WHEATLAND FIRE AUTHORITY, COMMUNITY, AND THE FIRE ORGANIZATION SUSTAINABILITY ANALYSIS REPORT

2024

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INTRODUCTION

City of Wheatland

The City of Wheatland, incorporated on April 14, 1874, is a general law city entirely within Yuba County. Its boundary spans 8.19 square miles.

Background

Since January 2006, the City of Wheatland has provided fire-related and emergency medical services through the Wheatland Fire Authority (Fire Authority), a joint powers authority (JPA) of the City of Wheatland and the Plumas Brophy Fire Protection District (District). The Fire Authority occupies, uses, and maintains all fire facilities and equipment, but the City and the District retain ownership of facilities and equipment owned at the time the WFA was formed. New equipment and facilities acquired by the Fire Authority are the property of the Authority.

The Fire Authority provides fire suppression and prevention, Basic Life Support (BLS) for medical emergencies, rescue, fire inspection, education services, and standby safety and emergency medical at local high school football games. Fire suppression and protection services include structural, vehicle, and vegetation fires. The Fire Authority provides BLS until Bi-County Ambulance, a privately owned ambulance company, arrives to perform Advanced Life Support and provide ambulance transport services. The Fire Authority has technical expertise in confined space, low and high angle, structural rescue, and trench rescues. Educational services include fire prevention and CPR instruction in local schools and a hazardous materials awareness program.

The Fire Authority employs a Chief, two full-time engineers/firefighters, and 32 volunteer firefighters formerly employed directly by the City and the District before the 2006 JPA

agreement. Onsite full-time staffing during business hours is provided by the Chief and the paid firefighters, who staff the City of Wheatland station and two District stations on a rotating schedule.

The governing body of the Fire Authority is a Board of Directors consisting of four directors, with two appointed by each JPA member. Each director and alternate director are appointed by and from the membership of the governing body of the respective JPA member. For the City, the Director and Alternate are appointed by and from the City Council. For the District, the Director and Alternate are appointed by and from the Board of Directors. Alternates assume all rights of the Director representing the appointing entity and have the authority to act in the absence of a director or if a director has a conflict of interest that precludes participation by the Director in any decision-making process of the Fire Authority. Each director and alternate director serve at the pleasure of the appointing JPA member. Directors and alternate directors hold office from the first meeting of the Board after appointment by the JPA member they represent until a successor is appointed by the appointing JPA member and the JPA member notifies the Fire Authority. The Wheatland Fire Authority's mission, vision, and core values can be found in Attachment 1; the Strengths, Weaknesses, Opportunities, and Threats (SWOT) analysis can be found in Attachment 2.

MRG and Purpose

The City of Wheatland (City) retained Municipal Resource Group, LLC (MRG) to analyze the long-term sustainability of the Wheatland Fire Authority (Fire Authority). The goal of the analysis is focused on:

- A review of all service calls over the past 5 years to determine the resources required to serve the City and rural District.
- A review of the property and equipment currently possessed by the Fire Authority to determine the adequacy of both to serve the City and rural District in 5, 10, and 20 years.
- A review of the current staffing structure, including volunteer reliance, compensation of paid staff, and factors affecting staff recruitment and retention.
- A review of the cost-sharing structure established by the JPA agreement to determine the adequacy of funding between the JPA member agencies, and the ongoing ability to meet the needs of the City and region.

This report offers recommendations on changes to the JPA agreement, resources, and financial sustainability. The recommendations are based on a revenue plan that is achievable in the region's economics.

EXECUTIVE SUMMARY

The Wheatland Fire Authority operates in a challenging environment, delivering essential services to the community while navigating financial constraints and external influences. This report outlines the specific challenges faced by the Fire Authority, delineating areas within the Authority's control and those influenced by external factors.

The Fire Authority is an agency with a can-do attitude that provides exceptional service to citizens. Chief Paquette has run an organization under adverse financial conditions and has consistently maintained the morale and commitment of his paid and volunteer staff. The report outlines the community challenges and the Fire Authority's financials. It is important that elected officials understand what can be controlled and what cannot be controlled.

What can be controlled:

- Apparatus/equipment and facilities replacement timeframes.
- Expenditures.
- Salaries and benefits.
- Allotments from the Fire Authority JPA - currently 50/50 for Plumas Brophy Fire District and the City of Wheatland.
- Risk of compliance/ non-compliance with CalOSHA/OSHA mandates.
- Relationships both internal and external.

What cannot be controlled:

- External influences - CalOSHA turnout requirements (P-Fos).
- OSHA proposed changes.
- Growth - who builds what and when.
- Predictions from LAFCO and others.
- OES reimbursements - statewide activity and participation within the system.
- Unforeseen impacts of natural or human-caused disasters.
- Success with grants.

The key concern for both elected officials and the community revolves around determining an acceptable level of risk, given the limited funding available to support a comprehensive fire service in a challenging environment The financial projections and overall challenges of Yuba County, the Plumas Brophy Fire District, and the City of Wheatland Fire Department now joined as the Wheatland Fire Authority are challenging. Fire protection in California is expensive, citizens expect that a fire truck with personnel will respond to medical emergencies (nearly every fire agency within the state respond 70% of the time to medical emergencies), public service calls, fires, and incidents that law enforcement traditionally do not respond to. The call volume for the small paid and volunteer forces is nearly 3 calls per day or 1,031 calls on a five-year average per year. If emergency calls could be scheduled this would lessen the impact on both the volunteer and paid staff, but that is not the nature of the fire service.

The consultants have provided a five-year financial analysis for planning purposes. Growth within the City will be a key component to improve funding for the Fire Authority.

Transitioning from a combination (small paid staff and primarily volunteers) to a paid fire department in California involves key factors like legal compliance, financial sustainability, and operational changes. Paid departments must adhere to labor laws, including wages, benefits, and pension obligations, while ensuring firefighters are properly certified. Operating costs increase due to salaries, equipment upgrades, and training. Funding sources such as property taxes, grants, or cost-sharing agreements are crucial to support these expenses. Additionally, the shift requires adjustments in staffing, recruitment, leadership structure, and possible integration of existing volunteers.

Community and political support play a vital role, as local governments and residents need to back the transition through taxes or funding measures. Factors like call volume, response times, and mutual aid agreements help justify the need for a paid department. Improved fire insurance ratings can benefit homeowners, but the department must also consider long-term financial viability, risk management, and maintaining service levels during economic fluctuations.

Current Challenges Faced

Financial Constraints: The report outlines community challenges and financial specifics, highlighting limited resources and funding uncertainties. Despite controlling replacement timeframes, expenditures, and salaries, the Fire Authority faces significant constraints in providing full-service fire protection.

External Influences: CalOSHA/OSHA regulations are evolving and becoming more stringent for all Fire Agencies. The uncertainty of growth and the unforeseen impacts further complicate these challenges. These factors, beyond the control of the elected officials, impact Fire Authority operations, budgeting, and resource allocation. See Appendix A for OSHA regulations.

Financial Analysis

The financial projections reveal funding shortfalls and operational challenges. The call volume averages 2.82 calls per day, straining both the career and volunteer forces. The lack of capital equipment replacement funds, adequate salaries for the small paid staff, adequate health care and retirement programs for the employees, and the ever-increasing opportunities for firefighters to gain better compensation in career fire departments presents significant challenges.

Community Impact

The Fire Authority's ability to respond to medical emergencies, public service calls, fires, and incidents beyond law enforcement's scope is crucial. However, funding limitations jeopardize

the Fire Authority's capacity to meet community expectations, emphasizing the need for sustained support.

Recommendations

Financial Strategy & Risk Optimization

- *Career Fire Department:* Understand that the transition from a combination fire department (some paid but mostly volunteers) to a full career department is expensive with the cost of personnel, equipment, and facilities. The decision point of that would be the inability to respond to incidents in a timely manner and or the lack of volunteer personnel to meet the response and tasks associated with that response.
- *Advocate for Increased Funding*: Elected officials must understand the critical need for adequate funding to maintain service levels and ensure community safety. A clear financial and public communication strategy must be developed and implemented.
- *Implement Cost-Saving Measures*: Efficiency measures and budget optimization strategies should be explored to mitigate financial pressures. The organization pays close attention to its cost-saving measures, but new opportunities that have not yet been identified may present themselves, and the organization continues to serve the community.
- *Regulatory Changes & Risk Analysis*: Due to pending regulatory changes at a State and Federal level, the Fire Authority may not be able to comply due to costs. The elected officials will need to monitor these changes and understand the fiscal, services and risk impacts.

JPA, Governance & Cost Sharing

- *Financial Cost Sharing Formula*: Change the JPA formula for funding from 50/50 from the City of Wheatland and the Plumas Brophy Fire District to a 61% City of Wheatland and 39% Plumas Brophy Fire District with the 39% baseline being established at the current funding request for the budget year 2024/25. The rationale is that the City of Wheatland has 61% of the emergency call volume and the preponderance of buildings that need inspection and services from the Fire Authority.
- *The City of Wheatland should revisit and work towards revising the current JPA*. The Plumas Brophy Fire Protection District and the Wheatland Fire Authority have approved the revision. Keeping the JPA current would be in the best interest of the citizens of the Fire Authority

Revenue Enhancements

- *Fire Prevention Fee Study*: Investigate and implement a fire prevention fee study including the cost of fire inspections and fire and life safety standby services provided by the Fire Authority. This most likely would be a small revenue source.
- *Pursue 1X Grant Funding*: Continue aggressive pursuit of grant funding and spend those on one-time costs.

- *Continue CMAS Participation*: Continue participation within the California Mutual Aid System and keep the administrative and apparatus fees to help build reserves for apparatus and equipment replacement.

Equipment & Reserves

- *Consider maximizing the Special Fire Services Assessment annually until reserves are built.*
- *Begin the process of establishing a reserve fund for fire apparatus and equipment.* Fire apparatus costs continue to escalate, and the Fire Authority has not developed or established a way to fund replacement. An already recommended funding source, Mutual Aid, would reimburse for using fire apparatus that belongs to the Fire Authority, not provided by Cal OES to the Fire Authority for use. Annual budget allocations to provide for the replacement costs for the five vehicles mentioned in the above schedule.

  If funding is available a fire apparatus replacement schedule needs to be established. Starting with fiscal year 25/26 the total annual funding for two Type 1 Engines, one Type 3 Engine, one Utility Vehicle, and one Command Vehicle is **$528,495 annually and should inflate by the suggested 5% inflationary formula each year.**

Communication Education & Engagement

- *Enhance Community Engagement*: Continued dialogue with the community is essential to foster understanding and support for the Fire Authority's mission.

Employee Compensation

- *Consider a retirement system for paid employees*. This should include a less costly 457 Deferred Compensation Plan.

Process

The consultants conducted an in-depth analysis of the Wheatland Fire Authority. MRG consultants met with full-time and volunteer staff at a drill on April 2, 2024 and reviewed documentation provided by the staff. Consultants also met with Chief Paquette and Bookkeeper Herbert to discuss the Fire Authority's financial documents and performed an in-depth review of the provided financial information. The consultants conducted an environmental scan to determine what was occurring within the California Fire Service and provided that information to the organization for further planning and review.

State of California Mutual Aid

The State of California has a Master Mutual Aid agreement that was developed in 1950 that all fire agencies are signatories to. The concept is simple; no fire agency has adequate resources to control all emergencies within their borders. The Statewide Mutual Aid System is managed by the California Office of Emergency Services (OES), Fire and Rescue Branch. FIRESCOPE advises OES on all matters specific to the Incident Command System and the effectiveness of the California Mutual Aid System. This system allows the Wheatland Fire Authority to bring the Fire

Authority personnel, apparatus, and equipment for all types of events once local resources have been exhausted. The limiting factor within the jurisdiction is how long it will take to order and respond to those resources.

FIRE DEPARTMENT CALLS FOR SERVICE

Emergency 911 calls are initially routed to a Public Safety Answering Point (PSAP)—a facility equipped and staffed to receive 911 calls and may only be transferred one time. For all calls from landlines in Yuba County, the PSAP is the Yuba County Sheriff's Department. The first-response dispatcher immediately determines whether a 911 call is related to a police officer, fire, or medical emergency. Fire and medical 911 calls are routed to the appropriate fire/EMS dispatcher. Dispatch fees are approximately $16,610 per year.

Calls for Service 2019-2023

Type	2019	2020	2021	2022	2023	Total
Medical aid	464	470	455	452	536	2,377
Public Assist	166	143	199	134	154	796
Non-Structure Fire	144	236	195	176	132	883
Vehicle Accident	126	134	176	107	130	673
Alarm Sounding	45	28	42	39	45	199
Other	17	22	50	27	21	137
Structure Fire	17	19	16	26	11	89
False Alarm Structure	0	0	2	0	0	2
Yearly Totals	**979**	**1,052**	**1,135**	**961**	**1,029**	**5,156**

Calls for Service by Jurisdiction

Agency	2019	2020	2021	2022	2023	Total
City of Wheatland	558	522	601	543	593	2,817
Plumas Brophy Fire District	318	405	414	313	344	1,434
Mutual Aid Sent	103	125	120	105	92	545
% City of Wheatland	**64%**	**56%**	**59%**	**63%**	**63%**	**5-year average 61%**
% Plumas Brophy Fire District	**36%**	**44%**	**41%**	**37%**	**37%**	**5-year average 39%**

EXTERNAL FIRE AGENCY EVALUATIONS

Insurance Service Office (ISO) Criteria Assessment

The Fire Suppression Rating Schedule is a manual containing the criteria ISO uses in reviewing the firefighting capabilities of individual communities. The schedule measures the major

elements of a community's fire suppression system and develops a numerical grading called a Public Protection Classification (PPC™).

The Fire Suppression Rating Schedule incorporates nationally accepted standards developed by such organizations as the National Fire Protection Association (NFPA) and the American Water Works Association (AWWA). When those organizations update their standards, the ISO evaluation changes as well. So, the PPC program always provides a useful benchmark that helps fire departments and other public officials measure the effectiveness of their efforts and plan for improvements.

The ISO rating is relevant to homeowners' insurance premiums. Currently, the City of Wheatland has a rating of ISO 03/03Y. The City benefits directly from the formation of the Fire Authority because of the additional apparatus and staffing the District maintains and is provided through the Joint Powers Agreement. A current ISO assessment is underway for the Wheatland Fire Authority.

FINANCIAL ANALYSIS

Wheatland Fire Authority Funding

The Wheatland Fire Authority receives its revenue from two sources: (1) the City of Wheatland and the District funding that is established by the JPA agreement and (2) a special fire suppression and protection services assessment district.

Wheatland Fire Authority JPA Agreement

The Wheatland Fire Authority JPA Agreement dated 01/01/2006 and amended on 11/30/2006 defines the funding provided by the JPA Members, the City of Wheatland, and the District, for the Fire Authority. Effective the date of the original JPA Agreement, (01/01/06), the JPA members advanced the Fire Authority's initial start-up funding as follows:

City	$8,600
District	$8,889

Following this, within 60 days after the first meeting of the Fire Authority Board, and thereafter prior to the beginning of each fiscal year, the Fire Authority Board must adopt a budget for revenues and expenditures for the upcoming fiscal year. Each JPA member must be provided with a copy of the proposed budget as least 20 days before the Fire Authority Board's approval, so they can review the proposed budget and submit any comments to the Fire Authority Board. After the first fiscal year budget was approved by the Fire Authority Board, the City of Wheatland and the District contributed the following amounts for the operation of the Fire Authority:

City	$77,800/year	$6,483/mo.	49.30%
District	$80,003.70/year	$6,666.98/mo.	50.70%

For each year thereafter, the City and District were to make contributions to pay their proportionate share of expenses under the approved budgets based on the percentages described above; provided, however, that the JPA member's annual contribution amount would not exceed the dollar amount set forth above as adjusted (commencing July 1, 2006, and each July 1 thereafter) based on the percent change for the previous year in the Consumer Price Index for All Urban Consumers for the west urban area, as reported by the U.S. Bureau of Labor Statistics.

Wheatland Fire Authority JPA Special Fire Suppression and Protection Services Assessment

The Wheatland Fire Authority receives additional funding from a special fire suppression and protection services assessment district.

