The estimated replacement cost for fire apparatus in 2003 dollars is \$325,000 for fire engines, \$30,000 for a sport utility vehicle, \$120,000 for squads, \$268,000 for a water tender, \$185,000 for a grass unit, and \$200,000 to replace a rescue unit;
- Replacement charges should be set aside in a replacement fund for fire apparatus.

The table, which follows, presents the front line apparatus for the Wilton Fire Protection District.

**WILTON FIRE PROTECTION DISTRICT, CALIFORNIA**  
**Fire Service Master Plan**

Apparatus Type	Year	Mileage	Condition
8101	1998	149,857	Fair
8102	2000	34,035	Very Good
Engine 81	1991	40,286	Good
Engine 83	1997	11,672	Very Good
Engine 84	1991	21,893	Very Good
Squad 81	2000	10,826	Very good
Squad 82	1980	43,738	Fair / Poor
Squad 83	1987	34,254	Fair
Squad 84	1999	12,035	Very Good
Squad 281	1990	31,728	Fair
Rescue 81	1991	23,286	Very Good
Utility 81	1987	57,678	Good
Water Tender 81	1989	24,444	Fair / Poor
Grass 81	1994	16,923	Good
Grass 83	1982	50,127	Fair / Poor
Grass 84	1983	47,783	Fair / Poor

The points, which follow, provide a brief discussion of the apparatus utilized by the WFPD.

- The WFPD has three front line engines, four front line squads, one front line rescue, one front line Utility, one front line Light, one front line Water Tender, and three front line grass trucks. Additionally, the District has two command vehicles.
- For the most part, the WFPD has rated its apparatus as good to very good, with the exception of four units that received a rating of fair to poor.

The table, which follows, presents the estimated replacement costs for the entire fleet owned and operated by the WFPD. Overall, the fleet owned and operated by the WFPD has a replacement value of approximately \$2.6 million.

Unit Number	Type	Replacement Guideline	Replacement Cost*
8101	Command Vehicle	8 years	\$30,000
8102	Command Vehicle	10 years	\$30,000
Engine 81	Engine	15 years	\$325,000
Engine 83	Engine	15 years	\$325,000
Engine 84	Engine	15 years	\$325,000
Squad 81	Squad	15 years	\$120,000
Squad 82	Squad	15 years	\$120,000
Squad 83	Squad	15 years	\$120,000
Squad 84	Squad	15 years	\$120,000
Rescue 81	Rescue	10 years	\$200,000
Utility 81	4 Door Pickup	10 years	\$30,000
Water Tender 81	Water Tanker	15 Years	\$268,000

Unit Number	Type	Replacement Guideline	Replacement Cost*
Grass 81	Brush Truck	15 years	\$185,000
Grass 83	Brush Truck	15 years	\$185,000
Grass 84	Brush Truck	15 years	\$185,000
<b>Total</b>			<b>\$2,568,000</b>

The above table depicts the estimated replacement value for the front line apparatus for the Wilton Fire Protection District. To establish a replacement fund for these apparatus would require an annual contribution of \$182,000 in 2005 dollars.

**Recommendation: The WFPD should establish a replacement fund for its apparatus to assure timely replacement.**

**(2) The WFPD Should Address the Backlog of Apparatus Requiring Replacement.**

However, the District faces an immediate problem. A significant proportion of its fleet is overdue for replacement. Replacement costs for 2005 are significantly higher than subsequent years because the following apparatus are past due for replacement: in fact, half of the fleet is overdue for replacement. The equipment overdue for replacement is presented in the table below. As the table indicates, the replacement costs for this equipment amounts to \$1,068,000 or approximately 133% of annual revenues for the WFPD. This suggests that the District will have to prioritize these replacements, since it cannot afford to replace all of this equipment in one fiscal year.

Apparatus	Year the Vehicle Should Have Been Replaced	2005 Replacement Cost
Squad 82	1995	\$100,000
Squad 83	2002	\$100,000
Rescue 81	2001	\$200,000
Utility 81	1997	\$30,000
Grass 83	1997	\$185,000
Grass 84	1998	\$185,000
Water Tender	2004	\$268,000
<b>Total</b>		<b>\$1,068,000</b>

The Matrix Consulting Group recommends that the WFPD consider the utilization of lease purchase financing, but solely for apparatus with long replacement cycles or

with high costs per unit. The use of lease purchase financing for light and medium equipment is **not** cost-effective.

In considering leasing, the WFPD should consider the following factors as the basis for evaluating leasing versus outright purchase of vehicles:

- Financial Considerations
  - Paying cash is inherently the least expensive way to acquire assets (including vehicles) as long as all other funding sources require the payment of interest with the principal repayment.
  - Next to cash, using funds that have the lowest associated interest rate will be the most economical way to make purchases.
  - Government entities (like WFPS) have the potential to secure lower cost capital funds than private sector firms due to their ability to offer tax-exempt income to investors.
  - Governmental entities must balance the low interests rates associated with public debt against the entity's borrowing capacity and competing asset needs.
  - Consistent with basic economic principles of risk-versus-return, the more flexible the financing source (risky), the higher the associated interest rate.
  - Tax-exempt leasing provides a way to secure funds at low interest rates without issuing public debt.
- Administrative Considerations
  - Leasing provides a flexible way to meet vehicles needs.
  - Leasing providers/fleet management firms are able to leverage investments in technology, communications infrastructure, linked vendor networks, streamlined business processes and functional expertise over multiple firms.
  - Leasing providers/fleet management firms allow rapid adoption and/or expansion of technology and/or enhanced fleet management programs without lessee investments in equipment or personnel.
  - Leasing providers/fleet management firms can bundle/unbundle services to quickly provide the lessee a variety of fleet management support

options. When combining multiple programs, the lessor can spread administrative costs more broadly, often resulting in lower combined pricing than if programs are sourced separately.

- Operational Considerations
  - The use of leasing providers/fleet management firms provides a means to quickly monitor and manage fleet operations in a decentralized environment.
  - Operational considerations (ability to replace a higher proportion of the fleet) may justify higher-cost vehicle sourcing alternatives as a means of achieving overall fleet goals.
- Political Considerations
  - Government vehicles and fleet funding are popular areas for reductions in funding by elected representatives and budget scrutiny during difficult financial periods.

