BOARD MEETING AGENDA SUBMITTAL

TO: **GCSD Board of Directors**

FROM: **Peter Kampa, General Manager**

DATE: **September 16, 2020**

SUBJECT: **Agenda Item 6G. Consideration of Options to Preserve Excellent Fire and Emergency Response Services Provided Consistent with Adopted Deployment Standards within the District Boundaries, Including the Potential Discontinuance of Emergency Response Services Outside of the Approved Tuolumne County Fire Service Providers Automatic Aid/Mutual Aid Agreement – GCSD Fire Response Area**

RECOMMENDED ACTION:

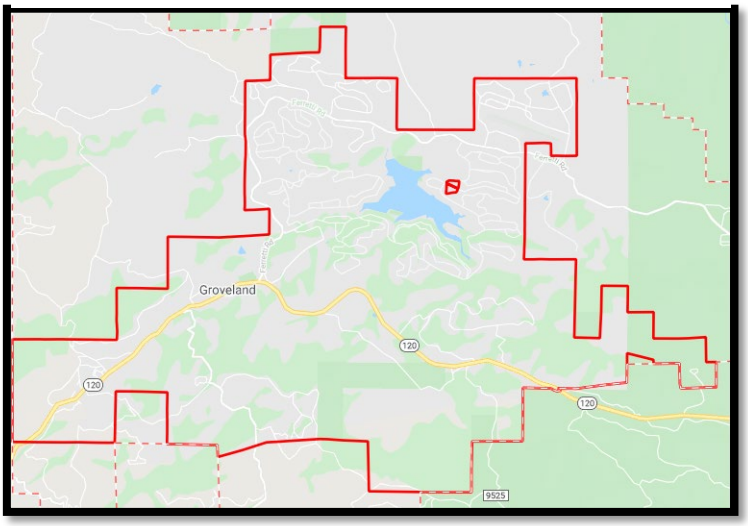
Staff recommends the following action:

Consider Options to Preserve Excellent Fire and Emergency Response Services Provided Consistent with Adopted Deployment Standards within the District Boundaries, Including the Potential Discontinuance of Emergency Response Services Outside of the Approved Tuolumne County Fire Service Providers Automatic Aid/Mutual Aid Agreement – GCSD Fire Response Area.

BACKGROUND:

The Groveland Fire Department is funded by ad-valorem property tax dollars generated from properties located within the Groveland Community Services District (GCSD) boundaries, shown with the solid red line in Figure 1. Tuolumne County collects the ad-valorem tax on all taxable parcels in the county, and allocates the tax revenue to the county, special districts such as GCSD, schools and other entities based on a formula set in California law. GCSD receives no property taxes from parcels of land located outside the GCSD boundaries.

Figure 1



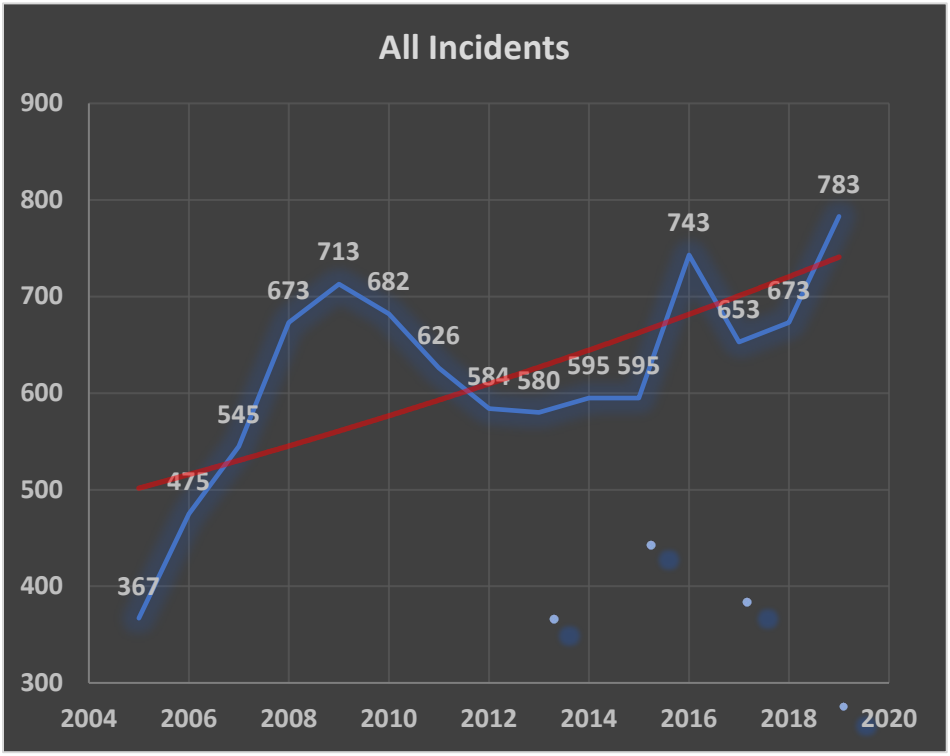
GCSD Fire Department is staffed with two full time professional firefighters employed by CALFIRE. Five full time positions are required to be funded to maintain the consistent staffing of two on the engine 24x7x365. GCSD also funds the cost for two additional staff at the