Benefit Assessment

The California Constitution defines a benefit assessment as "any levy or charge upon real property by an agency for a special benefit conferred upon the real property" (Article XIIID §2). The California Constitution limits how local officials use benefit assessments. When California's voters approved Proposition 218 in November 1996, they added Article XIII C and Article XIII D to the California Constitution. These situational limits control the over 30 different benefit assessment acts. While each of these statutes differs in how local agencies can finance specific projects and services, all of them must follow the rules outlined in the California Constitution.

Local officials can levy benefit assessments on property owners to pay for those public improvements and services that specifically benefit their property. Rather than billing everyone, benefit assessments *localize* the costs of public improvements and activities by charging only property owners for what specifically enhances their land and buildings.

On April 13, 2006, the Wheatland Fire Authority Board of Directors adopted Resolution No. 2006-10 which called for an assessment ballot proceeding and public hearing on a proposed establishment of a fire suppression and protection services assessment district. The Wheatland Fire Authority provides a range of fire protection and prevention services to properties within the Authority's boundaries. The services provided by the Authority and the cost thereof would be paid from the continued levy of the annual assessment providing special benefit to Assessor Parcels within the Authority's Fire Suppression and Protection Services Assessment. Of the ballots received, 66.71% were in support of the proposed assessments.

As a result of the ballot proceeding, the Board adopted Resolution No. 2006-13 on August 3, 2006, which approved the levy of the assessments for fiscal year 2006-07 and to continue them every year thereafter, so long as the services of the Joint Powers Authority are needed, and the Wheatland Fire Authority requires funding from the Assessment to provide those services. The authority granted by the ballot proceeding was for a maximum assessment rate of $45.00 per single-family home, increased each subsequent year by the San Francisco Bay Area Consumer Price Index (CPI) not to exceed 4% per year. If the annual change in the CPI exceeds

4%, any percentage change of more than 4% can be cumulatively reserved and added to the annual change in the CPI for years in which the CPI change is less than 4%.

In each subsequent year for which the assessments will be continued, at a public meeting, the Fire Authority Board must preliminarily approve a budget for the upcoming fiscal year's costs and services, approve an updated annual Engineer's Report, and approve an updated assessment roll listing all parcels and their proposed assessments for the upcoming fiscal year. At this meeting, the Board must also call for the publication in a local newspaper of a legal notice of the intent to continue the assessments for the next fiscal year and set the date for the noticed public hearing. At the annual public hearing, members of the public can provide input to the Board prior to the Board's decision on continuing the services and assessments for the next fiscal year. If the assessments are confirmed and approved, the levies are submitted to the Yuba County Auditor/Controller for inclusion on the property tax roll.

The Fire Authority's Annual Engineer's report must be prepared by a qualified firm with expertise in the administration of assessments, fees, and special taxes for public agencies. The engineers' reports and the proposed assessments must be made pursuant to the California Government Code Section 50078 et seq. (the "Code") and Article XIIID of the California Constitution (the "Article"). The annual Engineer's reports are prepared to:

- Describe the fire suppression, safety, and emergency response services and equipment that would be funded by the assessments (the "Services").
- Establish a budget for the Services to be funded by the continued assessments.
- Determine the benefits received from the Services by property within the Wheatland Fire Authority Fire Suppression and Protection Services Assessment (the "Assessment District").
- Determine and assign a method of assessment apportionment to lots and parcels within the Assessment District.

Financial Analysis

To develop a comprehensive overview of the Wheatland Fire Authority and associated service delivery costs, the Fire Authority provided MRG with the following financial reports:

- Audited Financial Reports - FY 2017/18, 2018/19, 2019/20, 2020/21, 2021/22, 22/23 (Draft)
- Profit & Loss Budget vs. Actual Reports – Fiscal Years 2017/18 – 2023/24 (May 31, 2024).
- Balance Sheets – Fiscal Years 2017/18 – 2022/23.
- Annual Budget – FY 2024/25.
- SCI Consulting Group Engineer's Reports - Fiscal Years 2017/18 – 2024/25.

The Fire Authority uses QuickBooks, a small business accounting software, to process receipts, prepare checks, process payroll, accounts payable, accounts receivable, record journal entries, and to prepare monthly and annual financial reports.

After reviewing the financial reports, MRG met with Fire Chief Paquette and Secretary Herbert to ask questions regarding the financial reports. MRG also met with President Jon Bliss and Project Analyst Emanuel Peterson of SCI Consulting Group to gain a better understanding of the mandatory annual Engineer's Reports they have provided for the special fire suppression and protection services assessment since FY 2017/18.

Utilizing the reports and the information provided by the Wheatland Fire Authority, and SCI Consulting Group, MRG created a Combined Profit and Loss and Fund Balance review for fiscal years 2017/18 through 2023/24 and a five-year financial forecast for fiscal years, 2024/25 through 28/29, plus a Summary of Budget to Actuals for Fiscal Years 2017/18 through 2023/24. Exhibit A below is the Summary of Budget to Actuals for Fiscal Years 2017/18 through 2023/24.

Exhibit A -Wheatland Fire Authority
Summary Budget to Actuals
Fiscal Years 2017/18 - 2023/24

	Audited Fiscal Year 17/18	Audited Fiscal Year 18/19	Audited Fiscal Year 19/20	Audited Fiscal Year 20/21	FY 21/22 Actuals Audited	FY 22/23 Actuals per Draft Audit	Unaudited Profit & Loss Fiscal Year 23/24 Through 05/31/24 Forecasted to Year-end
Budgeted Total Revenue	565,622	594,000	665,192	706,880	690,932	822,439	881,793
Budgeted Total Expense	563,950	594,000	716,397	681,556	687,608	821,367	836,761
Budgeted Excess (Deficiency) of Revenue Over Expense	**1,672**	**0**	**(51,205)**	**25,324**	**3,324**	**1,072**	**45,032**
Actual Total Revenue	699,271	868,592	605,646	910,985	1,248,128	866,286	747,266
Actual Total Expense	777,821	802,463	753,200	939,008	1,333,439	1,039,846	738,451
Actual Excess (Deficiency) of Revenue Over Expense	**(78,550)**	**66,129**	**(147,554)**	**(28,023)**	**(85,311)**	**(173,560)**	**8,815**
Beginning Fund Balance	**457,945**	**379,395**	**439,678**	**298,542**	**319,491**	**234,179**	**60,619**
Audit Adjustments	**0**	**6,417**	**48,972**	**0**	**0**	**0**	**0**
Ending Fund Balance	**379,395**	**451,941**	**341,096**	**270,519**	**234,180**	**60,619**	**69,434**

Several things to note from the above summary:

- All fiscal years show a loss (use of fund balance) except for fiscal years 2018/19 and FY 23/24. Fiscal Year 23/24 is unaudited and uses actuals through 05/31/24 with a forecast to year-end.
- The total combined loss for the seven fiscal years is ($438,054).
- In Fiscal Year 2023/24, the JPA members each contributed an extra $100,000 in funding for the Wheatland Fire Authority. Had that extra funding not been provided, the total loss for the seven years would be ($638,054).
- Budgeted revenues and expenses vary considerably compared to actual revenue and expenses.

    - This in part can be explained by budgeted strike team income and expenses. Although fire service strike teams have become more customary in the past few years, the revenue and related expenses are always unknown and should never be included as budgeted, (planned for), income, or expense. In FY 2023/24 the Fire Authority budgeted strike team revenue and expense, but because there were no strike teams during the fiscal year this necessitated extra funding from the JPA members.
- As the summary indicates, the Fire Authority has no cash reserves. In FY 23/24 the JPA members each contributed an extra $100,000 in funding. As previously mentioned, had they not contributed the extra $200,000 for FY 22/23 the Fire Authority would have been unable to continue operations.

The attached Exhibit B - Combined Profit and Loss and Ending Fund Balance Analysis for Fiscal Years 2017/18 through 2028/29 provides more detail on actual revenue and expenditures, beginning and ending fund balances, and a forecast for FY 2024/25 – 2027/28. The explanations and justifications for the fiscal year 2024/25 – 2028/29 forecasted revenue and expenses follow.

Revenues and Revenue Projections

As noted above the Wheatland Fire Authority receives its regular revenue from two sources, (1) the City of Wheatland and the District funding that is established by the JPA agreement and (2) a special fire suppression and protection services assessment district.

Wheatland Fire Authority JPA Funding

According to the JPA Agreement, the City and District make contributions to pay their proportionate share of expenses under the approved budgets with the following percentages:

City	49.30%
District	50.70%

Additionally, the JPA member's annual contribution amount should not exceed the dollar amount as adjusted (commencing July 1, 2006, and each July 1 thereafter) based on the percent change for the previous year in the Consumer Price Index for All Urban Consumers for the west urban area, as reported by the U.S. Bureau of Labor Statistics.

The audited financial reports show contributions from each of the JPA members for Fiscal Years 2017/18 – 2022/23, (FY 2022/23 is a draft audit), however, the amounts do not always match the Budget to Actual Profit and Loss Statements provided by the Fire Authority so it is difficult to determine the exact percentage increases in contributions from year to year for each JPA member.

For many of the fiscal years, extra funding is recorded in the Budget to Actual Profit and Loss JPA funding line items. For fiscal years 2023/24 and 2024/25 the JPA contributions were the same amounts from each JPA member. (Chief Paquette stated this was because he had requested the

funding amounts be the same from the City and the District.) The JPA revenue forecast for FY 2024/25 is based on the FY 24/25 budget. The JPA revenue forecast for fiscal years 2025/26 through 2028/29 increases the contribution amounts by 3% each year. This forecast is based on the current JPA agreement parameters and an average CPI increase. No additional funding from the JPA members is included in the forecast for fiscal years 2025/26 through 2028/29.

Special Fire Services Assessment District Revenue and Revenue Projections

The Special Fire Suppression and Protection Services Assessment District funding can be increased each year by the San Francisco Bay Area Consumer Price Index (CPI) not to exceed 4% per year. If the annual change in the CPI exceeds 4%, any percentage change of more than 4% can be cumulatively reserved and added to the annual change in the CPI for years in which the CPI change is less than 4%. The assessment is calculated by the Engineer of Work, (currently SCI Consulting Group), and is based on the fiscal year Fire Authority budget. The Assessment amount is approved by the Fire Authority Board and then the levies for the assessments are submitted to the Yuba County Auditor/Controller to be included on the property tax roll.

Following are the levy amounts submitted by SCI Consulting Group to the Yuba County Auditor/Controller for FY 2018/19 – 2024//25 and the amounts that have been received by the Fire Authority for FY 2018/19 – 2024/23:

	Amount Submitted	**Amount Received**
2018/19	$137,582	$133,183
2019/20	$143,408	$146,751
2020/21	$142,078	$142,201
2021/22	$147,408	$144,115
2022/23	$152,183	$149,432
2023/24	$164,046	$161,730
2024/25	$170,698	

MRG asked SCI Consulting Group why the Fire Authority did not receive the full amount of the levy, and they said it is most likely because the County is charging a fee for the processing and collection of the levy and the fee is being subtracted from the amount remitted.

SCI Consulting Group advised MRG to use a 3% annual increase in the levy amounts for the assessment revenue projections for FY 2025/26 – 2028/29. $2,000 was subtracted from the forecasted income for FY 2024/25 to account for the County collection fee; (FY 2018/19 – 2023/24 average difference between the amount of the levy and the amount received), and the 3% increase is net of the fee.

Strike Team Revenue and Expense

FY 2017/18 – 2021/22 revenues include Strike Team income and Strike Team Wages. The Budget to Actual Profit and Loss Statements and the Audited Financials are not clear as to how the Strike Team Revenue offsets Strike Team Expenses. As mentioned previously, although fire

service strike teams have become more customary in the past few years, the revenue and related expenses are always unknown and should never be included as budgeted, (planned for), income, or expense. Strike Team revenue and payroll expenses were included in the FY 2017/18 – 2023/24 budgets, but actual income and expenses always differed from the budgeted amounts. For FY 2023/24, there were no Strike Teams, and this, plus the combined total loss of $458,158 from FY 2017/18 – 2023/24, necessitated extra funding from the JPA members.

Other Income

The Profit and Loss Review shows Donations, Gain on Sale of Assets, Other Income, Grants, and Contributions for FY 2017/18 – 2023/24; however, the Fire Authority did not provide details for the income as stated. The forecast for FY 2024/25 – 2028/29 does not include any revenue for those line items as the income is considered one-time, not recurrent.

Expenditures and Expenditure Projections

Salaries and Benefits are the largest expense category for the Fire Authority and account for 50% of total expenditures. The Salary and Benefits expense projections for FY 2024/25 – 2028/29 include a 3% annual increase based on an average annual CPI increase.

The Fire Authority stated that the Salary & Wages Other line item includes the medical stipends. However, the amounts posted to that line item for FY 21/22 – FY 23/24 are much higher than the amounts stated for the medical stipend. When MRG posed that question to the Fire Authority the answer was it also included a "reimbursement" but did not provide any more details.) The forecast for FY 2024/25 – 2028/29 includes a 3% annual increase, again based on an average annual CPI increase, however, because Salary & Wages Other expense is unclear, the forecast for this line item may be overstated or understated.

Services and Supplies account for approximately 30% of total expenditures and are the second largest expense category for the Fire Authority. The forecast for FY 2024/25 – 2028/29 for this line item includes a 3% annual increase, again based on an average annual CPI increase.

Property Insurance expenses increased by 147% from FY 2022/23 to FY 2023/24. The forecast for FY 2024/25 – 2028/29 includes an 8% annual increase based on the large property insurance increases being chronicled around the State.

Workers Comp Insurance expense has been increasing steadily by an average of approximately 17%, consequently, the forecast for FY 2024/25 – FY 2028/29 shows an annual increase of 17%.

The FY 2024/25 – 2028/29 forecast for all other expense line items, (Consultants, Legal and Accounting, Building & Grounds, and Miscellaneous), includes an annual increase of 3%.

Debt Service Expense Projections are based on the FY 24/25 budget. MRG requested more clarification on this line item but did not receive a response.

Ending Fund Balances, Reserves, and Conclusion

The Beginning and Ending Fund Balances are based on the Fire Authority's Audited Financials through FY 2022/23, (the 2022/23 Audited Financials are Draft), and are carried forward based on the Fire Authority's Profit and Loss Budget to Actual Reports. **As the Forecast for FY 2024/25 – 2028/29 indicates, if there is no increase in the contributions from the City of Wheatland and the Plumas Brophy Fire District, the Fire Authority will not be able to continue operations.** Considering that the Fire Authority has no cash reserves for equipment/capital purchases, facilities replacement, and general emergencies, extra funding from the JPA members must be instituted. In addition, new revenue sources from fire prevention fees, grants, possible EMS/GEMT reimbursements, and shared impact fees need to be explored.

Budget to Actual reports should be prepared quarterly and reviewed carefully by the Fire Authority Board to monitor expenditures and ensure fiscal accountability.

The Fire Authority relies solely on one Fire Chief who is completely committed to providing fire and emergency services for the City of Wheatland and the surrounding District. Because of this, succession planning is critical for the Fire Authority. The Fire Chief and the two firefighters who are permanent employees currently have no retirement benefits. The CalPERS retirement system is extremely costly and not feasible for the Fire Authority, however other options, such as a 457 Deferred Compensation Plan should be explored.