There are three basic types of leases enjoying significant usage in local governments:

- Tax-exempt Leases (a form of conditional sale.
- Open-End Leases (also referred to as “TRAC”, “capital,” or “finance” leases; and
- Closed-End Leases (also referred to as “operating,” “net,” or “walk-away” leases).

Analysis completed of alternatives for financing the replacement of vehicles using the financial model developed for the National Association of Fleet Administrators (NAFA) Foundation by the consulting firm, Deloitte & Touche LLP, has led to the following conclusions:

- Tax-Exempt leasing had nearly the same NPV as paying cash.
- Open-End leasing was more expensive than Tax-Exempt leasing or paying cash due to the slightly higher applicable interest rate and the management fee.
- The Closed-End lease calculation reflects the same interest rates and management fees as Open-End leasing but also reflects the need to constantly make principle and interest lease payments that are based on a more frequent

replacement cycle, and the use of a short lease term to ensure that the Lessor has marketable vehicles for resale.

Based on both Total Cost and Net Present Value, the analysis completed of alternatives for financing the replacement of vehicles resulted in the ranking from least-to-most expensive as follows:

- Current (pay cash)
- Tax-exempt Lease
- Open-End Lease
- Closed-End Lease

The Matrix Consulting Group recommends that the WFPD utilize tax-exempt leasing for the acquisition of its fire apparatus, particularly for opportunities to “bundle” purchases. As an example, rather than paying \$508,000 in one-time capital outlay to replace grass units #83 and #84 and water tender #81, the WFPD could expect to pay approximately \$120,000 annually for a five-year lease purchase using tax exempt financing.

**Recommendation: The WFPD should develop a five-year plan for apparatus replacement considering the revenues available to the District and other resource demands.**

**Recommendation: The WFPD should utilize tax exempt lease purchase financing of apparatus to reduce the immediate financial impact.**

**(3) The WFPD Should Reduce the Number of Apparatus In Its Fleet.**

The WFPD, given its fire station network, the risks faced by the District, and the number of calls that the District responds to, has a large apparatus inventory.

The table below presents the apparatus inventory by station. As the table indicates, station #81 has six apparatus, station #82 has one apparatus, station #83 has

three apparatus, and station #84 has three apparatus. This amount of apparatus exceeds the requirements of the WFPD, particularly for stations #83 and #84.

<b>Station No.</b>	<b>Apparatus No.</b>	<b>Type of Apparatus</b>
81	Engine 81	Engine
81	Squad 81	Squad
81	Rescue 81	Rescue
81	Utility 81	4 Door Pickup
81	Water Tender 81	Water Tender
81	Grass 81	Brush Truck
82	Squad 82	Squad
83	Engine 83	Engine
83	Squad 83	Squad
83	Grass 83	Brush Truck
84	Engine 84	Engine
84	Squad 84	Squad
84	Grass 84	Brush Truck

The District should reduce the fleet. Initially, this should focus on replacing the grass or squad apparatus with combination units that have the capacity to serve both needs. That would enable a reduction of three apparatus or approximately 23% of the fleet. This would reduce the annual replacement costs to the WFPD by 13% or \$24,000 annually. More importantly, two of the grass apparatus and two of the squad apparatus are overdue for replacement. Using a combination approach to the replacement of this apparatus reduces the backlog of apparatus requiring immediate replacement from seven pieces of apparatus to five and the replacement costs by approximately 20%.

**Recommendation: The WFPD should replace Squad #82 and #83 and Grass #83 and #84 with combination units to enable a reduction in the District's fleet by two apparatus.**

**Recommendation: The District should further analyze its fleet and identify additional opportunities to reduce the fleet given the financial demands for replacement of the fleet and the limited financial resources available to the District.**

**6. THE WFPD SHOULD BECOME A FULL PARTICIPANT IN THE SACRAMENTO REGIONAL FIRE EMERGENCY COMMUNICATION CENTER.**

The WFPD emergency communication system is described below.

- At present, the PSAP for the WFPD is the Sacramento County Sheriff's Office dispatch center. The call is transferred to the Sacramento Regional Fire Emergency Communication Center. That center then sets off the pagers for the WFPD to initiate the response.
- The WFPD participates in the regional 800 MHz radio system: the Sacramento Regional Radio Communication System.

However, the WFPD does not pay for the services received from the Sacramento Regional Fire Emergency Communication Center even though its calls for service amount to less than 1% of the calls dispatched by that center. As a consequence, the WFPD is not allowed to participate in emergency communication planning, nor vote regarding policies and procedures.

The full participation by the WFPD will enable the District to influence decisions that are essential to the delivery of emergency services in the District. These include such decisions as the following:

- Overseeing the development of long-range plans for communication systems within the County;
- Overseeing system effectiveness reviews and developing plans to address opportunities for improvement;
- Reviewing and adopting recommendations regarding the establishment of system priorities and talk groups;
- Developing and approving operating policies and procedures;
- Identifying participating agency needs and requirements and developing plans to address these needs and requirements; and
- Developing an annual budget for the Sacramento Regional Fire Emergency Communication Center.

The WFPD should request full voting participation in the Sacramento Regional Fire Emergency Communication Center. This will require the WFPD to reimburse the Sacramento Regional Fire Emergency Communication Center for the costs of dispatch services proportional to the amount of WFPD calls for service. The estimated annual cost approximates \$15,000.

**Recommendation: The WFPD should become a full participating member in the Sacramento Regional Fire Emergency Communication Center.**

**7. THE WFPD SHOULD ADOPT A FIVE-YEAR CAPITAL IMPROVEMENT PROGRAM.**

The Government Finance Officers Association has developed a number of best practices for the development of a multi-year capital improvement program. These best practices are presented below.

- **“A government should identify and conduct an assessment of its capital assets, including the condition of the assets and factors that could affect the need for or ability to maintain the assets in the future.** The capital assets of a government and their condition are critical to the quality of services provided, and hence are important in determining whether the needs and priorities of stakeholders can be met.” This assessment would include an assessment of the condition of fire stations, fire apparatus, water delivery systems, etc.
- **“A government should adopt policies and plans for capital asset acquisition, maintenance, replacement, and retirement.** Policies and plans for acquisition, maintenance, replacement, and retirement of capital assets help ensure that needed capital assets or improvements receive appropriate consideration in the budget process and that older capital assets are considered for retirement or replacement. These policies and plans are necessary to plan for large expenditures and to minimize deferred maintenance.”
- **“A government should develop specific capital project options for addressing capital needs that are consistent with financial, programmatic, and capital policies and should evaluate alternatives for acquiring the use of capital assets.** Capital project planning is necessary to give adequate consideration to longer-range needs and goals, evaluate funding requirements and options, and achieve consensus on the physical development of the community. An evaluation of alternative mechanisms helps ensure that the best approach for providing use of a capital asset or facility is chosen based on the

policies and goals of the government. A government should have a process that identifies capital projects that are needed to achieve goals and a general time frame in which these assets will be needed. This assessment should consider need, life cycle costs (including operating costs), impact on services, beneficiaries of the project, financing issues, and other impacts. Plans for acquiring capital assets should be part of or consistent with land use, transportation, or other long-range plans of the community or area. Options for acquiring the use of capital assets and facilities should be examined. In some cases, the process for evaluating capital acquisition alternatives is linked with a corresponding process for evaluating service delivery alternatives.”

- **“A government should develop a capital improvement plan that identifies its priorities and time frame for undertaking capital projects and provides a financing plan for those projects.** The cost of desired capital projects will usually substantially exceed available funds in most governments. Development of a capital improvement plan provides a framework for prioritizing projects and identifying funding needs and sources. A process should exist for evaluating proposed capital projects and financing options, and developing a long-range capital improvement plan that integrates projects, time frames, and financing mechanisms. The plan, including both capital and operating costs, should project at least five years into the future and should be fully integrated into the government’s overall financial plan. The process for developing the plan should allow ample opportunity for stakeholder involvement in prioritizing projects and review. The capital improvement plan should be included in a budget document, either in a single document describing both the operating and capital budgets or in a separate document describing the capital improvement plan and capital budget. The plan should be approved by the governing body.”

The WFPD does not meet these best practices. The WFPD has not developed five-year capital improvement program. The WFPD should initiate a process, coordinated by the Fire Chief, to develop a five-year capital improvement program. That process should approximate the following:

- The capital budget process should begin in September with the Board of Directors providing general guidance and philosophies for future capital direction, and with the Fire Chief providing supplemental financial information and indicating the availability of various funding mechanisms.
- Community input should be obtained between September and October. This should involve requesting input from the community regarding priorities for capital projects.

- The Fire Chief would then prepare capital budget requests. A staff committee from the WFPD would review, evaluate, and prioritize requests.
- Prioritized requests would come to the Board of Directors in November. The Board should consider the projects including the purpose for the project, the project description, and cost.
- The Board would make preliminary decisions in January so that education of the public can begin before the operating budget process is completed. In June, the Board would adopt the capital program as a part of the budget.

As an initial step in this effort, the Fire Chief should develop a capital improvement program budget policy and procedure for consideration of the Board to be utilized as a guideline in preparing their capital project budget requests. An initial five-year capital improvement program, developed by the project team, is presented in the table below. This presumes that the replacement of all fire apparatus is accomplished using tax-exempt lease purchase financing.

<b>1. USES</b>					
<b>Capital Projects</b>	<b>2005-06</b>	<b>2006-07</b>	<b>2007-08</b>	<b>2008-09</b>	<b>2009-10</b>
Construct fire station #82R	\$425,000				
Replace water tender 81*	\$61,900	\$61,900	\$61,900	\$61,900	\$61,900
Replace grass 83*	\$27,700	\$27,700	\$27,700	\$27,700	\$27,700
Replace grass 84*	\$27,700	\$27,700	\$27,700	\$27,700	\$27,700
Replace rescue 81*	\$-	\$46,200	\$46,200	\$46,200	\$46,200
Replace Utility 81	\$-	\$30,000	\$-	\$-	\$-
Replace Engine 81*	\$-		\$75,100	\$75,100	\$75,100
Replace Grass 81*	\$-	\$27,700	\$27,700	\$27,700	\$27,700
Replace engine 84*	\$-	\$-	\$-	\$75,100	\$75,100
Remodel & expand fire station #81R	\$-	\$46,600	\$582,000	\$-	\$-
<b>TOTAL</b>	<b>\$542,300</b>	<b>\$267,800</b>	<b>\$848,300</b>	<b>\$341,400</b>	<b>\$341,400</b>
<b>2. SOURCES</b>					
Development Agreement	\$250,000	\$-	\$-	\$-	\$-
General Fund	\$292,300	\$240,600	\$834,700	\$341,400	\$341,400
Development Impact Fees	\$-	\$27,200	\$13,600	\$-	
<b>TOTAL</b>	<b>\$542,300</b>	<b>\$267,800</b>	<b>\$848,300</b>	<b>\$341,400</b>	<b>\$341,400</b>

**Recommendation: The Fire Chief should prepare and the Board of Directors should adopt a five-year capital improvement program budget.**

**Recommendation: The five-year capital improvement program budget should be updated annually and adopted by the Board annually.**

**Recommendation: The Fire Chief should prepare a capital improvement program budget policy and procedure.**

**8. THE WFPD SHOULD CONSTRUCT A NEW FIRE STATION TO REPLACE STATION #82, BUT SHOULD REDUCE THE PLANNED SQUARE FOOTAGE.**

In order to evaluate the response capabilities of the District, the project team utilized ArcView GIS. This software enables the project team to evaluate the ability of a system of fire stations to meet a specified set of response criteria.

The project team evaluated the deployment of fire protection resources against the ability of the system to provide a travel-time that can deliver units in 9 minutes in the District to provide a first response to emergency medical calls and fire calls.

The two exhibits at the conclusion of this chapter presents maps based upon these response criteria displaying the service area that can be reached within 9 minutes in the District. The first exhibit presents the map reflecting the existing station network; the second exhibit reflects a station network that eliminates station #82, but adds station #82R. Important points to note concerning the map include:

- Response time is broken down into “reflex” and travel time. Reflex time is that time required to prepare to go en route or, in the case of volunteers, to actually show up at the station, get dressed, and take the engine out of the station. Station #81 has a response delay or “reflex” time of 1 minute, while volunteer stations (stations #82, #83, and #84) have a response delay of 5 minutes.
- While the District has automatic aid agreements with adjacent fire protection agencies, none of these agencies are capable of responding to calls within the District within nine-minutes. In fact, the response time by these agencies in response to calls within the District averaged 16.6 minutes for engine 73 in Elk Grove, and 17.9 minutes for station 46 in Galt in the first six months in 2004.
- As the exhibit indicates, practically the entire service area within the District can be reached within the 9-minute response time. This excludes that area along

Clay Station Road; in fact, it excludes the entire area of the Ranch Equestrian Estates.