FISCAL SUSTAINABILITY

Plumas Brophy Fire District Funding as part of the Wheatland Fire Authority

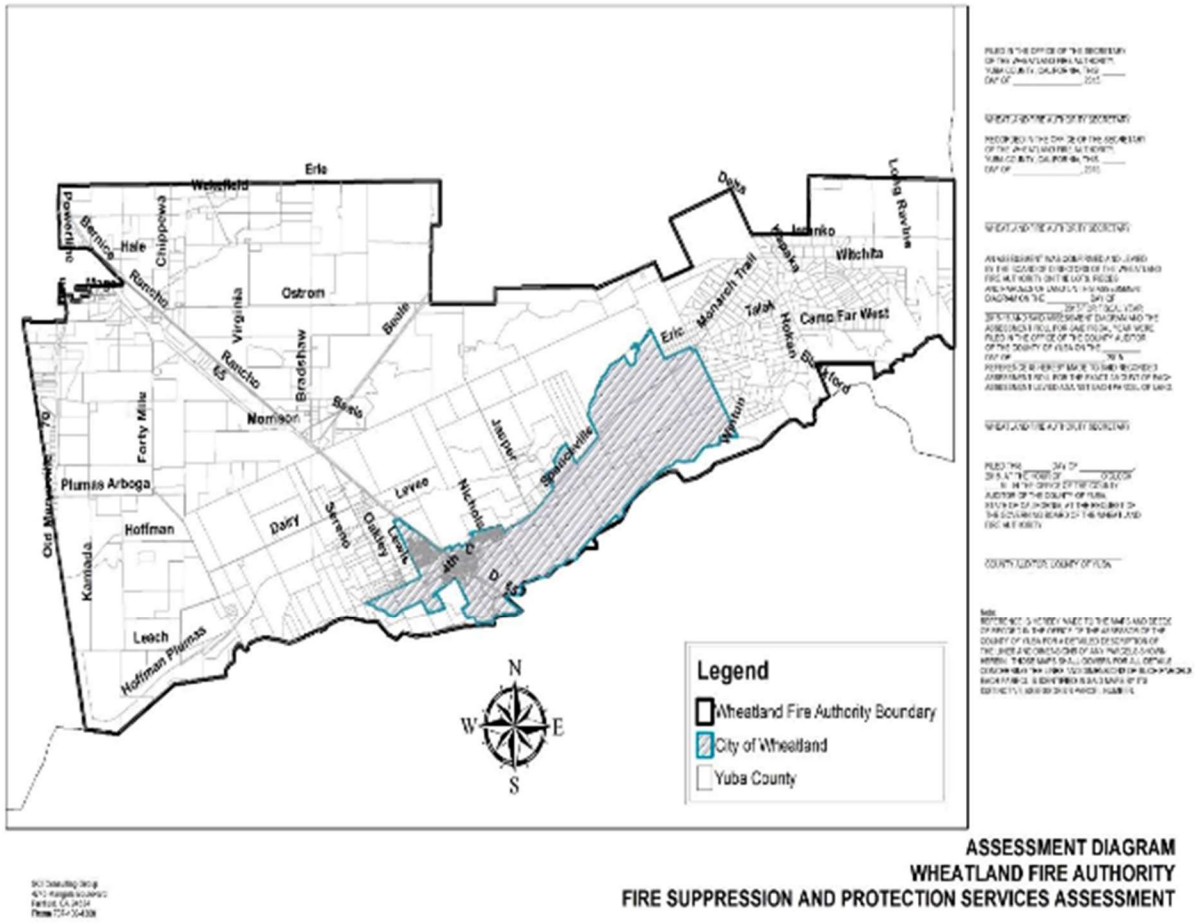
In November of 2018, Yuba County voters approved a 1% sales tax measure along with local ordinance 1575, Chapter 5.60 Transactions and Use Tax: Public Safety/Essential Services Protection Ordinance, now referred to as Measure K. This ordinance became effective on April 1, 2019. However, due to litigation, the funds collected through this ordinance were held in trust until disposition of the lawsuit. In July 2021, the California Third District Court of Appeals ruled in favor of Yuba County, which provided use of the one-time funds held in trust as well as ongoing revenue collected for July 2021 forward until the sales tax measure sunsets in 2028.

Measure K provides a secure, local revenue stream to the County that shall be used entirely to maintain and improve specific and general essential services for the benefit of the unincorporated areas of the County. All proceeds of the tax levied and imposed hereunder shall be accounted for and paid into a Measure K trust fund or account designated by the County for such specified purposes (Ord. No. 1575, Chapter 5.60.160)

A portion of Measure K revenue was allocated by the Board of Supervisors to the nine fire districts within the unincorporated County (Camptonville Fire, Dobbins/Oregon House Fire, District 10/Hallwood Fire, Foothill Fire, Linda Fire, Loma-Rica/Browns Valley Fire, Olivehurst Public Utility District (OPUD) Fire, Plumas Brophy Fire and Smartsville Fire). The nine districts

collectively determined as a group how to allocate the fire portion of Measure K amongst their jurisdictions. The fire districts individually determine their own budgets and are required to report to the County how each spent their Measure K revenue. Fire districts began receiving Measure K revenue based on their allocation beginning in January 2022 and monthly thereafter.

Beginning in Fiscal Year 2021/2022, the Fire Districts receive a percentage of Measure K Revenue, the 20% split from the Board of Supervisors. Plumas Brophy Fire District received 7.55% of the 20% split or $325,516.82 in the 2021/22 budget.



Projected Growth

The Yuba County Local Area Formation Commission (LAFCO) has identified the following growth strategies for the Wheatland area which will ultimately affect the service delivery model utilized by the Wheatland Fire Authority.

City of Wheatland's guiding principles for future growth adopted by the Planning Commission and City Council include creating a strong local employment base; balancing development on both sides of the existing SR 65 and railroad tracks; reinforcing downtown as the traditional and cultural core of the city (but not as the central commercial district); planning for the City to

accommodate future freeway and arterial expansion; and emphasizing neighborhood-oriented growth.

Wheatland's General Plan identifies three strategies to accommodate projected long-term growth—annex additional land outside of the City limits, continue infill development where land is available, and encourage the re-use of underutilized lands. The City has pursued the first strategy already, having annexed 479 acres in 2006, doubling the size of the city. Several infill projects have been approved since the General Plan update. Residential policies include the preservation and enhancement of existing neighborhoods through maintenance, rehabilitation, and infill development, as well as the development of distinct neighborhoods with a range of services such as parks, schools, and neighborhood shopping. Commercial development will be directed to the area adjacent to the proposed SR 65 bypass, downtown, and the northeastern portion of the planning area.

Approximate development potential for the City of Wheatland

<u>Existing Development</u>	
Total Single-Family	1,128 Units
Total Multi-Family	212 Units
Total Commercial	60 Acres
Total Light Industrial	1 Acre
Total AG Tourism	40 Acres
<u>Development Currently in Process</u>	
Total Single-Family	145 Units
Total Multi-Family	48 Units
<u>Near Term Development (within the next 5 years)</u>	
Total Single-Family Units	1,160 Units
Total Commercial	5.2 Acres
Total Light Industrial	30 Acres
<u>Mid Term (5-10 years)</u>	
Total Single-Family	2,181 Units
Total Multi-Family	832 Units
Total Commercial	146 Acres
Total AG Tourism	40 Acres
<u>Long Term (10-20+ years)</u>	
Total Single-Family	4,627 Units
Total Multi-Family	913 Units
Total Commercial	86 Acres

Note: Provided by Raney Management and Planning Incorporated.

Wheatland Fire Authority Apparatus Replacement

The Wheatland Fire Authority has numerous fire apparatus located at their fire stations, which help preserve the existing ISO rating of the jurisdiction. The Fire Authority currently has no funds to replace outdated apparatus. A best practice is to annually put aside funds in an apparatus replacement fund to ensure enough cash is available to replace the apparatus when it has reached its end-of-life usefulness. The schedule below illustrates how an apparatus equipment replacement schedule could work. Below are the recommended types of apparatus, costs, and timeframes for replacement based on the Fire Authority's current fiscal constraints. The recommended replacement apparatus includes two Type 1 engines, one Type 3 engine, one Utility, and one command vehicle. The California Office of Emergency Services (OES) builds fire apparatus and offers the specifications to any California Fire agency so they can take advantage of their pricing. This concept is widely accepted throughout California and would save the Fire Authority the time and effort that would be needed to build their own specifications and having to go out to bid, since the OES bids are guaranteed to be the lowest available price for the apparatus. The cost of fire apparatus has increased significantly since COVID-19 and supply chain issues. The cost of a Type 1 engine (structure) in some jurisdictions has risen well over one million dollars, and that does not take into account the desire for California to become an "electric" vehicle state.

Type 1 engines generally have a typical life span of 12 years to 15 years of first-line service. Brush engines and squads, due to lower usage, have a lifespan of 15 to 18 years of first-line service. All other vehicles have a typical life span of 10 years. Type 1 engines should be replaced into a reserve status for at least 5 years after being taken out of front-line service to serve as a backup engine for extra staffing needs and when current apparatuses are being repaired. Type 1 Engines are started and run at Code 3 driving conditions for long distances within the Fire Authority and require frequent maintenance.

Wheatland Fire Authority Capital Equipment Replacement Fund

Life Span	Life 15	Life 15	Life 18	Life 20	Life 9	**Totals**
Unit ID	**Engine 421** ($700,000)	**Engine 413** ($700,000)	**Brush 431** ($450,000)	**Utility 460** ($90,000)	**Chief command** ($90,000)	
YEAR	**2022**	**2021**	**2021**	**2004**	**2022**	
Replace	FY 36/37	FY 35/36	FY 39/40	FY 25/26	FY 31/32	
Cost with annual 5% inflation	$1,455,250	$1,385,952	$1,987,979	$90,000	$126,639	$4,955,910
Yearly contribution starting 2025/26	$132,295	$138, 595	$141,999	$94,500	$21,106	$528,495

Note: Apparatus replacement plan and cost estimates provided by Wheatland Fire Authority.

FINAL COMMENTS

The assessment of the WFA's operations reveals a stark reality: there are no easy answers to the challenges facing the organization. Despite maximizing its resources, WFA has done everything within its power to operate as a full-service fire agency with severely limited funding. The system currently relies heavily on the dedication and commitment of the Fire Chief, whose leadership sustains the agency amidst these financial constraints.

A significant finding is that compensation and benefits for WFA personnel are not competitive, making it difficult to attract and retain skilled staff. Although there are some potential avenues for additional revenue—such as Fire Prevention Inspection Fees, Standby Fees, billing insurance for vehicle accidents, and continued pursuit of grant opportunities—these measures alone will not generate the capital needed for essential equipment replacement or substantially improve wages, hours, and working conditions.

The assessment underscores the need for a comprehensive financial strategy to ensure the long-term viability and effectiveness of WFA's operations. It recognizes that the current funding model is unsustainable without significant reforms or additional revenue sources.

Attachments: Attachments are included to provide the reader with an in-depth analysis of information specific to the Fire Authority that can be referenced in a stand-alone format. They Include:

- Attachment 1 - Mission, Vision, Core Values
- Attachment 2 - SWOT analysis
- Attachment 3 - Exhibit B (Profit & Loss plus Forecast)
- Attachment 4 - Salary Comparison
- Attachment 5 - Staffing and Trends
- Attachment 6 - NFPA Standards and WFA Staffing
- Attachment 7 - Funding Opportunities and Mechanics
- Attachment 8 - Facilities and Equipment Replacement
- Attachment 9 - Hazards and Risks
- Attachment 10 - Community Infrastructure and Assets

ATTACHMENT 1 – MISSION, VISION, AND CORE VALUES

Fire Authority Vision

Wheatland Fire Authority is dedicated to being the best community-focused fire and rescue department that meets the ever-changing needs of our community while ensuring a safe and secure environment for all through professional development, unity, and teamwork.

Fire Authority Mission

Wheatland Fire Authority is committed to providing the highest-level public safety services for our community. We protect lives and property through fire suppression, emergency medical response, disaster management, fire prevention, and public education.

Fire Authority Statement of Core Values

Wheatland Fire Authority personnel are committed to the following values in our interactions with coworkers and citizens.

PROFESSIONALISM - in application, appearance, attitude, and standards.

INTEGRITY - Demonstrate honesty and fairness.

COMPASSION - Demonstrate kindness and empathy.

RESPONSIBILITY AND ACCOUNTABILITY - Professionally, personally, and fiscally responsible for our actions.

RESPECT - For each other, our department, the City Government, and our citizens.

DIVERSITY - Be open-minded and responsive to the uniqueness of our community, without regard to age, gender, religion, or ethnic origin.

ATTACHMENT 2 – SWOT ANALYSIS

Strengths, Weakness, Opportunities, and Threats (SWOT) Analysis Wheatland Fire Authority

Strengths

- The Fire Chief and his commitment to the Fire Authority.
- The excellent training provided by the Fire Authority.
- The opportunities for professional growth.

Weakness

- Funding for the Fire Authority.
- Consistent staffing for the Fire Authority.
- Pay, benefits, and retirement.

Opportunities

- Training for the members.
- Professional growth.
- The ability to gain experience within the fire service.

Threats

- Misinformation at the Federal and State official level (important role of volunteers serving their communities, and role volunteers play within the State mutual aid system).
- Local Agency Formation Commission - LAFCO and regulatory agencies.
- Changing CalOSHA rules that are costly to implement and not reimbursed by the State of California.

ATTACHMENT 3 – EXHIBIT B (PROFIT & LOSS PLUS FORECAST)

Exhibit B

Wheatland Fire Authority
Profit and Loss FY 17-18 thru FY 23-24 and Forecast FY 24-25 thru FY 27-28

	FY 17/18 Actuals Audited	FY 18/19 Actuals Audited	FY 19/20 Actuals Audited	FY 20/21 Actuals Audited	FY 21/22 Actuals Audited	FY 22/23 Actuals per Draft Audit*	FY 23/24 Actuals Through 05/31/24 Unaudited Forecasted to Year-end	FY 24/25 Forecast Based on FY 24/25 Budget	FY 25/26 Forecast	FY 26/27 Forecast	FY 27/28 Forecast	FY 28/29 Forecast
Revenue												
Fire Suppression & Professional Services Assessment	134,662	133,183	146,751	142,201	144,115	156,703	161,730	168,698	171,699	174,790	177,974	181,253
Donations	6,811	926	360	6,880	1,402	3,114	1,575	0	0	0	0	0
Contract Funding From JPA Members	312,418	297,725	309,584	314,516	331,634	359,160	381,606	415,608	428,076	440,919	454,146	467,770
Extra Funding From JPA Members	0	0	0	0	0	0	200,000	200,000	0	0	0	0
Strike Team Reimbursement	243,370	417,543	122,140	422,607	398,311	112,633	0	0	0	0	0	0
Interest Income	649	277	394	42	79	83	133	237	249	261	274	288
Gain on Sale of Assets	0	0	0	6,534		5,000	0	0	0	0	0	0
Other Income	1,361	8,938	26,397	18,806	138,703	68,043	2,220	0	0	0	0	0
Grants & Contributions	0	10,000	0	0	33,884	111,550	0	0	0	0	0	0
Total Revenues	**699,271**	**868,592**	**605,646**	**910,985**	**1,048,128**	**816,286**	**747,266**	**784,543**	**600,024**	**615,969**	**632,394**	**649,311**
Operating Expenditures												
Regular Salaries, Wages (Paid FF, Clerical & COVID)	194,872	208,379	245,888	247,411	201,598	263,551	266,466	274,459	282,693	291,174	299,909	308,907
Volunteer FF	37,905	22,278	30,441	19,563	17,354	23,483	30,762	26,749	27,551	28,378	29,229	30,106
Strike Team Wages	126,924	216,333	75,207	264,825	324,146	101,593	0	0	0	0	0	0
Employer Taxes	33,212	37,750	32,495	47,101	50,104	38,346	27,791	28,163	29,008	29,878	30,774	31,698
Salaries & Wages Other (Medical Stipend)	12,645	1,601	1,009	9,468	39,651	5,189	5,661	5,831	6,006	6,186	6,372	6,563
Workers Comp Insurance	16,215	18,185	22,731	28,414	30,060	32,270	40,386	47,149	55,042	64,256	75,012	87,569
Services & Supplies	124,835	195,148	205,328	230,939	291,525	268,283	231,647	263,266	271,164	279,299	287,678	296,309
Consultants	16,740	14,856	11,742	6,683	8,835	8,719	8,449	8,417	8,669	8,929	9,197	9,473
Legal and Accounting	21,340	3,080	10,338	30,983	9,268	6,115	12,578	12,950	13,339	13,739	14,151	14,576
Insurance	12,281	11,309	16,503	14,054	34,976	25,522	62,919	67,953	73,389	79,260	85,601	92,449
Building & Grounds	6,351	41,228	19,985	26,639	9,243	34,117	19,424	23,026	23,717	24,429	25,161	25,916
Miscellaneous	1,640	3,383	7,562	9,095	5,930	18,574	0	8,652	8,911	9,179	9,454	9,738
Total Operating Expenditures	**604,960**	**773,503**	**679,225**	**935,274**	**1,022,686**	**825,762**	**706,079**	**766,615**	**799,490**	**834,707**	**872,540**	**913,302**
Debt Service & Capital Outlay	16%	25%	28%	25%	22%	26%	31%	33%	33%	32%	32%	31%
Capital Outlay	153,991	11,944	50,062	0	109,231	134,667						
Capital Lease Principal	18,033	0	0	0	0	0	28,991	28,991	28,991	28,991	28,991	28,991
Capital Lease Interest	837	0	0	0	0	0	3,380	3,380	3,380	3,380	3,380	3,380
Loan Principal	0	0	0	0	200,000	71,866	0	0	0	0	0	0
Loan Interest	0	0	0	0	1,523	7,551	0	0	0	0	0	0
Total Debt Service & Capital Outlay	**172,861**	**11,944**	**50,062**	**0**	**310,754**	**214,084**	**32,371**	**32,371**	**32,371**	**32,371**	**32,371**	**32,371**
Total Expenditures	**777,821**	**785,447**	**729,287**	**935,274**	**1,333,440**	**1,039,846**	**738,451**	**798,987**	**831,861**	**867,078**	**904,911**	**945,674**