- With the nine-minute response time, almost all of station #82's service area is overlapped by stations #81 and #83. There is little area in station 82's service area that can't be reached within 9 minutes by either station #81 and #83.
- Even given the nine-minute response time goal, there are still a number of calls within the WFPD service area that did not receive a 9 minute response time. These calls seem to occur more significantly in the areas served by the resident volunteer station #84, although these calls also occur in other service areas of the WFPD.

There is another issue to consider regarding station 82R. The District does not own the land on which station 82 is located. In addition, station 82 was not constructed to the same standard as other fire stations.

Based on this analysis, the project team believes there are sound reasons for the Wilton Fire Protection District to move forward with the construction of station #82R.

This is based on the following:

- Station #82 and #83 cannot effectively reach the Ranch Equestrian Estates area within 9 minutes.
- Station #82 service area is overlapped considerably by station #81 and #83 when considering the 9-minute response time. There is little area in station #82's service area that cannot be reached in 9-minutes by station #81 or #83.
- The service area for station #82R appears as if it will have the fastest population growth in the District in % terms, and, with buildout of the Ranch Equestrian Estates, will have already reached the 2025 population growth for this minor zone.
- The District does not own the land that station 82 sits on. In addition, station 82 was not constructed to the same level as other fire stations such as station #81 or #83.

The cost for construction of this station has escalated as the construction type has changed. It was originally intended as a metal Butler building. Sacramento County

has mandated that the fire station must be compatible with design of the homes at the Ranch Equestrian Estates.

In addition, the costs have escalated significantly in 2004 as the scope of the building changed. The most recent cost estimate, dating from October 2004, is presented in the table below. As the table indicates, the most recent estimate was \$985,500 for the construction of a 4,850 square foot residential building that includes drive-through apparatus bays for four pieces of equipment

Construction	\$820,000
FFE	\$20,000
Fees, Permits, Attorney	\$45,000
Architect/Engineering	\$30,000
Miscellaneous	\$30,000
Construction contingency @ 5%	\$40,500
<b>Total</b>	<b>\$985,500</b>

This is equivalent to a construction cost of \$203 per square foot. The problem faced by the WFPD is that it received only \$249,000 from the developers of the Ranch Equestrian Estates as a result of a development agreement that originally intended a metal Butler building.

Given the construction costs presented above, the WFPD faces the difficult task of debt financing \$736,500 for the construction of this station. This complicates the financial position of the WFPD given the other financial demands faced by the District such as replacement of apparatus.

The project team recommends that the fire station be built recognizing that it is a volunteer station designed to house fire apparatus. The square footage of the building should be reduced. Fire station #83 is only 1,400 square feet and houses 3 apparatus, while station #84 is 2,100 square feet and also houses 3 apparatus. The project team believes that the station #82R has been over designed. The project team believes that

the design should reflect the square footage the WFPD already has constructed at two stations - #83 and #84 – and design station #82R to reflect similar square footage. It is unlikely that station #82R will need to house four apparatus in the short to mid-term, as initially planned in the construction details.

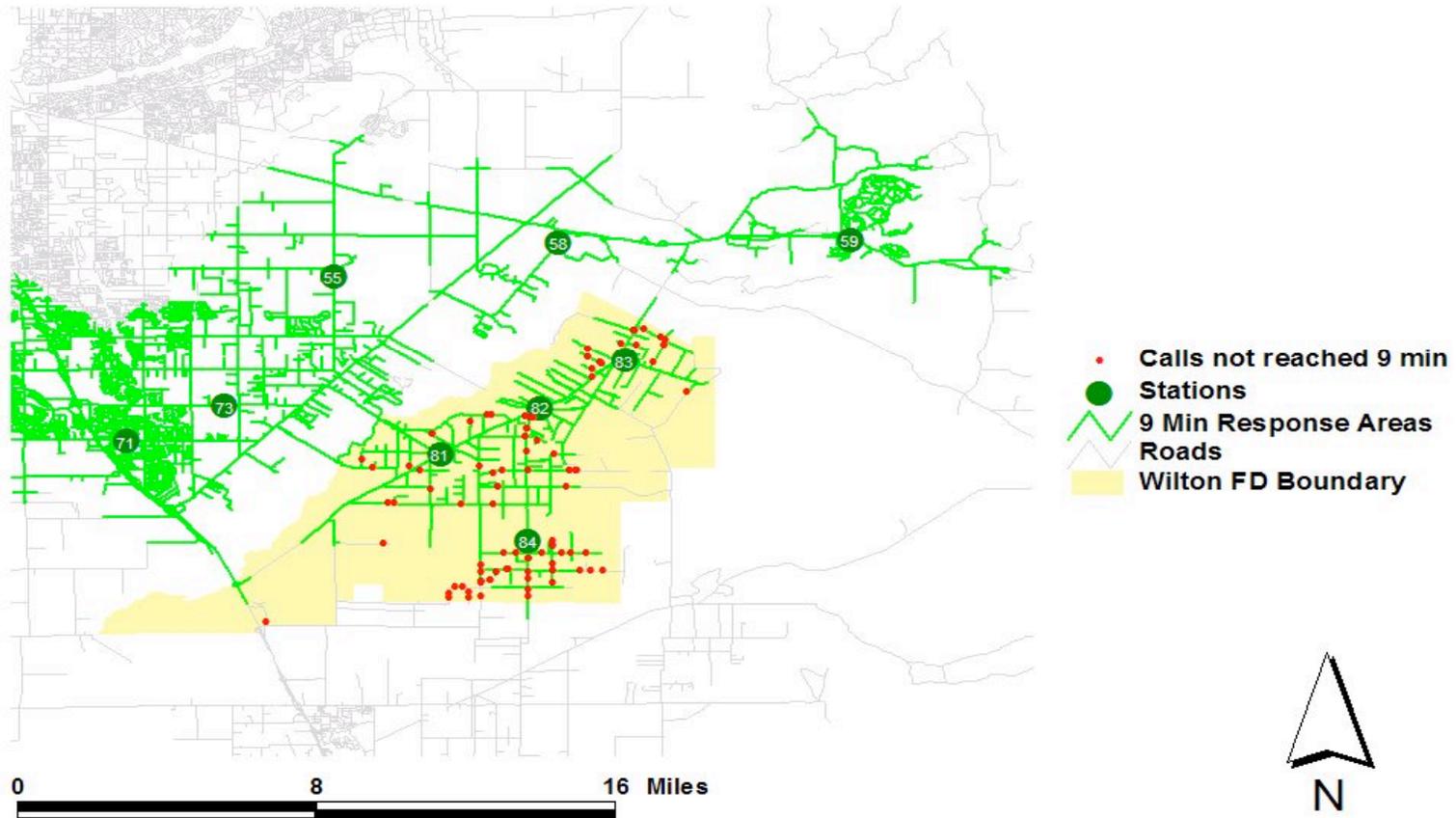
Scaling back the square footage of station #82R would result in a construction cost that would range from \$285,000 to \$425,000 using the \$203 per square foot cost. This would reduce the debt financing required to a range of \$36,000 to \$176,000.

**Recommendation: The WFPD should build a new fire station at the site known as station #82R.**

**Recommendation: The square footage for fire station #82R should be scaled back to between 1,400 square feet and 2,100 square feet.**

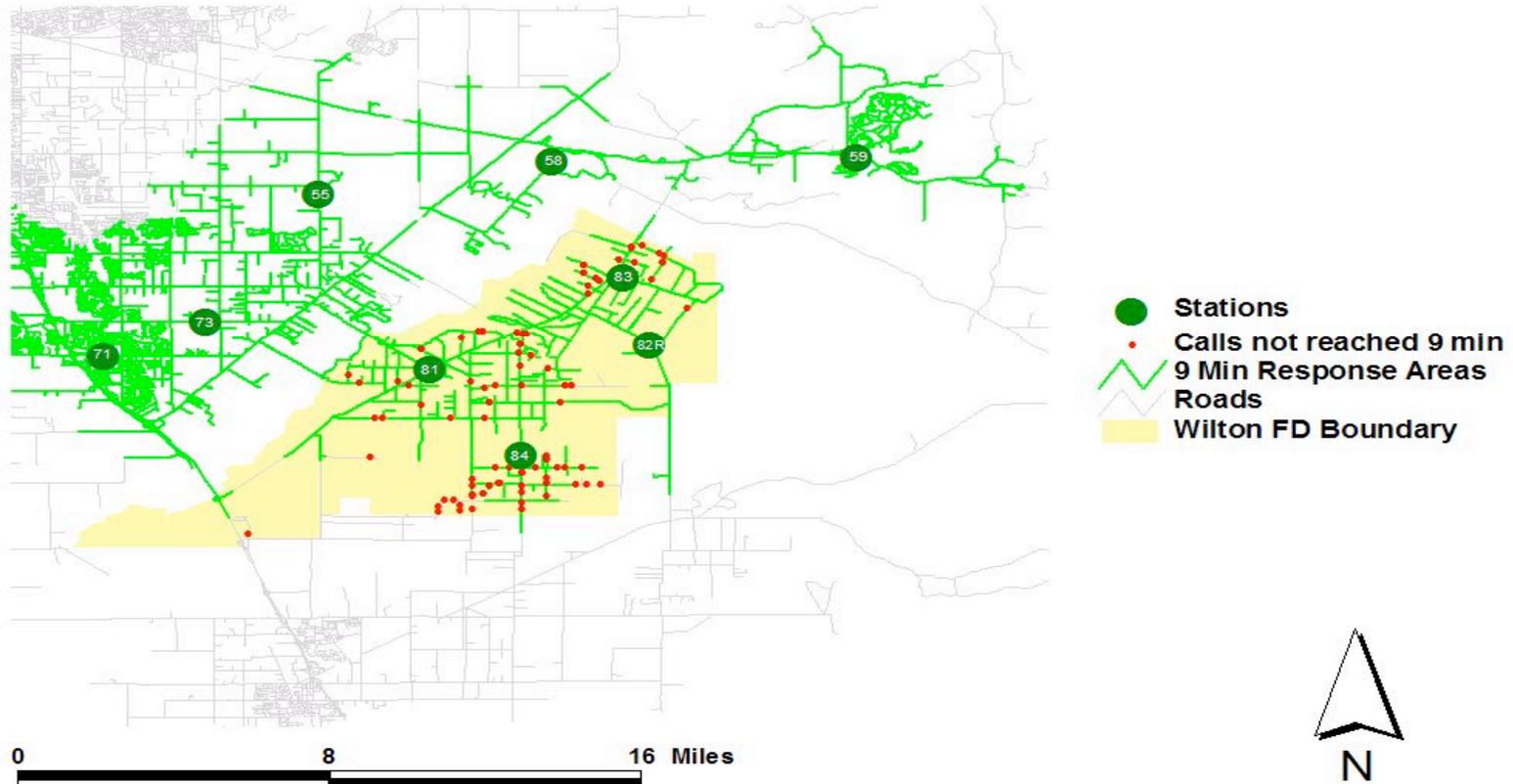
# EXISTING STATION NETWORK

## Wilton Fire Department Calls Not Reached In 9 Minutes With 9 Minute Response Areas



# PROPOSED STATION NETWORK

## Wilton Fire Department Calls Not Reached In 9 Minutes With 9 Minute Response Areas With Station 82R



## **7. FUNDING OF THE WFPD**

## **7. FUNDING OF THE WFPD**

This chapter presents an assessment of the revenue sources that are available to support the future sustainability of fire services within the Wilton Fire Protection District, particularly if the District is unable to sustain the nature of its resident and intern volunteer program. Establishing new funding sources to meet the ever-increasing demands on local fire organizations is a difficult undertaking. There is not an easy “one size fits all” solution that can be applied to each fire department for meeting funding shortfalls. Tax revenue is limited by state law and requires voter approval. Grant funds are highly competitive, require considerable time and administrative capacity, and their use is limited. Fund raising, like grants, is competitive, time consuming, and is limited by the incomes of residents and businesses that receive services from the particular fire department.