Exhibit B

Wheatland Fire Authority
Profit and Loss FY 17-18 thru FY 23-24 and Forecast FY 24-25 thru FY 27-28

	FY 17/18 Actuals Audited	FY 18/19 Actuals Audited	FY 19/20 Actuals Audited	FY 20/21 Actuals Audited	FY 21/22 Actuals Audited	FY 22/23 Actuals per Draft Audit*	FY 23/24 Actuals Through 05/31/24 Unaudited Forecasted to Year-end	FY 24/25 Forecast Based on FY 24/25 Budget	FY 25/26 Forecast	FY 26/27 Forecast	FY 27/28 Forecast	FY 28/29 Forecast
Other Financing Sources (Uses)												
Bad Debt/Loss on Debt Forgiveness	0	17,016	23,913	3,734		0	0	0	0	0	0	0
Loan Proceeds	0	0	0	0	200,000	50,000	0	0	0	0	0	0
Total Other Financing Sources (Uses)	**0**	**(17,016)**	**(23,913)**	**(3,734)**	**200,000**	**50,000**	**0**	**0**	**0**	**0**	**0**	**0**
(Excess) of expenditures and other uses over revenues and other sources	**(78,550)**	**66,129**	**(147,564)**	**(28,023)**	**(85,312)**	**(173,560)**	**8,816**	**(14,444)**	**(231,837)**	**(251,108)**	**(272,517)**	**(296,363)**
Beginning Fund Balance	**457,945**	**379,395**	**439,678**	**298,542**	**319,491**	**234,179**	**60,619**	**69,435**	**54,991**	**(176,846)**	**(427,955)**	**(700,472)**
Per Integritat LLC Audited Financials - Reconciliation of the Governmental Funds - Balance Sheet -Accounts receivable accrued in prior fiscal year governmental activities that were 60 days or older, (not shown as prior period adjustments).			6,417	18,168	0	0	0	0	0	0	0	0
Prior Period Adjustment - no notes in Integritat LLC Audited Financials for FY 18/19 and FY 20/21 explaining prior period adjustments	0	(5,846)	0	30,804	0	0	0	0	0	0	0	0
Beginning Fund Balance, net prior period adjustment and addition of prior period A/R	**457,945**	**373,549**	**446,095**	**347,514**	**319,491**	**234,179**	**60,619**	**69,435**	**54,991**	**(176,846)**	**(427,955)**	**(700,472)**
Ending Fund Balance	**379,395**	**439,678**	**298,542**	**319,491**	**234,179**	**60,619**	**69,435**	**54,991**	**(176,846)**	**(427,955)**	**(700,472)**	**(996,834)**
*Per Kathy Herbert $50k loan from Plumas Brophy Fire District paid in full in FY 22/23 - not yet posted in P&L												

ATTACHMENT 4 – SALARY COMPARISON

In most municipal fire agencies within the State of California the cost of Salary and Benefits comprises between 85-95 percent of all fire agency budgets. With Combination and Volunteer fire agencies who have little revenue to accomplish the same tasks as fully career departments, this is problematic.

Volunteer communities are struggling with the rising cost of equipment and a reduction in available first responders to manage the calls. Suburban communities served by volunteer and/or combination departments are also struggling with the growing cost of doing business, especially as more communities look to hire part-time and even full-time personnel to supplement or increase staffing.

There are many annual fixed costs that must be paid including but not limited to the cost of stations and their ongoing maintenance budget, the cost of debt to purchase apparatus, the cost of property and casualty insurance, 911 dispatch fees, auditor costs, the cost of personal protective equipment, impacts of California State mandates, the cost of Cal-OSHA compliance, the cost of fuel for apparatus, the modest cost of full time and part-time personnel, the stipends for emergency response and training for the volunteers. The Wheatland Fire Authority has very little discretionary funds at its disposal but provides a very comprehensive 24/7/365 service to the community.

Comparative Salaries in the Area - The Engineer rank is generally covered by a union contract, whereas the Fire Chief is generally an at-will employee.

Compensation of the paid staff and comparisons to Lincoln, Linda Fire Protection District, Marysville Fire Department, and the Olivehurst Public Utilities District follow. A full comparison is included in Appendix D. Salary comparisons generally include a total compensation package and within the public sector include the CalPERS Public Employee Retirement System or a County 1937 Act Pension. Comparing salaries to other jurisdictions is difficult due to the work hours, on-call availability, safety or non-safety, title and job description, and benefit package including health care and retirement.

Salaries 2024

Position Title	Annual Salary with Health Care Stipend
Engineer 2	$43,440
Engineer 1	$47,660
Fire Chief	$82,200
Secretary/Treasurer	$29,210
Seasonal	$16.00 hourly

Jurisdiction	Fire Chief	Engineer
Linda FPD	$165,167	$70,091
City of Lincoln	Deputy Chief - Director is Public Safety Chief $275,000*	$109.664
City of Marysville	$145,000	$75,496
Olivehurst PUD	$121, 593*	$57,744

*Denotes total compensation

The Wheatland Fire Authority does not have adequate funds to pay the staff and provide benefits. The Wheatland Fire Authority's small paid staff and volunteers give so much to the community. The paid staff are compensated well below nearby fire for their work (Appendix D).

ATTACHMENT 5 – STAFFING AND TRENDS

This attachment focuses on staffing and overall fire service trends that touch nearly every fire agency within California. The WFA relies heavily on the recruitment of volunteers and then retaining those volunteers through training, education and overall motivation.

CURRENT STAFFING STRUCTURE

Recruitment and Retention Progress

The Wheatland Fire Authority has solid recruitment and retention process. The staff places an extremely high value on the Fire Chief, his caring, and their ability to train and progress their careers through the fire service. This has been reflected in the annual reports and the numerous awards and recognitions that the staff receives. The Fire Authority has created a culture of trust, learning, and compassion which reflects both internally and externally.

Recruitment and Training Challenges

Fire departments nationwide face significant challenges in recruitment and training due to societal, economic, and regulatory factors. A primary issue is the time constraint on potential recruits, stemming from the prevalence of two-income households and the need to work multiple jobs. This limits availability for training and emergency response duties. Additionally, stricter federal standards and expanded service expectations necessitate more rigorous and time-consuming training, including proficiency in EMS, hazardous materials response, and technical rescue.

Increasing emergency call volumes, driven by medical emergencies and automatic fire alarms, further strain firefighters' schedules and resources. Departments are also burdened with community engagement, fundraising, and administrative tasks, diverting attention from core training and readiness efforts. Compliance with evolving training requirements, recertification demands, and public expectations for comprehensive service add complexity and financial strain.

Changes in the operational landscape include concerns over public misuse of emergency services and a decline in the social aspects of volunteering, further complicating recruitment and retention efforts. Societal shifts such as higher transience, reduced interest in volunteering, and employer constraints on releasing employees for emergency duties exacerbate recruitment challenges.

Navigating federal and state regulations, including labor standards and environmental restrictions on training practices, adds administrative burdens and cost considerations. Demographic shifts towards aging populations in economically stagnant communities pose additional challenges in recruiting and maintaining operational capabilities suited to community needs.

In conclusion, addressing these recruitment and training challenges requires strategic adaptation through innovative recruitment strategies, enhanced community engagement, compliance with regulatory standards, and investment in training infrastructure. By effectively managing these issues, fire departments can enhance operational resilience and meet evolving service demands more efficiently.

(Source document "The National Volunteer Fire Council Fact Sheet.")

GENERAL FIRE SERVICE TRENDS

General Trends Affecting the United States Fire Service

Significant changes have occurred over the past 25 years that impact the fire service.

Improvements to building codes

Significant improvements have been made to building codes in the state of California and in specific municipalities that include enhanced fire protection requirements.

Increased medical emergencies

Medical emergencies have increased over the years and will continue to do so in the future because of two key factors:

- Aging population. As the baby boomer generation ages, their need for emergency medical care and medical services increases, which increases EMS calls in a community.
- Increased cost of medical insurance. As the cost of medical insurance continues to rise and fewer preventative services are offered, individuals do not have access to or cannot afford many preventative medical treatments. Thus, individuals wait longer to seek treatment, resulting in the need for emergency medical services, which increases the EMS calls in the community.

Legislative and regulatory changes

Increased training requirements have impacted the fire service and will continue to do so. New mandates to enhance training programs to meet the needs of the population as well as increased training requirements will add to the fiscal challenge of funding these programs.

Technology

Technological innovations have resulted in enhanced equipment and service delivery in the fire service over the years. As technology continues to advance, there will be a desire to continue to purchase the latest innovations to improve service. However, this will have to be balanced with fiscal constraints and the enhanced service that the innovation will provide.

Climate

The Western States have experienced an increase in wildfires during the last several years. These fires burned thousands of acres across the state and destroyed numerous structures as well. The increase in wildfires is a result of warmer temperatures coupled with dry fuel and a drought. These factors could likely be in place for at least the next several years, which will undoubtedly put a burden on the fire protection services. This is especially true when multiple wildfires take place at the same time, straining the available resources.

Water

Droughts not only dry out the vegetation, but they also impact the water supply needed to put out the fires. A severe drought condition makes fires more dangerous and more difficult for fire agencies to protect life and property.

Behavioral Health

Firefighters encounter situations that the public rarely, if ever, must face. These experiences go beyond the basic behavioral health risk factors most people face.

Firefighters:

- Are exposed to potentially traumatic events at a higher rate than the mainstream population.
- Must remain “on alert” even while resting.
- Often have sleep-disrupting shifts.
- Are separated from families and friends for unusual periods due to shift work, deployments, or other work-cycle formats.

Despite this, the fire service has several pervasive, built-in protective factors that promote resiliency, such as a sense of belonging and support from one another; an enduring sense of purpose; and often a keen sense of gratitude and respect from the public. However, there are some statistics worth taking into consideration when building a case for the need to address behavioral health in the fire service.

The National Fallen Firefighters Foundation in conjunction with the International Association of Firefighters is working diligently to provide local fire agencies with the tools and training to deal with this epidemic.

ATTACHMENT 6 – NFPA STANDARDS AND WFA STAFFING

This attachment describes National standards and suggested staffing patterns that provide for the overall safety of the WFA members. It is important to note that these are standards that are highly recognized and often find their way into safety investigations and court.

National Fire Protection Standards (NFPA)

The National Fire Protection Association (NFPA) is a self-funded nonprofit organization devoted to eliminating death, injury, property and economic loss due to fire, electrical and related hazards. Their mission is to help save lives and reduce loss with information, knowledge, and passion. With these goals in mind, the NFPA develops codes and standards for buildings to contribute to the safety of the general public.

Codes and Standards DEFINED

A "code" is defined by the NFPA as a set of rules that knowledgeable people recommend for others to follow. Additionally, it is worth noting that a code is not a law, but is something that could one day be adopted into law. On the other hand, a "standard" is an elaboration of a code. It is more detailed than a code and is defined by the NFPA as "the nuts and bolts of meeting a code."

Differences between Codes and Standards

The difference between and code and a standard is that a code tells you what needs to be done, and a standard gives specifics on how to meet code requirements. For example, NFPA code requires that most buildings must have a fire alarm system. Additionally, some standards describe what kind of system should be installed and how it must operate.

The California Fire Service does make many references to NFPA Standards and often time when we purchase apparatus and equipment, we reference these standards. They are generally accepted as a "Best Practice" within our industry. The Wheatland Fire Authority is under no obligation to use these Standards, but you will find with NFPA fire prevention codes, training standards, and equipment that we often do.

Wheatland Fire Authority Staffing

Staffing for fire and life safety response is expensive. In California and many other states, the staffing standards are based on rural and suburban fire agencies (small to medium) and Urban fire agencies (large). We generally speak about how many people are assigned to a firefighting apparatus. In small and medium jurisdictions, our staffing generally is three personnel, a Fire Captain, a Fire Engineer, and a Firefighter or Firefighter/Paramedic. In metropolitan fire agencies staffing generally at four personnel, a Fire Captain, a Fire Engineer, and two Firefighters or Firefighters/Paramedics. Staffing has been researched and scientifically evaluated for work productivity for efficiency at the scene of emergencies. NPFA has a

Volunteer Staffing Standard called NFPA 1720. Here is a breakdown of what that would look for the WFA.

Demand Zone	Demographics	Staffing	Response time	% of meeting objective
Rural	Less than 500 people per mile	6 personnel	14 minutes- from call to arrival on scene	80%
Remote	Travel distance less than 8 minutes	4 personnel	Travel time plus get out time	80%
Special Risk	Large un-sprinklered buildings	Local determination based upon hazard	Local determination based upon hazard	90%

Most structure fires require 15 responders doing the following tasks/job

1 responder -Incident Command/Safety
1 responder -pump operator
2 responder -fire attack
2 responder -water supply
2 responder -search
3 responder -ventilation
2 responder -medical/rehab

Total of 15 personnel

ATTACHMENT 7 – FUNDING OPPORTUNITIES AND MECHANICS

The Fire Authority could take advantage of funding methods not only from an Independent Fire Protection District but also from a General Law City. Below are some of the methodology and funding mechanism used by WFA.

Grant Process

The Wheatland Fire Authority could obtain a few grants including:

- Bill Shaw Grant, yearly for safety equipment.
- FEMA grant for portable radios.
- Office of Emergency Services Grant for generators at the City station and the Plumas Brophy stations.

While grants are helpful one-time funding, the Fire Authority cannot rely on grants as a solution to their financial needs. Further Grant opportunities can be found in Appendix B - Federal Eligible Grants.

Suggested Revenue Enhancements

Fire Suppression assessments (Government Code §50078 et seq.). Cities, counties, and special districts can charge assessments to purchase and maintain fire-fighting equipment and to pay related salaries.

Proposition 172

Proposition 172 was enacted to help offset property tax revenue losses of cities and counties that were shifted to the ERAF for schools in 1992. Proposition 172, enacted in 1993, provides the revenue of a half-cent sales tax to counties and cities for public safety purposes, including police, fire, district attorneys, corrections, and lifeguards. Proposition 172 also requires cities and counties to continue providing public safety funding at or above the amount provided in FY 92-93.

Yuba County receives Proposition 172 funding of which it shares 15 percent with fire districts that existed prior to 1978 (Proposition 13). Fire districts in Yuba County that existed prior to 1978, are allocated a share of 15 percent of the total transferred to the County based on the relative number of emergency calls responded to by each district in the prior fiscal year. Revenues are allocated to cities based on their proportionate share of net property tax losses from ERAF.

Proposition 218 Limitations

Proposition 218, which California voters approved in 1996, requires voter or property owner approval of increased local taxes, assessments, and property-related fees. Majority voter approval is required for imposing or increasing general taxes such as business licenses or utility taxes. The requirement does not

apply to user fees, development impact fees, and Mello-Roos districts. The cities may impose a utility users' tax or increase the transient occupancy tax or business license tax, subject to economic competition considerations and voter approval.

Economic Development

Another financing opportunity is economic development, which enhances sales tax revenues.

Miscellaneous Non-Traditional Sources of Revenue

Recently the Wheatland Fire Authority had a budget shortfall due to budgeting OES California Fire Assistance Act (CFAA) money due to a slow fire season. The reimbursement is for the personnel that are dispatched to the event plus a ten percent administrative fee which covers the cost of the agency to provide the service. The California Office of Emergency Services frowns upon fire agencies estimating the number of emergency responses and budgeting accordingly. This is a poor practice that has been recently altered.