### **1. BACKGROUND**

In 1978, nearly two-thirds of California's voters passed Proposition 13, reducing property tax rates on homes, businesses, and farms by about 57%. According to the amended State constitution, property tax rates could not exceed 1% of the property's market value and valuations could not grow by more than 2% per annum unless the property was sold. In addition, Proposition 13 required that all State tax rate increases be approved by a two-thirds vote of the legislature and that local tax rates also have to be approved by a vote of the people.<sup>1</sup>

Since Proposition 13, many local governments have relied increasingly upon other revenue tools to finance local services (which will be defined later) such as:

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<sup>1</sup> Proposition 13: A Look Back by Joel Fox

assessments, property-related fees, and a variety of small general-purpose taxes (such as hotel, business license, and utility user taxes).

In 1996, Proposition 218 was passed. A constitutional initiative, it applies to each of California's nearly 7,000 cities, counties, special districts, schools, community college districts, redevelopment agencies, and regional organizations. In general, the intent of Proposition 218 is to ensure that all taxes and most charges on property owners are subject to voter approval. In addition, Proposition 218 sought to curb some perceived abuses in the use of assessments and property-related fees, specifically the use of the following revenue-raising tools to pay for general governmental services rather than property-related services.<sup>2</sup> The following table gives a general summary of which local revenues that are affected by Proposition 218:

AFFECTED	NOT DIRECTLY AFFECTED
<b>TAXES</b>	
New and some recently imposed "general" taxes	Property taxes
	Bradley-Burns sales taxes
	Special taxes
	Vehicle license taxes
	Redevelopment Revenues
	Mello-Roos taxes
	Timber taxes
<b>ASSESSMENTS</b>	
All new or increased assessments	Most existing assessments
Some existing assessments	
<b>FEES</b>	
Property-related fees. (Fees imposed as an "incident of property ownership," not including gas, electric, or developer fees.)	Fees that are not property-related

## **2. SPECIAL TAXES AND ASSESSMENTS**

A special tax is "any tax imposed for specific purposes, including a tax imposed for special purposes, which is placed into a general fund," as defined in the State Constitution. Because it is a tax, not a fee or an assessment, the amount of the special

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<sup>2</sup> Understanding Proposition 218: CA LAO December '96

tax is not limited to the relative benefit it provides to taxpayers. Special taxes cannot be imposed on an ad valorem (property value) basis. They must be levied uniformly on all eligible properties or taxpayers. Typically, they are "per parcel" taxes apportioned according to the square footage of the parcel or on a flat charge. An Assessment on the other hand is a *levy* and is not considered a tax. An assessment is described as a charge based on the cost of providing the special benefit to the property.

Between 1996 and 2000, California voters were asked to vote on over 2,500 local tax and bond measures. About two-thirds of these measures were for taxes and fees, and these passed at a rate of 42%. The remaining measures were bond authorization requests that passed at the slightly higher rate of 48%. Most bond measures were proposed by school districts. Passage measures for services varied according to the types of services that would be funded. Transportation and emergency service measures passed most often, and park and recreation measures were passed least often. A local tax measure in 2002 in the Galt Fire Protection District failed.

Although both special taxes and assessments are usually paid for as part of the property owner's property tax bill, there are significant differences between the two revenue sources.

Required Steps	Type of Funding Source	
	Special Tax	Assessment
Required Analysis	An ordinance shall be prepared specifying the amount of each of such special tax levied on a parcel, class of improvement to property, or use of property basis, or a combination thereof, within the local agency to which fire protection services or police protection services are made available	A detailed engineer's report prepared by a registered professional engineer, the contents of which are established by state law
Assessment Tax Amount	Amount specified In ordinance	Cannot exceed amount of benefits
Public Noticing Requirements	Normal hearing noticing process	Notice to all property owners at least 45 days prior to the hearing

Required Steps	Type of Funding Source	
	Special Tax	Assessment
Public Hearing	Normal ordinance approval process	All protest must be considered. Assessment district proceedings must be abandoned if a majority of the ballots received by the conclusion of the hearing protest creation of the district.
Vote	Approval of two-thirds of the voters voting upon such a proposition.	Ballots are to be weighted according to the proportional financial obligation of the affected property - the larger the financial obligation, the greater the weight that must be assigned to that property

Aside from the requirement to prepare a detailed engineer's report, the major difference between assessments and special taxes is the requirement that an assessment confer a particular and distinct benefit over and above general benefits conferred on real property located in the district or the public at large. A general enhancement of property value does not constitute 'special benefit.' This can be very difficult to demonstrate and many fire related districts have chosen to seek a 2/3-majority approval for a new special tax rather than demonstrate the additional benefit from an assessment

Government Code § 53978 authorizes any local agency that provides fire protection, fire prevention services or police protection to levy special taxes for fire protection/prevention and police protection. Prior to placing a tax proposition on the ballot, the agency must adopt an ordinance describing the rate of taxation and maximum tax levy. When a local agency determines the amount of tax annually, it must not exceed the maximum amount established by the original ordinance. The taxes must be levied on a parcel, class of improvement to property, or use of property basis and may be varied to each parcel, improvement or use of property based on the degree of availability of fire or police services in the affected area.

This tax may be used to pay for "obtaining, furnishing, and maintaining fire suppression and police protection equipment or apparatus or either such service" (Government Code § 53978(b)). It may also be used to pay salaries and benefits for firefighting or police protection personnel and for related expenses. Like other special taxes, a police/fire protection tax is dedicated to the use for which it was levied. It is subject to approval by two-thirds of the voters within the jurisdiction or zone proposed for taxation.

State Government Code § 50078 authorizes special districts, county service areas, counties, and cities that provide fire suppression services (including those provided by contracting with other agencies) to levy assessments. The resulting revenues may be used to obtain, furnish, operate, and maintain firefighting equipment and to pay salaries and benefits to firefighting personnel. Unlike the other special assessment acts, invocation of fire suppression assessments does not require establishment of an assessment district. Instead, the jurisdiction levying the assessment specifies those parcels or zones within its boundaries that will be subject to assessment.