Grants and other miscellaneous forms of revenue are also difficult to predict and a poor practice for budget purposes, the WFA has also taken steps to eliminate this practice. Any revenue received should be designated for the apparatus and replacement reserves.

Fire Prevention Fees

The Fire Authority could adopt a fee ordinance for items that can bring additional revenue into the jurisdiction as the fee comes from builders, business owners or venue operators. The current suggestions would include the following:

- Initial fire prevention inspections during construction.
- Ongoing fire inspections particularly that are mandated by the California State Fire Marshal's Office which if the jurisdiction is unable to accomplish would back charge that fire jurisdiction.
- Hazardous material inspection fees within the jurisdiction.
- Fire sprinkler installation inspections.
- Standby fees for concerts and other venues, this would include a charge for direct labor and equipment (determined by the OES reimbursement rates), with a large gathering of citizens and visitors. This is a common practice even if the venue utilizes a private company to provide medical services. The real threat of fireworks escaping the established boundaries or a multi causality event that would normally be commanded by the fire agency justifies the additional charges that in turn are paid by the promoter, the venue or passed along as additional fees to the participant.

Fire Prevention fees can cost no more than the actual cost of service which would include the labor rate, and time needed to conduct and document the inspection. Most jurisdictions that

charge fees do that through a "Fee Study" so that a neutral third party can document those cost if challenged. The fee study would then be approved by the Fire Authority and implemented. This would not be a huge source of revenue, but it is a source of revenue if pursued.

Economic Indications 2024-2035 Forecast

Yuba County Economic Forecast- 2023 County-level Economic Forecast

YR	TRS	TTS	RPCI	UR	RFP	IR
2024	$752	$1,060	$50,101	6.9	$292	2.2
2025	$778	$1,093	$50,293	6.8	$310	2.3
2026	$807	$1,129	$50,511	6.8	$305	2.2
2027	$834	$1,162	$50,775	6.9	$293	2.2
2028	$864	$1,199	$51,020	7.2	$278	2.1
2029	$889	$1,231	$51,255	7.4	$272	2.2
2030	$918	$1,266	$51,427	7.5	$277	2.2
2031	$945	$1,300	$51,632	7.5	$264	2.3
2032	$973	$1,337	$51,677	7.4	$258	2.3
2033	$998	$1,368	$52,001	7.4	$242	2.4
2034	$1,025	$1,403	$52,315	7.6	$246	2.4
2035	$1,052	$1,438	$52,610	7.7	$244	2.5

KEY	RPCI: Real Per Capita Income in Dollars
YR: Year	UR: Unemployment Rate Percent
TRS: Total Retail Sales in Millions	RFP: Real Farm Production in Millions
TTS: Total Taxable Sales in Millions	IR: Inflation Rate Percent

ATTACHMENT 8 – FACILITIES AND EQUIPMENT REPLACEMENT

This attachment on facilities and equipment speaks to fire stations and the very expensive equipment used by fire agencies. WFA has not yet identified a stable funding source for the replacement cost of both facilities and equipment.

Property and Fire Station Facilities

The Wheatland Fire Authority has budgeted annually a modest repair and maintenance program for the facilities. Most fire stations have a 50-year life span and cost millions of dollars to replace due to the high cost of sophisticated electrical systems, the building costs of essential service buildings, and the high cost of construction materials. The organization has done a fantastic job of establishing and maintaining fire stations at little or no cost. It should be noted that each jurisdiction owns its facilities and that the cost of major repairs or enhancements should be borne by the jurisdiction that owns the property and facility. The Wheatland Fire Authority has done minor repairs and enhancements as needed. Each jurisdiction should begin establishing a facility replacement and major repair budget outside of the traditional Wheatland Fire Authority budget and reserve program (Appendix E).

Annual Budget Allocations to provide for the replacement costs for facilities within the Authority:

- No recommendation is provided because there is no available funding, but the liability still exists and ultimately will need to be dealt with.

Equipment Replacement Recommendations

Personal Protective Equipment (PPE): Create a replacement plan for PPE. NFPA standard 1851 calls for PPE to be placed out of service and replaced 10 years after the manufacturer's date. Each Firefighter should have two full sets of turnouts; one in-service and a backup set should the in-service set sustain damage or need cleaning. Lack of cleaning increases the probability that cancer-causing agents remain on the turnouts. These cancer-causing agents burden the fire service workers and add to workers' compensation claims. The care and protection of personal protective equipment is being mandated by CalOSHA, see Appendix F.

Self-Contained Breathing Apparatus (SCBA): Create a replacement plan for SCBAS. Per NFPA standard 1981, composite SCBA bottles have a life span of 15 years. Significant code changes have dictated that SCBA should be updated with changes in technology. New OSHA laws dictated these changes based on failures, and new breathing air standards regarding low-pressure alarm changes. SCBA allows firefighters to enter toxic environments safely but need constant maintenance and repairs.

Emergency Medical Services (EMS) equipment: The delivery of emergency medical services, particularly advanced life support systems, is a function of both the engine companies and ALS ambulances. EMS allows field paramedics to perform life safety measures requiring updated

training and equipment. As the County EMS system evolves, new equipment, training, and techniques could be needed.

Tools and equipment: Fire apparatus, in essence, is a giant toolbox that delivers the needed tools to the scene of an emergency. This includes ladders, hoses, saws, and specialized rescue equipment to meet that challenge. Reserves should be funded to ensure that personnel have the most updated tools and equipment to perform the variety of tasks that are needed to serve our communities.

ATTACHMENT 9 – HAZARDS AND RISKS

This attachment outlines probable hazards and risks associated with the management and mitigation of risk for a community. In the WFA case the use of volunteers who may not have attained the same training level as their peers nor who have benefitted from pre-incident planning. Some scenarios are deemed high risk with low probability and need thoughtful consideration for the safety of fire service members and the community they serve.

Structure Fires

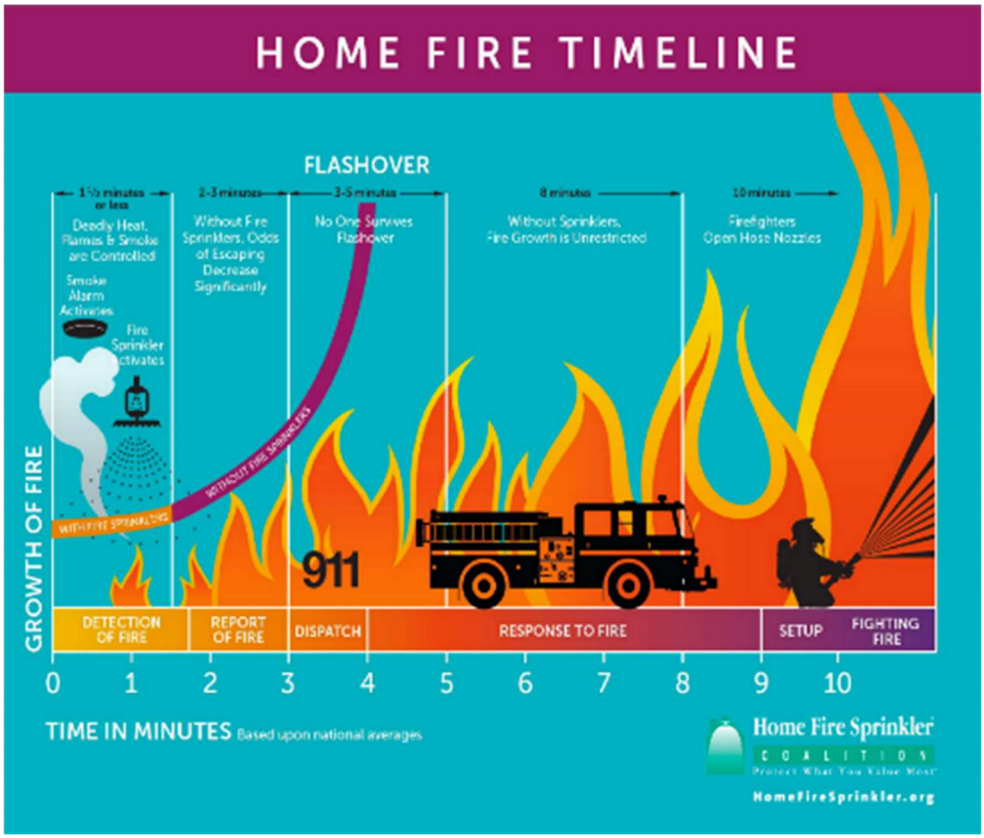
This includes residential, commercial mobile homes, outbuildings, and barns. The key to most structure fires is quick arrival and adequate water supply. There are four identifiable stages of fires which virtually all structure fires progress through:

Stage 1: The Incipient Stage—This first stage begins when heat, oxygen, and a fuel source combine and have a chemical reaction resulting in fire. This is also known as "ignition" and is usually represented by a very small fire that often goes out on its own before the following stages are reached. Recognizing a fire in this stage provides your best chance at suppression or escape.

Stage 2: The Growth Stage—Where the structure's fire load and oxygen are used as fuel for the fire. There are numerous factors affecting the growth stage including where the fire started, what combustibles are near it, ceiling height and the potential for "thermal layering." It is during this shortest of the four stages when a deadly "flashover" can occur: potentially trapping, injuring, or killing firefighters.

Stage 3: The Fully Developed Stage—When the growth stage has reached its max and all combustible materials have been ignited, a fire is considered fully developed. This is the hottest phase of a fire and the most dangerous for anybody trapped within.

Stage 4: The Decay Stage—Usually the longest stage of a fire, the decay stage is characterized by a significant decrease in oxygen or fuel, putting an end to the fire. Two common dangers during this stage are first—the existence of non-flaming combustibles that can potentially start a new fire if not fully extinguished. Second, there is the danger of a backdraft when oxygen is reintroduced to a volatile, confined space.



The number of times that fires are controlled before flashover depends on the entire fire protection system and is not solely dependent on emergency response forces. Built-in fire protection, public education, extinguishment by citizens, and even the type of fuel on fire are all factors that affect flashover. Even when fires are not extinguished by firefighting forces, these personnel often provide other services, ranging from smoke removal to the restoration of built-in fire control systems. The objective is for all components of the fire protection system, from public education to built-in fire protection to manual fire suppression, to be maintained at a level that provides adequate service and the performance of each is periodically evaluated. Fire station location and staffing levels are predicted at a particular point where the fire's growth causes a significant shift in the fire's behavior and moves into the flash point. At this point, the room has been untenable for some time before the flashover. The arrival of resources pre-flashover may limit the fire to a single room. Post-flashover requires larger hose lines and additional resources.

Vegetation Fires

Vegetative fuels include living and dead vegetation materials. The amount of heat energy released during a wildland fire is defined by the amount, arrangement, and rate of combustion of the vegetative fuels. Vegetative fuel flame lengths can exceed 100 feet, and the radiant heat can ignite combustible materials from distances of 100 feet or more. Winds can carry live firebrands for several miles. Fuels within the immediate vicinity can have a significant impact on the potential of a structure to ignite. The size of the "immediate vicinity "will vary depending on

the vegetation and the characteristics of the land. Fuels within the immediate vicinity of the structure should be fire-resistant and maintained in fire-resistant condition. Fuels beyond the immediate vicinity are those that can surround the structure but are not immediately adjacent to it.

The concern with these fuels is primarily their ability to produce firebrands, which can indirectly cause ignition of the structure, and their ability to provide long flame lengths and intense radiant energy. Fuels beyond the immediate vicinity of the structure should consist of fire-resistant ground cover and trees that are thinned and pruned to prevent ground fires from igniting the crowns, or tops of trees.

According to the California Department of Forestry and Fire Protection (CALFIRE) Fire and Resource Assessment Program, the City of Wheatland is located within or adjacent to any 3 geographic Very High Fire Hazard Severity Zones or State Responsibility Areas. As wildland fires resulting from either natural or human-caused causes occur in forest, brush, or grasslands, Future multi-family development occurring consistent with the City of Wheatland 6th Cycle (2021-2029) Housing Element Update Initial Study/Negative Declaration, would include fire sprinklers, as required by State law. Therefore, those proposed projects would not be expected to be subject to or result in substantial adverse effects related to wildfires, and a ***less-than-significant*** impact would occur.

Vehicle Fires

Vehicle fires occur generally in two ways, a vehicle engages in an accident which ruptures fuel tanks and a variety of hazardous materials, or the vehicle has a fire that is created by an electrical short or vehicle malfunction. A significant new issue with vehicle fires is that of electric vehicles. Research by AutoinsuranceEZ, says battery electric vehicles have just a .03% chance of igniting, compared to internal combustion engine vehicle's 1.5% chance. Hybrid electrics, which have both a high voltage battery and an internal combustion engine, have a 3.4% likelihood of vehicle fires according to their study.

However, when fires do occur, electric vehicles with lithium-ion batteries burn hotter, faster, and require far more water to reach final extinguishment, and the batteries can re-ignite hours or even days after the fire is initially controlled, leaving salvage yards, repair shops, and others at risk.

Floods (Water Rescues, Static and Swift Water)

Flood and water rescue requires specialized equipment and training. These events tend to start slowly and recede slowly, and the Wheatland Fire Authority would need to determine what the problem is, how best to manage any life safety issue and assist the residents and visitors of the Fire Authority's jurisdiction with guidance.

Downtown Wheatland is located on a ridge, low-lying areas around Wheatland are vulnerable to Bear River and Dry Creek flooding. A large storm over the Bear River watershed could

potentially flood the downtown Wheatland area. Verbal history indicates a Bear River levee break in the mid-1920s. The unprotected northern side of Dry Creek experienced flooding in 1986, 1997, 2001, and most extensively in 2005, according to records. Known flood events in the Wheatland vicinity include the following:

- 1903: Wheatland flooded, with downtown areas covered with two feet of water, and the water level reaching 10 feet in southern Wheatland.
- 1940: The north Bear River levee and the east WPIC levee (maintained by RD 784) failed.
- 1955: The Feather River backed up into Bear River, Dry Creek, and the WPIC.
- 1997: A Dry Creek levee broke, and portions of Wheatland were evacuated.

Rescue (Building Collapse, Confined Space, Trench, Vehicle Accident)

Rescues of all types require specialized and costly tools, equipment, and training to mitigate the problem. Vehicle accidents are the most common type of rescue incident within the Wheatland Fire Authority and the specialized tools and training the members use are very efficient. Collapse, trench, and confined space are infrequent and require long on-scene times for the members of the Fire Authority with the specialized tools and equipment the organization currently has.

Storm Damage/Weather-Related Events

Storm damage and weather-related events include public notifications and fallen tree or branch removal as needed. They can pose a risk to first responders because the incident is typically still underway during the response activity. These incidents are often coordinated with medical response and law enforcement.

Major Earthquake

Wheatland is not directly on any major fault lines, such as the San Andreas Fault or the Hayward Fault, which pose significant earthquake risks in other parts of California (like the San Francisco Bay Area or Southern California). However, northern California is not immune to earthquake activity. This type of catastrophic event could challenge the crews trying to obtain fire apparatus and equipment from fire stations and create disruptions in the water supply needed to fight any fires that occur because of the earthquake. If the earthquake were a widespread event, the Fire Authority could also be without any mutual aid for an extended period.

Potential Earthquake Risks in or Near Wheatland:

1. **Nearby Faults**: While the most famous faults are farther south, the area is still influenced by some smaller fault systems. The nearest significant fault system to Wheatland is the **Foothills Fault System**, which runs through parts of the Sierra Nevada foothills. Though this system is considered less active and capable of producing smaller earthquakes, it's not entirely risk-free.
2. **Effects of a Larger Earthquake**: Wheatland could potentially feel shaking from a more distant, larger earthquake, depending on the magnitude and the location. For example:

- **Sacramento Valley**: Earthquakes occurring in the Sacramento Valley region could be felt in Wheatland.
- **Bay Area or Coastal Faults**: Though distant, large quakes from the San Andreas or Hayward faults in the Bay Area can be felt across a large area of California, including places like Wheatland, but with reduced intensity.

Risk Factors:

- **Shaking Intensity**: Wheatland is in an area of relatively low seismic hazard compared to areas like Los Angeles or San Francisco, but significant shaking could occur if a strong earthquake strikes a nearby fault.
- **Soil Liquefaction**: Areas near rivers or with loose, water-saturated soils can experience liquefaction during earthquakes. Wheatland is near the Bear River, so this could be a concern in certain parts of the community.

Distance from Major Fault Lines: Being farther from major fault zones means a reduced likelihood of catastrophic earthquakes, but moderate seismic activity could still affect the area

The Wheatland-area historical earthquake activity is significantly above the California state average and is 7373% greater than the overall U.S. average.

- On 4/18/1906 at 13:12:21, a magnitude 7.9 (7.9 UK, Class: Major, Intensity: VIII - XII) earthquake occurred 110.3 miles away from Wheatland center, causing $524,000,000 in total damage.
- On 10/3/1915 at 06:52:48, a magnitude 7.6 (7.6 UK) earthquake occurred 232.7 miles away from the city center. (Damage estimate unknown.).
- On 1/31/1922 at 13:17:28, a magnitude 7.6 (7.6 UK) earthquake occurred 248.3 miles away from Wheatland center. (Damage estimate unknown.).
- On 12/21/1932 at 06:10:09, a magnitude 7.2 (7.2 UK) earthquake occurred 183.5 miles away from the Wheatland center. Magnitude types: body-wave magnitude (MB), local magnitude (ML), surface-wave magnitude (MS), moment magnitude (MW). (Damage estimate unknown.).
- On 10/18/1989 at 00:04:15, a magnitude 7.1 (6.5 MB, 7.1 MS, 6.9 MW, 7.0 ML) earthquake occurred 132.9 miles away from the City center, causing 62 deaths (62 shaking deaths), 3,757 injuries, and $1,305,032,704 in total damage.
- On 4/25/1992 at 18:06:04, a magnitude 7.2 (6.3 MB, 7.1 MS, 7.2 MW, 7.1 MW, Depth: 9.4 mi) earthquake occurred 168.4 miles away from the city center, causing $75,000,000 in total damage.

Hazardous Material Incident

The production and use of hazardous materials have become a normal part of society. A hazardous material is any substance that may be explosive, flammable, poisonous, corrosive, reactive, radioactive, or any combination thereof, because of its quantity, concentration, or characteristics. Hazardous materials require special care in handling because of the dangers they pose to public health, safety, and the environment.

A hazardous materials incident is the result of an uncontrolled or intentional (terrorist) release of a hazardous substance(s) during storage or use from a fixed facility, residence, and agricultural operation or during transport. Releases of hazardous materials can be especially damaging when they occur in highly populated areas or along transportation routes used simultaneously by commuters and hazardous materials transports.

Because of numerous hazardous substances being transported; incidents are more likely to occur along highways. Fixed facilities do have occurrences of hazardous materials incidents, too. However, stringent facility safety requirements help to limit these occurrences at fixed facilities. Command fixed facilities include manufacturing, industrial, retail, bulk fuel storage, and water and wastewater treatment facilities.

The agricultural businesses in Yuba County may also be a source of hazardous materials incidents. Accidental releases of pesticides, fertilizers, and other agricultural chemicals may be harmful to public health, safety, and the environment.

Another source of hazardous materials incidents is the illegal manufacturing of drugs in clandestine laboratories. In many instances, the residue and hazardous waste from these laboratories are illegally dumped, posing a public health and safety hazard and a threat to the environment.

Civil Disturbance (Riot, Active Shooter)

Civil disturbances include incidents that are intended to disrupt a community to the degree that law enforcement intervention is required to maintain public safety. Civil disturbances are generally associated with controversial political, judicial, or economic issues and/or special events. Panic can be caused by the above and can easily be generated by an act of terrorism, or even the mere threat of one.

The effects of civil disturbances or panic are varied and are usually based on the type, severity, scope, and duration of the disturbance. The effects of civil disturbances include traffic congestion or gridlock, illegal assemblies, disruption of utility service, property damage, injuries, and potential loss of life.

Medical Emergency

The Wheatland Fire Authority serves as the first responder to its jurisdiction within Yuba County. Bi-County ambulance has been the 24/7 ambulance service since 1976 serving both Yuba and Sutter County. They provide services ranging from Emergency Medical Technician (EMT) Basic Life Support (BLS) level care to Paramedic/Advanced Life Support (ALS) care and emergency and non-emergency transportation.

The Sierra-Sacramento Valley Emergency Medical Services (S-SV EMS) Agency is a Joint Powers Agency (JPA) founded in 1975. The JPA Governing Board consists of a County Supervisor for

each S-SV EMS member county. Pursuant to California Government Code (Section 6500, et seq.) and California Health & Safety Code (Section 1797.200), S-SV EMS serves as the designated local EMS agency (LEMSA) for the counties of Butte, Colusa, Glenn, Nevada, Placer, Shasta, Siskiyou, Sutter, Tehama, and Yuba. The S-SV EMS ten-member counties have a combined population of approximately 1,300,000.

S-SV EMS is a government body, with legal responsibilities for planning, development, implementation, and oversight of all EMS components within the 10-county jurisdiction, including:

- EMS system design.
- Qualification, accreditation, and authorization of all prehospital care personnel.
- Compliance with local and state EMS statutes and regulations.

Hospitals and medical centers near Wheatland:

- Marysville Rideout Memorial Hospital, Acute Care Hospitals (about 13 miles away).
- Marysville Care Center (Nursing Home, about 13 miles away).
- Marysville Dialysis Center, (Dialysis Facility, about 13 miles away).
- Marysville Sutter North Home Health (Home Health Center, about 14 miles away).
- Yuba City, Sutter Surgical Hospital North Valley Acute Care Hospital (about 14 miles away).
- Yuba City Fremont Medical Center (Hospital, about 14 miles away).
- Yuba City Fremont-Rideout Home Health (Home Health Center, about 14 miles away).

Utility Failure

Communications: System failure, overloads, and loss of electrical power will affect telephone systems. Numerous failures may occur immediately following a disaster event and be compounded by system use overloads. This would include the use of cellular phones and pagers.

Electrical Power: Yuba County is particularly vulnerable to the loss of electrical power because of weather conditions, fires, utility system failures, rotating blackouts, and vehicles colliding with power poles.

Repairs to electrical equipment may require the clearing of roadways for the free movement of crews and equipment. Restoration of local electrical power will be coordinated with regional and local utility representatives. Repair of the system may be delayed due to continuance of the hazard that caused the system failure.

Public Health Emergency

California has experienced its fair share of public health emergencies generally managed by the Health and Human Services Agency. The most significant modern event was COVID-19, which affected every public service agency in California and beyond.

Cyber-Terrorism

The FBI defines terrorism as the unlawful use of force or violence against persons or property to intimidate or coerce a government, the civilian population, or any segment thereof, in furtherance of political or social objectives. Cyber-terrorism could thus be defined as the use of computing resources to intimidate or coerce others. An example of cyber-terrorism could be hacking into a hospital computer system and changing someone's medicine prescription to a lethal dosage as an act of revenge, or blocking computer networks that could disrupt communications, banking, or government.

Natural Disasters

The number of natural disasters in Yuba County (22) is greater than the US average (15). (Note: some incidents may be assigned to more than one category).

Major Disasters (Presidential) Declared: 12 Emergencies Declared: 3 Causes of natural disasters: Floods: 12, Fires: 6, Storms: 6, Winter Storms: 5, Landslides: 3, Mudslides: 3, Drought: 1, Freeze: 1, Heavy Rain: 1, Hurricane: 1, Tornado: 1, Other: 1.

Read more: https://www.city-data.com/city/Wheatland-California.html

The Wheatland Fire Authority's firefighting and emergency response capacity is limited to its revenue allocation for fire protection. It is important to note that these hazards are not mutually exclusive. One or more of these events may take place simultaneously.

ATTACHMENT 10 – COMMUNITY INFRASTRUCTURE AND ASSETS

Most fire agencies find that the demographics of their community provide input on the hazards, challenges, and likely outcome of emergency response. In some instances, the demographic includes infrastructure outside of the jurisdiction that are critical to response both with mutual aid and emergency operations. This attachment outlines key infrastructure that the Fire Authority needs to prepare for during emergency and non-emergency operations.

Property Age

The age of a property greatly affects firefighting capability, and the following chart shows the number of properties in Wheatland that fall into the age range based upon the 2020 Census.

Age Range	Number of Units
1939 or earlier	96
1940 to 1949	18
1950 to 1959	50
1960 to 1969	209
1970 to 1979	236
1980 to 1989	109
1990 to 1999	260
2000 to 2009	313
2010 to 2013	14
2014 or later	Unavailable data per 2020 Census

Building Construction and Age of Structures

The building's identification, assessment, probability, predictability, inherent characteristics, and its expected performance during fire conditions should be determined, evaluated, and incorporated into an adaptable fire management framework and flexible incident action plan. Personnel arriving at a structure fire must be able to rapidly and accurately identify key elements of the building, process the data based on the widening field of variables presented in today's evolving fire ground, and implement timely actions that address prioritized actions requiring intervention. There are two quick ways in which a fire department can determine this. In commercial buildings, crews can visit the site and gather intelligence specific to that structure; for residential structures, they can determine by general observations when the structure was built.

The building's anatomy consists of five points:

- Construction systems.
- Occupancy risk profile.
- Compromise and collapse.
- Methods and materials.

- Fire dynamics.

The age of a structure oftentimes gives firefighters a clue as to how the building might burn, and how they might be able to effectively rescue or minimize damage to the structure. Listed below are some typical construction features based on the initial age of a building and how the materials react in a fire.

Pre-1945: Generally, these structures were small, and built of full dimension lumber. If the original structure has been untouched this building may be seriously damaged and subject to rapid fire spread and early collapse. If the structure has been remodeled, it is more difficult to determine what could occur during a fire.

1945-1970: Generally, these structures were built with full-dimension lumber and non-lightweight trusses. Fires in this general age group are made of ordinary combustibles and the contents present the greatest hazard to life. This grouping of homes is also subject to a remodel.

1971-1980: These are transitional years of building construction when dimension lumber is starting to get smaller in size (a 2x4 is no longer 2" by 4") The structures are also being "engineered" to minimum strength requirements.

1981-1990: These structures generally use lightweight building techniques that include engineered wood products (I-joist) and lightweight wood frame trusses. Generally, these structures do not have any built-in fire protection. Lightweight construction is very hazardous to firefighting operations due to early collapse.

1991-2000: These structures continue to use lightweight building techniques but are now using built-in fire protection on large single-family dwellings and commercial buildings.

2001- Present: These structures include residential fire sprinkler systems which are designed for life safety. Lightweight construction is the norm for these structures. These structures coupled with today's modern furnishings are prone to early collapse. Newer construction often contains materials made of wood fibers and joined by glue or binders. This could produce highly combustible and highly toxic gases which rapidly deteriorate under fire conditions.

Residential sprinkler law

In California, the requirement for residential fire sprinklers went into effect on **January 1, 2011**. This mandate applies to all newly constructed one- and two-family homes and townhomes. The rule was part of the 2010 California Residential Code, which adopted the 2009 International Residential Code (IRC) standards, including the fire sprinkler requirement.

This law was put in place to enhance fire safety in residential structures and has significantly improved the survivability of home fires since then.

Impact of Residential Fire Sprinklers

In January 2010, California became one of 46 states that adopted a residential sprinkler requirement for all new homes. This was, in part, a result of years of scientific study and lobbying efforts by the National Fire Service and Building Industry. The impact of the new requirement on The Wheatland Fire Authority will take many decades to fully realize but there are reasonable assumptions that can be made and used in the deployment analysis. There are also some assumptions made by the general public, media, elected officials, etc., that are incorrect, and it will be important for the Department to continue to provide ongoing public information to keep the public informed on the facts.

- Residential fire sprinklers do not cover the entire structure like similar systems installed in commercial occupancies. In residential units, there are no fire sprinklers in the attic space.
- Fire sprinkler systems are designed to keep fire contained long enough to allow occupants to exit, not fully extinguish the fire. A fire department response is still needed.
- Installing both smoke alarms and a fire sprinkler system reduces the risk of fire death by 82%.
- Sprinkler systems allow quicker control and extinguishment by the fire department and less time committed for overhaul.
- Fire sprinkler systems do not control fires originating outside the home.
- Over time, sprinkler systems will lower property loss ($) due to fire, which will have a positive effect on residential fire insurance premiums citywide.
- Sprinkler systems do not lessen the need for fire stations (distribution) but will lessen the need for multiple units responding from the same stations (concentration).

Roadways and Commute Factors

The Census Bureau tracks the commute to work and provides an analysis indicating the daytime population and the distance people commute regularly, which also indicates traffic patterns for emergency response. The average travel time to work for someone residing in Wheatland is 25 minutes.

Time of commute	Numbers of commuters
Less than 5 minutes	100
5 to 9 minutes	145
10 to 14 minutes	52
15 to 19 minutes	190
20 to 24 minutes	362
25 to 29 minutes	138
30 to 34 minutes	209
35 to 39 minutes	80

40 to 45 minutes	8
45 to 59 minutes	129
60 to 89 minutes	118
90 or more minutes	5

Why is this important? To determine the best way to serve the community it is important to understand the demographics of the community such as learning and understanding the fire potential within the living units. For example, a mobile home fire burns quickly, and rapid response times make a significant difference in saving lives and property. With emergency medical response those who cannot afford traditional medical care rely on the public system for that care; often those who live below the poverty level rely on the 911 emergency system to be their healthcare provider. It is common knowledge that the longer the travel on the roadways the greater the potential for a vehicle accident, particularly on narrow roads after dark.

Water

Water Supply

The City of Wheatland provides retail water services to 1,058 customers in groundwater pumping, treatment, water quality testing, conveyance, storage, and delivery.

The City of Wheatland upgraded its water system in 2003 with improvements, water main replacements, metering of all connections, construction of a ground-level storage tank and booster pumps, and installation of the SCADA system.

Water Pressure

Urban water systems must maintain adequate pressure to provide adequate fire flow. The County Fire Marshal uses State fire flow requirements included in Appendix III-A of the 2000 Uniform Fire Code, which identifies fire flow requirements based on building area, construction type, and occupancy. There are no other requirements for water pressure, although customers expect adequate pressure for typical uses.

All domestic water providers reported that adequate water pressure is maintained within their service areas. The City of Wheatland reported that additional storage capacity is needed to ensure plentiful water for fire-fighting purposes.

Wheatland Fire Authority Infrastructure

Roadways

During peak conditions, highways are congested in Marysville and Wheatland. While the Cities of Lincoln and Roseville have built bypasses for the increasingly used SR-65, Wheatland has been subject to logging trucks, and heavy regional and local traffic traveling through the heart of their downtown. The constant traffic has led the 1.4-mile stretch of roadway to experience continued deterioration and less-than-ideal conditions for pedestrians and cyclists. The unincorporated areas and the City of Wheatland have significant street maintenance and rehabilitation needs.

Rail Service

The Union Pacific Railroad (UPRR) maintains a rail line through Wheatland. Recently UPRR replaced 50-year-old aged rail lines within the City limits. Union Pacific's California operations originate from two central hubs, the Northern California Service Unit, and the Los Angeles Service Unit. Service units are the heart of freight operations, serving as a vital link connecting north-south transportation service and east-west corridors with international commerce. When a train is crossing within the City and the warning devices are activated it blocks the roadway and inhibits fire response.

Airports

Two general aviation airports serve the area, Yuba County Airport and Sutter County Airport. The military operates Beale Air Force Base and the closest commercial airport within the geographic area is the Sacramento International Airport.

Wheatland Fire Authority Asset Inventory

The table that follows lists the critical facilities and other community assets identified by Emergency Management as important to protect in the event of a disaster.

The City of Wheatland is responsible for the protection of the infrastructure within its jurisdiction and is financially responsible for its assets during a hazardous event. The function of the City is to provide overall emergency management during disasters. Other special districts and government agencies also have assets within the City of Wheatland and would be responsible for any costs associated with a hazard event that affects their infrastructure. Some of these assets include:

- Federal Facilities
- United States Post Office
- Education/Schools
    - Yuba County Office of Education
    - Wheatland Union High School
    - Wheatland Elementary School District Office
    - Bear River Middle School
    - Wheatland Elementary School District
    - Pre-School
- Medical Facilities
    - Sutter-North Medical Group
- Adult/Senior Services
- Adult Day Care Centers
- Senior Assisted Living Facilities
- Public Utilities
    - Pacific Gas & Electric Company
    - AT&T Communications
    - Union Pacific Railroad

- Six Emergency Shelter Sites
- Underground Kinder Morgan high-pressure fuel line

APPENDIX A – OSHA (SEPARATE ATTACHMENT)

This file is provided as a separate attachment.