Assessments are based upon uniform schedules or rates determined by the risk classification of structures and property use. Agricultural, timber, and livestock land is assessed at a lower rate on the basis of relative risk to the land and its products. The local agency may establish zones of benefit, restricting the applicability of assessments. In addition, assessments may be levied on parcels, classes of improvement or property use. Assessments are proportional to the fire protection benefits received by property and improvements, but may be levied whether or not the service is actually used.

Given the rural nature of the WFPD service area, a special tax appears more appropriate.

**Recommendation: If the WFPD is unable to sustain the provision of effective fire protection services using residential and intern volunteers, it should seek the approval of voters in the WFPD for a special tax to provide sufficient funding to convert station #81 to career status.**

**3. THE WFPD SHOULD ADOPT A FIRE FACILITIES AND EQUIPMENT IMPACT FEE.**

Impact fees are one of the most direct ways for local governments to require new development to pay a fair share of the increased costs for service they impose in WFPD. Impact fees are charges that are assessed on new development based on a standard formula and on objective characteristics, such as the number of dwelling units constructed. The fees are one-time, up-front charges, with the payment usually made at the time of building permit issuance, although some jurisdictions allow extended payments over a period of years. Essentially, impact fees require that each developer of a new residential or commercial project pay their proportionate share of the construction and acquisition cost of new infrastructure facilities required to serve that development.

Impact fees are intended to shift the burden of paying for growth-related capital improvements from WFPD-wide revenue sources such as property and sales taxes to the new development that creates the need for the improvements.

**(1) The Mitigation Fee Act, or AB 1600, Established Guidelines for Impact Fees.**

In 1987, in response to mounting concerns over the proliferation of local development fees, the California Legislature enacted AB 1600, also known as the Mitigation Fee Act (California Government Code §66000-66025). Section 66001(a)

requires that any district that establishes, imposes, or increases a fee as a condition of development approval do all of the following:

- Identify the purpose of the fee;
- Identify the use to which the fee is to be put;
- Determine how there is a reasonable relationship between the fee's use and the type of development project on which the fee is imposed; and
- Determine how there is a reasonable relationship between the need for the public facility and the type of development project upon which the fee is imposed.

Section 66001(b) further requires that the district determine whether there is a reasonable relationship between the specific amount the fee imposed and the costs of building, expanding, or upgrading public facilities. Such determinations, also known as nexus studies, are to be made in written form and must be updated whenever new fees are imposed or existing fees are increased.

This impact fee must pass three tests in order not to constitute a taking: (1) it must advance a legitimate government interest; (2) it must substantially further the same interest; and, (3) the amount of the exaction or condition of approval cannot unreasonably exceed the burden created by the project, or deprive the owner of economically viable use of their property. Taken in combination, the second and third conditions require that there be an identifiable relationship, or nexus, between the circumstances of the fee imposition, its amount, and the burden imposed by the proposed development upon the community.

The Act also requires cities to segregate impact fee revenues from other municipal funds and to refund them if they are not spent within five years.

**(2) Impact Fees Are Frequently Charged for Fire Services.**

The State Department of Housing and Community Development conducted a survey in 2001 regarding development impact fees. The survey found that slightly more than half (55%) of the responding jurisdictions in California charge fire service fees. Fire service fees are most popular among jurisdictions in the Central Coast, Sacramento, and Central Valley regions. In fact, 80% of the responding jurisdictions in the Sacramento Valley charge fire service impact fees.

In these cities, fire service impact fees were utilized to cover the costs of maintaining and upgrading existing local fire facilities to accommodate new growth. These facilities include water mains, fire stations, and in some cases, vehicles and equipment.

**(3) Development within WFPD Will Increase Workload and Demand for Fire Services.**

Development in the district will impact the district's ability to respond to fire and emergency medical calls for service. Each new residence and each new commercial or industrial development will generate more calls for service. Additionally, as development spreads further from the existing stations, the distances for existing fire companies will increase. The project team developed calls for service projections based on the relationship between calls for service and population. The chart, below, presents the projected number of calls for service in the five-year increments from 2005 through 2020 using 2004 as a base. These projections are presented in the table below.

	<b>2004</b>	<b>2005</b>	<b>2010</b>	<b>2015</b>	<b>2020</b>
Population	6,332	6,407	6,947	7,524	8,044
Calls for Service	555	561.57	608.90	659.48	705.06
CFS/1000 Population	87.65	87.65	87.65	87.65	87.65
CFS/Day	1.52	1.54	1.67	1.81	1.93

As the table indicates, the number of calls for service that the WFPD will need to respond to will increase from 555 in 2004 to an estimated 705 by 2025. The average number of calls for service per day will increase from an average of 1.5 in 2004 to 1.9 in 2020.

**(4) A Fire Facilities and Equipment Impact Fee Can Be Utilized to Upgrade Existing and Construct New Fire Stations and Equip New Stations.**

The revenues generated by a properly calculated and supported Fire Facilities and Equipment Impact Fee would be limited to capitalize costs related to growth. The fees would be used to construct new stations or upgrade existing stations (to increase the response capacity of that station), and increase the number of fire service vehicles in response to that growth. Conversely, the Fire Facilities and Equipment Impact Fee revenue could **not** be used to repair any existing stations or replace any existing fire service vehicles.

**(5) A District-Wide Service Area Should be Utilized for the Fire Facilities and Equipment Impact Fee.**

The District should develop a District-wide impact fee for fire facilities and equipment, and not specific benefit areas. This recommendation is based upon a number of factors:

- Units of the Wilton Fire Protection District are dispatched to all calls for service from more than one fire station in many instances.
- Since the fire insurance rating is applied to the entire District and not just particular parts that may have better or worse fire protection, future system improvements are geared toward assuring that the entire city maintains its fire insurance rating.
- The fire/emergency medical service facilities constitute an interrelated system that provides service throughout the District's jurisdiction.

The entire District benefits from the service provided by the fire stations in the District. Consequently, the project team recommends a single District-wide service area with a single District-wide benefit district.