APPENDIX B – FEDERAL ELIGIBLE GRANTS

Federal Eligible Grants for agencies like the Wheatland Fire Authority

Assistance to Firefighters Grant

The Fiscal Year (FY) 2023 Assistance to Firefighters Grant (AFG) Program is one of three grant programs that constitute the Department of Homeland Security (DHS), Federal Emergency Management Agency's (FEMA's) focus on enhancing the safety of the firefighters and therefore public with respect to fire and fire-related hazards. The AFG Program provides financial assistance directly to eligible fire departments, nonaffiliated emergency medical service (EMS) organizations, and State Fire Training Academies (SFTAs) for critical training and equipment. The AFG Program has awarded approximately $8.4 billion in grant funding to provide critically needed resources that equip and train emergency personnel to recognized standards, enhance operational efficiencies, foster interoperability, and support community resilience. Since FY 2018, the AFG Program has awarded more than 600 fire apparatuses, 102,000 personal protective equipment items, and 124,000 other fire equipment to more than 3,800 unique recipients. During the same period, the AFG Program awarded 588 recipients approximately $90 million to modify department facilities or implement wellness and fitness priorities to protect firefighter health. Information about success stories for this program can be found at Assistance to Firefighters Grants Program | FEMA.gov.

Fire Prevention and Safety Grant Program

The Fiscal Year (FY) 2023 Fire Prevention and Safety (FP&S) Grant Program (hereafter referred to as the FP&S Program) is one of three grant programs that constitute the DHS and FEMA's focus on enhancing the safety of the public and firefighters with respect to fire and fire-related hazards. The FP&S Program provides financial assistance directly to eligible fire departments, national, regional, state, local, tribal, and non-profit organizations such as academic (e.g. universities), research foundations, public safety institutes, public health, occupational health, and injury prevention institutions for fire prevention programs and firefighter health and safety research and development such as clinical studies that address behavioral, social science, and cultural research.

The funding categories for FP&S are:

1. Community Risk Reduction
2. Wildfire Risk Reduction
3. Code Enforcement/Awareness
4. Fire & Arson Investigation
5. National/State/Regional Programs and Projects

The funding categories for R&D are:

1. Clinical Studies
2. Technology and Product Development
3. Database System Development
4. Preliminary Studies
5. Early Career Investigator

Abstracts and results of research and development grants that were funded under this program can be found at Fire Prevention and Safety | FEMA.gov.

The FP&S Program has awarded approximately $852 million in grant funding to provide critically needed resources to strengthen community fire prevention programs and enable scientific research on innovations that improve firefighter safety, health, and well-being. The FP&S Program is part of a comprehensive set of measures authorized by Congress and implemented by DHS. Among the five basic homeland security missions noted in the DHS Strategic Plan the FP&S Program supports the goal to Strengthen National Preparedness and Resilience.

APPENDIX C – LAFCO MSR

Findings from the Yuba County Local Agency Formation Commission (LAFCO) Municipal Services Review Findings July 24, 2008- Specific excerpts particular to Fire and Life Safety.
This is the first countywide Municipal Service Review (MSR) report prepared for the Yuba Local Agency Formation Commission (LAFCO). An MSR is a State-required comprehensive study of services within a designated geographic area, in this case, Yuba County. The MSR requirement is codified in the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (Government Code Section 56000 et seq.). Once MSR findings are adopted, the Commission will update the spheres of influence (SOIs) of cities and special districts in Yuba County. The Commission reviewed the City of Wheatland Fire Department and the Plumas/Brophy Fire District separately since the Wheatland Fire Authority was not established yet.

Growth

There are five centers of planned and proposed development in the County: Plumas Lake, City of Wheatland SOI, East Linda, North Arboga, and the Brophy/South Yuba area northwest of Wheatland along SR 65. Development was proposed/planned on 75 percent of land in Plumas Lake, 59 percent in the Wheatland SOI, 47 percent in East Linda, 27 percent in North Arboga, and 15 percent in Brophy/South Yuba.

Wastewater

Wastewater is a significant factor when it comes to growth. Wheatland needs to upgrade wastewater facilities to meet evolving regulatory requirements. Wheatland also needs to build a new wastewater treatment plant (WWTP) to accommodate growth. Wheatland has an opportunity to collaborate with neighboring Beale Air Force Base in developing adequate facilities; the base seeks an outside party to invest in its aging WWTP.

There are as many as 14,730 units planned for areas within the City of Wheatland's existing Sphere of Influence SOI.

Streets

During peak conditions, highways are congested in Marysville and Wheatland. Additional highway capacity is needed. Caltrans plans to widen State Route 20 by 2017, and SR 70 by 2013. The Wheatland area needs an SR 65 bypass to direct traffic flows around the city center and improve traffic flow to Beale AFB. The Marysville area needs increased roadway capacity to and from Yuba City and has plans to widen the 5th Street bridge by 2018. The planned Yuba River Parkway, set to begin construction in 2008, will serve as a bypass and provide some congestion relief in Marysville. Local agencies should aggressively pursue regional traffic impact fees to ensure that growing Yuba City and other neighboring areas pay their fair share toward needed highway investments.

The unincorporated areas and Wheatland have significant street maintenance and rehabilitation needs. The City of Wheatland has established a priority list of streets for

rehabilitation or major maintenance activities, and the plan will be implemented as funding becomes available. Wheatland needs to implement a computerized pavement management system to prioritize and optimize its street investments.

Growth and Population Projections

Wheatland showed rapid development from 2002 to 2004. In the unincorporated territory, the southwestern communities of Plumas Lake and Linda experienced rapid residential growth from 2003 to 2005. Despite the housing market downturn, the unincorporated areas have continued to attract development interest and building permits.

There are five centers of planned and proposed development in the County: Plumas Lake, City of Wheatland SOI, East Linda, North Arboga, and the Brophy/South Yuba area northwest of Wheatland along SR 65. Developments have been proposed or planned on 75 percent of land in Plumas Lake, 59 percent in the Wheatland SOI, 47 percent in East Linda, 27 percent in North Arboga, and 15 percent in Brophy/South Yuba.

The job-housing balance is relatively low in the unincorporated areas and Wheatland. By prioritizing development projects that would create local jobs, land use authorities may attempt to achieve a more desirable job-housing balance.

Financial Ability of Agencies to Provide Services

Municipal service providers are constrained in their capacity to finance services by the inability to increase property taxes, requirements for voter approval for new or increased taxes, and requirements of voter approval for parcel taxes and assessments used to finance services. Municipalities must obtain majority voter approval to increase or impose new general taxes and two-thirds voter's approval for special taxes.

Limitations on property tax rates and increases in taxable property values are financing constraints. Property tax revenues are subject to a formulaic allocation and are vulnerable to State budget needs. Agencies formed since the adoption of Proposition 13 in 1978 often lack adequate property tax financing.

Financing opportunities that require voter approval include special taxes such as parcel taxes, increases in general taxes such as utility taxes, sales and use taxes, business license taxes, and transient occupancy taxes. Communities may elect to form business improvement districts to finance supplemental services, or Mello-Roos districts to finance development-related infrastructure extension. Agencies may finance facilities with voter-approved (general obligation) bonded indebtedness.

Fire and EMS Services

Financing opportunities that require voter approval include special taxes such as parcel taxes, increases in general taxes such as utility taxes, sales and use taxes, business license taxes, and transient occupancy taxes. Communities may elect to form business improvement districts to

finance supplemental services, or Mello-Roos districts to finance development-related infrastructure extension. Agencies may finance facilities with voter-approved (general obligation) bonded indebtedness.

Plumas Brophy Fire Protection District (PBFPD) staffs its stations part-time during daytime hours and relies on-call firefighters in the evenings and on weekends. One of the District's stations lack storage capacity for modern apparatus and needs replacement. In addition, 75 percent of the District's vehicles and equipment need to be replaced due to old age.

Adequacy of Public Services

The professionally staffed fire providers, including LFPD, LRBVCSD, Marysville, OPUD, and Wheatland, generally demonstrates best management practices regarding financial management, employee management, capital planning, and planning for future growth.

Due to the expansive size of the districts, rough terrain in some areas, and reliance on on-call firefighters, the foothill fire departments all greatly exceeded NFPA and CPSE fire response guidelines. In fact, the only two jurisdictions that responded within the NFPA guideline 90 percent of the time were the cities of Wheatland and Marysville, due to their compact size.

Bi-County Ambulance exceeded response time standards for portions of Beale AFB.

Growth and Population Projections

Service calls for fire and emergency medical providers have been increasing and are expected to continue growing as a result of population growth.

The wildland interface areas—where structures and development meet or intermingle with undeveloped wildland or vegetative fuel—are expanding as more people are building homes in such areas, which will increase demand for effective fire service.

Financial Ability of Agencies to Provide Service

In Wheatland, PBFPD and SFPD, fire service levels have been constrained by financing. Fire stations are not staffed in the evenings, and have been staffed by only one person in the daytime. A newly imposed assessment allowed the City and PBFPD to double its paid staffing level in FY 07-08.

Status of, and Opportunities for, Shared Facilities

Fire and EMS providers in Yuba County rely on each other for mutual and automatic aid assistance to optimize response times.

The fire and EMS providers in Yuba County practice extensive facility sharing, including jointly operated stations, law enforcement substations in the fire stations, sharing of training

facilities and specialized equipment, and sharing of space with other organizations for meetings. Wheatland and PBFPD jointly finance the Wheatland Fire Authority, a JPA that provides fire service to both agencies' service areas.

Streets

Present and Planned Capacity of Public Facilities and Infrastructure Needs

Caltrans maintains SR 20 and 70 through Marysville and SR 65 through Wheatland. SR 70 operates at LOS "F" from 1st Street to 10th Street and SR 20 operates at LOS "E" on the Feather River Bridge (from Sutter Street to I Street), during peak conditions. SR 65 operates between LOS "D" and LOS "F" on all roadway segments through the City of Wheatland during peak conditions.

A long-range infrastructure need for Wheatland is the SR 65 bypass, although the project is not expected to be completed until at least 2025. An SR 65 bypass study is currently being prepared to analyze the feasibility of various highway realignments in conjunction with development in and around the City. The total cost of the bypass is estimated at $264 million, with the majority of funding coming from development impact fees collected by the City and County. The first phase of the bypass will include an interim arterial road in the location of the final bypass and improvements to the existing SR 65, estimated to cost $40 million. A time frame for the first phase of the bypass has not yet been set.

All road segments maintained by the City of Wheatland operate at LOS "A" or "B." Three-quarters of the streets maintained by the City of Wheatland need some level of rehabilitation or major maintenance activities. As the majority of the City's road system has not been overlaid or reconstructed since 1960, there is a significant backlog of deferred maintenance.

The City has established a priority list of streets for rehabilitation or major maintenance activities and the plan will be implemented as funding becomes available.

Adequacy of Public Services

The City of Wheatland reported that it does not have a Pavement Management System to generate a PCI score but anticipates having one in place by the end of 2008[1].

Wheatland had on average the shortest response times for street damage repair.

Financial Ability of Agencies to Provide Services

All providers' financial ability to provide services is constrained by available revenues and legal limitations on revenue increases. The City of Wheatland and Yuba County both have a significant backlog of deferred maintenance due to funding shortages. Both Wheatland and Yuba County reported that the most significant service challenge to the provision of street

[1] City contact to confirm status.

maintenance is providing adequate funding for necessary maintenance and improvements.

APPENDIX D – WAGES, HOURS AND MOU, LOCAL AGENCIES (SEPARATE ATTACHMENT)

This file is provided as a separate attachment.

APPENDIX E – WFA CAPITAL EXPENDITURE

Wheatland Fire Authority Capital Expenditure Analysis

TOOLS AND EQUIPMENT

Hose	Quantity	Costs
50-foot lengths 1 ¾" attack line ($242)	101	$24,442
50-foot lengths 2 ½ "hose ($311)	68	$21,148
50-foot lengths 3" supply line ($437)	246	$107,502
100-foot lengths of 5" supply line ($1494)	47	$70,218
50-foot length 1 ½ attack line ($284)	1	$284

WFA experienced hose failure in 2022 that included 2 lengths of 1 ¾" hose, 1 length of 1 ½" hose, 2 lengths of 2 ½" hose, 5 lengths of 3" hose, and 12 lengths of 5" hose, and in 2023 WFA experienced hose failure to include 2 lengths of 1 ¾" hose, 1 length of 1 ½ " hose, 2 lengths of 3" hose and 1 length of 5" hose. Standards vary on replacement life between 10-20 years, WFA has had success with testing and replacing hose that burst during that test, a safe estimate is to replace 5% of the hose yearly or to continue the practice of replacing hose as it fails hose testing standards.

Emergency Medical Service

The delivery of emergency medical services, particularly advanced life support systems, is a function of Bi-County Ambulance who has provided emergency ambulance services for Yuba and Sutter County beginning in 1976. Bi-County Ambulance is a locally owned and family-owned organization. The Wheatland Fire Authority serves as a Basic Life Support first responder within the Fire Authority and responds to medical emergencies in conjunction with Bi-County. The Wheatland Fire Authority carries an automated external defibrillator. An automated external defibrillator (AED) is a lightweight, portable device. It delivers an electric shock through the chest to the heart when it detects an abnormal rhythm and changes the rhythm back to normal.

AEDs help people who have a sudden cardiac arrest, which occurs when the heart suddenly stops beating regularly. This happens when the heart's natural electrical system does not work correctly. If not treated within minutes, cardiac arrest quickly leads to death.

EMS Equipment

6 Automated External Defibrillators plus ($1934 each) $11,604
Estimated lifespan of 8 years.

Thermal Imaging Camera

3 units- ordered 2019 ($1167 each) $3500
Estimate lifespan of 10 years.

Gas Detector

3 units ordered 2019 ($410 each)	$1,300
Estimated lifespan 2 years.	

Saws

2 Rotary ($1240 ea.)	$2,480
15 chain saws ($380 ea.)	$5700
Carbide Chain	$460
Estimated lifespan of saws 10 years	
2 trash pumps ($860 ea.)	$1,720
Estimated lifespan of pumps 15 years.	
4 Positive Pressure Fans ($2500 ea.)	$10,000
Estimated lifespan 15 years.	

Portable Scene Lights

2 tower lights (2023)	$449 ea.
1 tower light 5 plus years old	$449 ea.
4 shop lights on Rescue (10 plus years old)	$449 ea.
Estimated lifespan of lighting is undetermined.	

Extrication Tools

Electric Hydraulic cutter 2 sets 2022/23 ($50,000 ea.)	$100,000
Hydraulic tool set 1990	$50,000 ea.
Hydraulic took set 2003/04	$50,000 ea.
Estimated lifespan of extrication tools 10 years.	

Tools and equipment: Fire apparatus is a giant toolbox that delivers the needed tools to the scene of an emergency. This includes ladders, hoses, saws, and specialized rescue equipment to meet that challenge. The equipment is expensive and highly regulated, fire crews must depend on working equipment that requires continual maintenance. This is a major challenge for mostly volunteer firefighting organizations.

Ground Ladders

Five 24’ Extension ladders ($1075 ea.)	$5,375
Five 14’ roof ladders ($502 ea.)	$2,510
One 16’ Extension ladder ($1,534 ea.)	$1,534
One 35’ Extension ladder ($2,470 ea.)	$2,470
Five attic ladders ($362 ea.)	$1,810
Two 14’ extension ladders ($727 ea.)	$1,454
Estimated lifespan of ladders 15 year or replace with apparatus.	

Self-contained breathing apparatus

23 SCBA full sets (2017) $5,511	$126,753
18 Spare SCBA bottles $819	$14,742
5 spare masks $450	$2250
2 mini escape bottles $720	$1440
Air compressor for refilling system (2012)	$44,000

Estimated lifespan of SCBA 10 years.
Estimated lifespan of air compressor 20 years.