**(6) The Service Unit for the Fire Facilities and Impact Fee Should Be the Dwelling Unit for Residential Development and the Square Foot for Commercial and Institutional Development.**

To project the impact of future development on fire services, it was first necessary to quantify the impact on services from each of the District's various land uses. Data was available for calls for service that included the address of the calls for service, but not a breakdown by single-family residential, multi-family residential, commercial, institutional, educational, etc. However, the experience of the project team for communities like that served by the WFPD is that 75% of the calls for service for a fire department are typically in response to single family homes, 18% to multi-family homes, and 2% to commercial and institutional. This excludes responses to vehicular accidents, grass fires, etc., that do not have an address.

The data clearly supports differentiation in the Fire Facilities and Equipment Fee among residential, commercial, and industrial land uses.

**(7) Fire Station #81 Should Be Remodeled and Expanded And A New Fire Pumper Acquired For Station #82R Using Impact Fee Revenue, In Part, For Funding.**

The two exhibits following this chapter present the Fire Facilities and Equipment Capital Project Request Forms. As the form indicates, the costs associated with remodeling and expanding fire station #81 amounts to an estimated \$660,000. The cost of the acquisition of a fire pumper for station #82R amounts to \$325,000. The total cost amounts to \$985,000.

The existing community should be expected to pay a proportionate share of these capital outlay costs. Developers, however, should also be expected to pay a proportionate share of the cost of the expanding and remodeling fire station #81. The table below presents the recommended allocation of these capital outlay costs by type of land use and by existing community and additional development.

Type of Land Use	Unit	Allocation of Capital Outlay	No. Of Current Units	Capital Outlay Allocation	No. Of Additional Units	Capital Outlay Allocation	TOTAL
SFD Residential	Dwelling Unit	80%	1,759	\$627,191	451	\$160,809	\$788,000
MFD Residential	Dwelling Unit	18%	529	\$138,745	147	\$38,555	\$177,300
Commercial/ Institutional	SF	2%	50,000	\$14,924	16,000	\$4,776	\$19,700
<b>TOTAL</b>		<b>100%</b>		<b>\$780,860</b>		<b>\$204,140</b>	<b>\$985,000</b>

Important points to note concerning the data contained within the table are presented below.

- The capital outlay is allocated among the three different land uses proportional to their estimated call for service workload;
- The number of current single family and multi-family residential units or dwelling units was estimated based upon data provided by SAC COG;
- The commercial and institutional square footage was estimated based upon data provided to the project team by the WFPD;
- A total of \$985,000 of the capital outlay costs associated with remodeling and expansion of fire station #81 and the fire pumper for station #82R would be allocated to the existing community, and financed from existing revenue sources; and
- A total of \$204,140 would be financed by developers.

Without any future development, the fire station, while not perfect, would suit the District quite well. However, the District's changing dynamics in terms of growth will

ultimately require the expansion and remodeling of fire station #81 and the fire pumper for #82R.

**(8) A Fire Facilities and Equipment Impact Fees Should Be Adopted.**

The table below presents the impact fees necessary to pay for the proportional share of the costs associated with the remodeling of the fire station. The table reflects the impact fee by type of property use and by unit.

<i>Property Use</i>	<i>Impact Fee</i>
Single Family Residential	\$357/Dwelling Unit
Multi-Family Residential Unit	\$262/Dwelling Unit
Industrial	\$0.30/Square Foot

These impact fees are intended to recover the proportional share of the capital outlay cost associated with the remodeling and expansion of the fire station and the addition of a fire pumper for fire station #82R. These fees are comparable to those charged by EGCSO for Eastern Elk Grove Park, although somewhat lower, and are somewhat higher and lower than those charged by the Galt Fire Protection District.

**Recommendation: The WFPD should adopt a fire and facilities impact fee.**

**(10) The WFPD Should Conduct an Annual Review of the Fire Facilities and Equipment Impact Fee.**

A number of the factors that form the assumptions in these impact cost calculations may change over time. The methodologies should be reviewed annually, changed to reflect the growth in the District. Also, the fiscal elements of the impact fee system should be brought up to current dollars each year.

**Recommendation: The Wilton Fire Protection District should conduct an annual review of the Fire Facilities and Equipment Impact Fee.**

## Development Impact Fee Project Detail

<b>Project Title:</b> Remodeling and Expansion of Fire Station #81	<b>Program:</b> Fire Protection Facilities, Vehicles, and Equipment
<b>Submitting Agency:</b> Wilton Fire Protection District	<b>Project Number:</b> FD-01
<b>Project Description:</b>  Remodeling and expansion of fire station #81 to provide capacity to respond to the public safety needs of the community.	
<b>Justification:</b>  The remodeling and expansion of fire station #81 is necessary as a result of a number of factors: <ul style="list-style-type: none"> <li>• Administrative staff are located in trailers.</li> <li>• Living space is deficient.</li> </ul>	
<b>Location:</b> 9800 Dillard Road, Wilton, CA 95693	<b>Related Projects:</b> None
<b>Proposed Expenditures</b>	<b>Expenditure Amounts</b>
Design/Engineering	\$46,600
Land Acquisition/ROW	\$0
Construction	\$582,000
Equipment	\$0
Contingency	\$31,400
<b>TOTAL</b>	<b>\$660,000</b>

**Development Impact Fee Project Detail**

<b>Project Title:</b> Acquisition of a New Fire Pumper	<b>Program:</b> Fire Protection Facilities, Vehicles, and Equipment
<b>Submitting Agency:</b> Wilton Fire Protection District	<b>Project Number:</b> FD-02
<b>Project Description:</b> The acquisition of a new fire pumper is essential to provide a timely response to structural fires adjacent to the newly developed areas in proximity to fire station #82R.	
<b>Justification:</b> The acquisition of a fire pumper for station #82R is necessary as a result of a number of factors: <ul style="list-style-type: none"> <li>• Fire station #82 is only allocated a squad.</li> <li>• Fire station #82R, which will replace #82, has significant new single-family residential growth in its proximity.</li> <li>• A squad is incapable of providing an effective fire suppression response to structural fires.</li> <li>• The apparatus at station #81 and #82 are not located in close proximity to #82R.</li> </ul>	
<b>Location:</b>	<b>Related Projects:</b> None
<b>Proposed Expenditures</b>	<b>Expenditure Amounts</b>
Design/Engineering	\$0
Land Acquisition/ROW	\$0
Construction	\$0
Equipment	\$325,000
Other	\$0
<b>TOTAL</b>	<b>\$325,000</b>