SCBA: Create a replacement plan for the Self-Contained Breathing Apparatus. Per NFPA standard 1981, composite SCBA bottles have a life span of 15 years. Significant code changes have dictated that SCBA should be updated with changes in technology, new OSHA laws dictate these changes based on failures, and new breathing air standards regarding low-pressure alarm changes. SCBA allows firefighters to enter toxic environments that need constant maintenance and repairs**.**

Communications

17 Portable radio and batteries (2022) $3,108 ea.	$52,836
2 Station base radio (2009) $2618 ea.	$5236
1 Station base radio (2023) $2618 ea.	$2618
Apparatus radios 4- (2022) $3,180 ea.	$12,720
Apparatus radios 10-over 15 years of age	$31,800

Estimated lifespan of radios is undetermined.

Personal Protective Clothing

Structural Firefighting

24 Coats ($2000 ea.)	$48,000
24 Pants ($1500 ea.)	$36,000
24 Helmets ($469 ea.)	$11,256
24 Gloves ($140 ea.)	$3,360
24 Boots ($484 ea.)	$11,616
24 Hoods ($52 ea.)	$1,248

Wildland Firefighting

24 Coats ($235 ea.)	$5,640
24 Pants ($325 ea.)	$7,800
24 Single layer pants ($275 ea.)	$6,600
24 Helmet shrouds ($55 ea.)	$1,320
24 Helmets ($72 ea.)	$1,728
24 dual compliant boots ($335 ea.)	$8,040
20 sets of Engine web gear ($155 ea.)	$3,100
22 Fire shelters ($529 ea.)	$11,638

Estimated lifespan of PPE is 10 years.

Personal Protective Equipment: Create a replacement plan for PPE. NFPA standard 1851 calls for PPE to be placed out of service and replaced 10 years after the manufacturer's date. Each Firefighter should have two full sets of turnouts-one in service and a back-up set should the in-service set sustain damage or need cleaning.

Lifespan caution

All lifespan estimated are industry averages. The variables include actual use, maintenance, storage, and weather will affect how long something lasts. The National Fire Protection Association provides some guidelines for maintenance and use. Technology is difficult to predict and, often time, radio systems will work beyond their expected usage but need to be replaced to continue with interoperability with allied agencies.

Fire Agencies have time-tested standards for the specification, purchase and acceptance of equipment as outlined in the National Fire Protection Standards. These NFPA standards were designed and developed to ensure that fire agencies standardized the purchase and replacement of equipment, and those municipalities were protected from litigation.

Firefighting Apparatus

ITEM	AGE	Suggested LIFESPAN	Suggested REPLACE YEAR
APPARATUS			
Engine 411(2002)	22	15/5	Past
Engine old 411(1949)	75	Historic	Historic
Engine 413 (2001)	23	15/5	Past
Engine 421(2022)	2	15/5	2037
Brush 431(2001)	23	15/5	Past
Brush 432 (1986)	38	15/5	Past
Brush 433 (1986)	38	15/5	Past
Utility 460 (2004)	20	20	2024
Engine 462 (2000)	24	15/5	Past
Rescue 467 (1978)	46	15/5	Past
Engine 472 (1981)	43	15/5	Past
Tender 478 (2015)	9	15/5	2030
Drone 425 (2021)	3	20	
Trailer 499 (2021)	3	25	2046
Utility 410 (2014)	10	15	2029
Chief 400 (2022)	2	10	2032
Jet ski (2) and trailer (2023)	1	10	2033

Apparatus: The ability to create a vehicle replacement fund and schedule replacement for all apparatus including staff and utility vehicles would assist with long-range planning for the Fire Authority. Type 1 engines (generally structural engines) have a typical life span of 12 years. Brush engines and squads, due to lower usage, have a lifespan of 15 years. All other vehicles

have a typical life span of 10 years. Common practice is to place Type 1 engines into a reserve status for 5 years after being taken out of front-line service to serve as a backup engine for extra staffing needs and when the apparatus is in the shop. These apparatuses are started and run at Code 3 driving conditions with little or no warm-up.

Apparatus Replacement Cost provided by the California Governor's Office of Emergency Service Fire and Rescue Branch. Each apparatus purchase bid includes the opportunity for local government agencies like the Wheatland Fire Authority to "piggyback" the bid and they will be guaranteed the same price. These are the current costs for 2024. The Type 1 engine bid will be updated in 2025.

Structure Engine

Type 1 Engine Fire Apparatus	$540, 561
Type 1 Equipment Package	$169, 298

Wildland/Brush Engine(s)

Type 3 Engine Fire Apparatus	$352,867
Type 3 Equipment Package	$65,777
Type 6 Engine Fire Apparatus	$215,599 (this was the 8-3-2020 price)
Type 6 Equipment Package	$41,826

Fire Apparatus Replacement

The National Fire Protection Association (NFPA) offers some fire apparatus replacement guidelines that a department should take into account before their next purchase. First, departments should execute caution when considering whether to refurbish or update their current apparatus. While it may seem like a good, quick fix, these smaller fixes add up quickly. Any trucks over 20 years old will see no value from upgrading, and after 25 years, a fire apparatus should be retired.

The NFPA has also provided a list of questions to answer as your department completes the purchasing process:

- What is the **true** condition of the truck?
- Has it been in any accidents, or has it encountered any other significant issues?
- Does it meet the needs of your department?
- Is it fully operational, or does it just "get by"?
- Will a refurbished apparatus be as safe and operational as a new truck?
- Will it continue to work or is it obsolete?
- What is the cost per year?
- What is the trade-in value?
- Has it been long enough that you will lose all your value?

NFPA 1901: Standard for Automotive Fire Apparatus is one of our more important governing documents because it addresses the one thing that every fire department has: fire apparatus.

NFPA 1901 has several companion standards that are equally important for the safe, effective, and efficient operation of fire apparatus.

- NFPA 1906: Standard for Wildland Fire Apparatus.
- NFPA 1911: Standard for the Inspection, Maintenance, Testing, and Retirement of In-Service Automotive Fire Apparatus.
- NFPA 1912: Standard for Fire Apparatus Refurbishing.

The 2017 edition of NFPA 1911 was released following its revision and updating process. The standard provides the recommended minimum requirements for establishing a program for the inspection, maintenance and testing of in-service fire apparatus.

It also contains guidelines for fire apparatus refurbishment and retirement; the standard recommendations apply to all in-service fire apparatus, regardless of the year of manufacture. NFPA 1911, Appendices D.2 provides the objective criterion that fire departments should use to evaluate whether an apparatus is still fit for duty. Here is a look at some key factors:

- Vehicle road mileage.
- Engine operating hours.
- The quality of the preventative maintenance program.
- The quality of the driver training program.
- Whether the fire apparatus was used within its design parameters.
- Whether the fire apparatus was manufactured on a custom or commercial chassis.
- The quality of workmanship by the original manufacturer.
- The quality of the components used in the manufacturing process.
- The availability of replacement parts.

NFPA 1911, Appendix D.5: Refurbishing or Replacing Fire Apparatus

The technical committee cautions fire department administrators and fire chiefs to exercise extra care when evaluating the cost of refurbishing or updating existing fire apparatus versus the cost of new fire apparatus.

The committee provides objective criteria for fire administrators and fire chiefs to use when conducting their cost-benefit analysis of the value of upgrading or refurbishing a piece of fire apparatus.

Here are six questions the committee members say should be part of that analysis.

1. What is the true condition of the existing apparatus?
2. What technology advances for improved safety, effectiveness and efficiency does the fire apparatus lack?
3. Does the incumbent fire apparatus still meet its original operational needs?
4. If refurbished, how will the fire apparatus compare to new fire apparatus for its level of safety and operational capabilities?

5. How will the anticipated yearly cost to operate for a refurbished unit compared to that of a new fire apparatus?

6. Is there a current trade-in value for the incumbent apparatus that might not be there in the future?

Facilities

Fire Station 1 (313 Main Street, Wheatland, California)
Houses Main Administration, built in the mid 1920's, the building has gone through two additions in the mid 1970's.

Fire Station 2 (3282 Spencerville Road, Wheatland, California)
This is a three-bay metal building, and this structure was built in the mid 1980's.

Fire Station 3 (4514 Dairy Road, Wheatland, California)
The main building is an old barracks from the 1950's at Beale Air Force base. There have been no remodels on the main building. One external metal building was installed in the mid 1990's.

Facilities: Fire Stations have a typical life span of 50 years due to their heavy use. Many fire stations were built for the size of fire apparatus in the late 50's and 60's. Although in Wheatland several remodels have occurred at these fire stations, their basic design was for smaller fire apparatus and less safety features. All fire stations are considered essential service buildings and fall under California law Health and Safety Code, Division 12.5 Buildings Used by the Public.

Essential Services Buildings Seismic Safety Act of 1986

ARTICLE 1. General Provisions [16000 - 16001]
(Article 1 added by Stats. 1985, Ch. 1521, Sec. 1.)
16000.

This chapter shall be known and may be cited as the Essential Services Buildings Seismic Safety Act of 1986.
(Added by Stats. 1985, Ch. 1521, Sec. 1.)
16001.

It is the intent of the Legislature that essential services buildings, which shall be capable of providing essential services to the public after a disaster, shall be designed and constructed to minimize fire hazards and to resist, as far as practical, the forces generated by earthquakes, gravity, and winds. It is also the intent of the Legislature that the structural systems and details set forth in working drawings and specifications be carefully reviewed by the responsible enforcement agencies using qualified personnel, and that the construction process be carefully and completely inspected. To accomplish these purposes, the Legislature intends to provide for the establishment of building standards for earthquake, gravity, fire, and wind resistance based

upon current knowledge, and intends those procedures for the design and construction of essential services buildings be subjected to qualified design review and construction inspection.

It is further the intent of the Legislature that the nonstructural components vital to the operation of essential services buildings shall also be able to resist, as far as practical, the forces generated by earthquakes, gravity, fire, and winds. The Legislature recognizes that certain nonstructural components housed in essential services buildings, including, but not limited to, communications systems, main transformers and switching equipment, and emergency backup systems, are essential to facility operations and that these nonstructural components should be given adequate consideration during the design and construction process to assure, insofar as practical, continued operation of the building after a disaster.
(Added by Stats. 1985, Ch. 1521, Sec. 1.)

APPENDIX F – PPE

Changes to the California Code of Regulations for Firefighting Personal Protective Clothing and Equipment PPE.

State of California — Natural Resources Agency

Memorandum

To: All CAL FIRE Employees

Date: October 27, 2022

Telephone: (916) 653-7772

Website: www.fire.ca.gov

Gabrielle Avina

From: Gabrielle Avina
Deputy Director, Cooperative Fire Protection
California Department of Forestry and Fire Protection (CAL FIRE)

Subject: Changes to California Code of Regulations for Firefighting Personal Protective Clothing and Equipment (PPE)

Pursuant to California Labor Code Section 147.4, the Department of Industrial Relations (DIR) Occupational Safety and Health Administration (Cal/OSHA) Standards Board has proposed revisions to the existing Title 8 Safety Orders for firefighters' personal protective clothing and equipment (PPE) to remove outdated terminology, design and performance criteria and incorporate National Fire Protection Association (NFPA) standards regarding PPE for firefighters. With these updates to regulation, there will be changes to CAL FIRE policies on the selection, inspection, care, maintenance, retirement, and recordkeeping related to PPE. These new regulations are anticipated to become effective January 1, 2023.

The changes brought forth by this regulation are summarized below. Please note, the CAL FIRE Safety Program is working on updating policies, procedures, Injury and Illness Prevention Plan (IIPP) documents, PPE Specifications, Hazard Risk Assessments (HRAs) and other related materials to reflect the new regulation requirements.

SELECTION:
The following purchasing standards will be in effect July 1, 2023 for all helmets, eye and face protection, hoods, shrouds, body protection, gloves, and boots:

- Structural Firefighting Protective Ensemble (SFPE) elements purchased must be third party certified to NFPA 1971, Standard on Protective Ensembles for Structural Fire Fighting and Proximity Fire Fighting, 2018 Edition or newer.
- Wildland Firefighting Protective Ensemble (WFPE) elements purchased must be third party certified to NFPA 1977, Standard on Protective Clothing and Equipment for Wildland Fire Fighting, 2016 Edition or newer.

In service SFPE elements, excluding helmets, that do not meet NFPA 1971, 2014 Edition or newer must be retired by July 1, 2023. Structural helmets not meeting NFPA 1971, 2014 Edition or newer must be retired ten (10) years from the date of manufacture. In

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service WFPE elements that do not meet NFPA 1977, 2011 Edition or newer must be retired effective July 1, 2023.

PPE ensemble elements that are NFPA compliant will have a label certifying that they are approved to the applicable standards. PPE ensemble elements without a label are considered non-compliant due to the inability to identify certification and manufacture information.

INSPECTION:
These regulations require that all SFPE and WFPE elements undergo a routine inspection at the time of issuance, the beginning of each shift, and after each use. A routine inspection, as defined by NFPA, is an inspection conducted by the end user of the garment to determine whether PPE has been damaged, soiled or contaminated. The details on what must be reviewed during a routine inspection is available in both NFPA 1851 (SFPE) and NFPA 1877 (WFPE). Routine inspection guides are being developed based on these requirements and will be distributed once completed.

Additionally, all SFPE elements must have an advanced inspection completed when a routine inspection determines potential damage and at least annually, regardless of whether the element has been used since the last advanced inspection. An advanced inspection is a documented inspection, conducted by a verified Independent Service Provider (ISP), that meets NFPA 1851. The new regulations allow CAL FIRE until January 1, 2024 to become fully compliant with the advanced inspection requirements for SFPE elements.

For WFPE elements, an inspection completed by someone other than the end user must be conducted and documented at least annually.

These new requirements will change how CAL FIRE employees conduct their annual PPE inspections. Due to the requirement for SFPE elements to be annually inspected by a verified ISP, they will no longer be included on the Annual Focus on Safety's PPE Inspection Checklist. This checklist will now be utilized to document the required annual inspection of WFPE elements.

Due to the recordkeeping requirements explained below, all SFPE and WFPE element inspections shall be tracked using the ensemble elements unique identification or serial number.

CLEANING & DECONTAMINATION:
Effective January 1, 2024, all SFPE elements must be cleaned and decontaminated in accordance with NFPA 1851, Standard on Selection, Care, and Maintenance of Protective Ensembles for Structural Fire Fighting and Proximity Fire Fighting, 2014 Edition. The cleaning for SFPE elements requires that preliminary exposure reduction, frequently referred to as gross decontamination, be conducted. After preliminary exposure reduction is completed, SFPE elements must undergo an advanced cleaning. Advanced cleanings for structural jackets, pants, and hoods require the use of an NFPA 1851 compliant extractor, not a household style washing machine.

Effective January 1, 2023, all WFPE shall be spot cleaned or machine washed after every use to remove soiling. Washing of WFPE shall follow the manufacturer's instructions.

The changes to regulation require that any WFPE elements not within ten (10) years from the date of manufacture be retired and replaced immediately. Any SFPE elements not within 10 years from the date of manufacture must be retired by January 1, 2026, allowing CAL FIRE three (3) years from the effective date of the regulations to complete the replacement process.

Employees should be aware that the ten (10) year lifespan of PPE is based on the date that the ensemble element was manufactured, not the date it was purchased. This means that if a pair of boots, gloves, or other ensemble element were manufactured three (3) years before the date of purchase, it would now have seven (7) years remaining before it must be retired. If you are unsure about whether ensemble elements must be retired, please contact the Safety Program for clarification.

While the new regulations allow CAL FIRE some variances to become fully compliant with the new requirements, the Safety Program urges all Regions, Units, Programs and Training Centers to begin implementing them as soon as possible. This will ensure that the Department is fully prepared for the enforcement of the regulations when the variances expire.

As more information becomes available, the Safety Program will provide additional updates. As funding sources are identified to assist in the implementation of these new requirements, the Safety Program will utilize surveys to conduct a needs assessment within each Region, Unit, Program and Training Center.

If you have any questions related to this memo or the new regulation requirements, please send them to CALFIRE.DepartmentSafetyOfficer@fire.ca.gov. The Safety Program will respond to inquiries and release additional guidance, as necessary.