Groveland CALFIRE Merrill Rd. station during the non-fire season, typically November – April, and the state funds two to three staff at the Merrill station during fire season. All fire staff at the Merrill station are under the control of CALFIRE and can be deployed to any priority location by the state. There have been times, during the middle of fire season such as during the Moc Fire incident last month, that there were no staff located at the Merrill Rd. station for significant periods of time, likely days where the two staff at GCSD Station 78 were the only fire/emergency response crew on the hill. An evolving fire within GCSD boundaries at that time could have been disastrous; even worse if the fire occurred while the GCSD engine was out responding to a remote call 45 minutes away.

GCSD Fire is currently dispatched as the first-in engine responding to emergency calls from approximately Moccasin to the west, along the Hwy 120 corridor to Yosemite National Park on the east. The next closest staffed fire station is Jamestown or Sonora, which are located too far away for effective first-in emergency response. The costs and risks created by providing first-in service to areas located up to an hour from the Groveland fire station has become a major concern for the District. As a result, in 2019 the District contracted for an updated Fire Department Master Plan to understand trends, current and future needs and to establish a baseline deployment standard to be used to determine the level of staffing, equipment and facilities needed to achieve industry standard emergency response times. The Master Plan update also focused on the financial needs of the department, as it was determined that expenses are exceeding the property tax revenue by a large amount and the department will not have adequate revenue to keep the current CALFIRE staffing level past 2022.

In many other communities, when the Emergency call volume or time away from the station exceeds a specified amount, the fire Department will either add additional stations in areas where the call volume is located or add additional resources at existing stations to allow for constant coverage when one engine leaves the station to respond to an emergency. The overall call volume has more than doubled in the last 15 years and the trend appears to be continuing as shown in Figure 2.

Figure 2



The Master Plan also identified 11.8% of the emergency responses were to locations outside of the GCSD boundaries, but this relatively small percent of the overall calls comprised a significant percentage of GCSD Fire response **time** spent on these out-of-district incidents. Again, when the GCSD engine is 45 minutes away on a response, the only additional engine to respond is located at the Merrill Rd. station, if staffed and not assigned to other state priorities. The property owners/taxpayers within GCSD withstand the risk and fund the cost of the 37.14% of the time GCSD resources are outside the boundaries as shown in Table 1.

Table 1

Incident Location	3-Year Total			
	Number of Responses	Percentage of Responses	Total Time Committed	Percentage of Total Time Committed
Groveland CSD	1,361	88.20%	169:59:37	**62.86%**
Out-of-District	182	11.80%	100:25:39	**37.14%**
Total	**1,543**	**100.00%**	**270:25:16**	**100.00%**

Emergency Medical Services (EMS) calls comprise the majority of the number of responses as shown in Table 2. Other calls including general public assistance (PA), flooding PA, hazardous conditions, false alarms, smoke calls and other miscellaneous responses make up nearly 42% of total call volume.

Table 2

Incident Category	Year			Total	Percent of Total Service Demand
	2016	2017	2018		
Fire	5	10	6	**21**	1.15%
EMS	361	362	320	**1,043**	56.96%
Other	305	215	247	**767**	41.89%
Total	**671**	**587**	**573**	**1,831**	**100.00%**

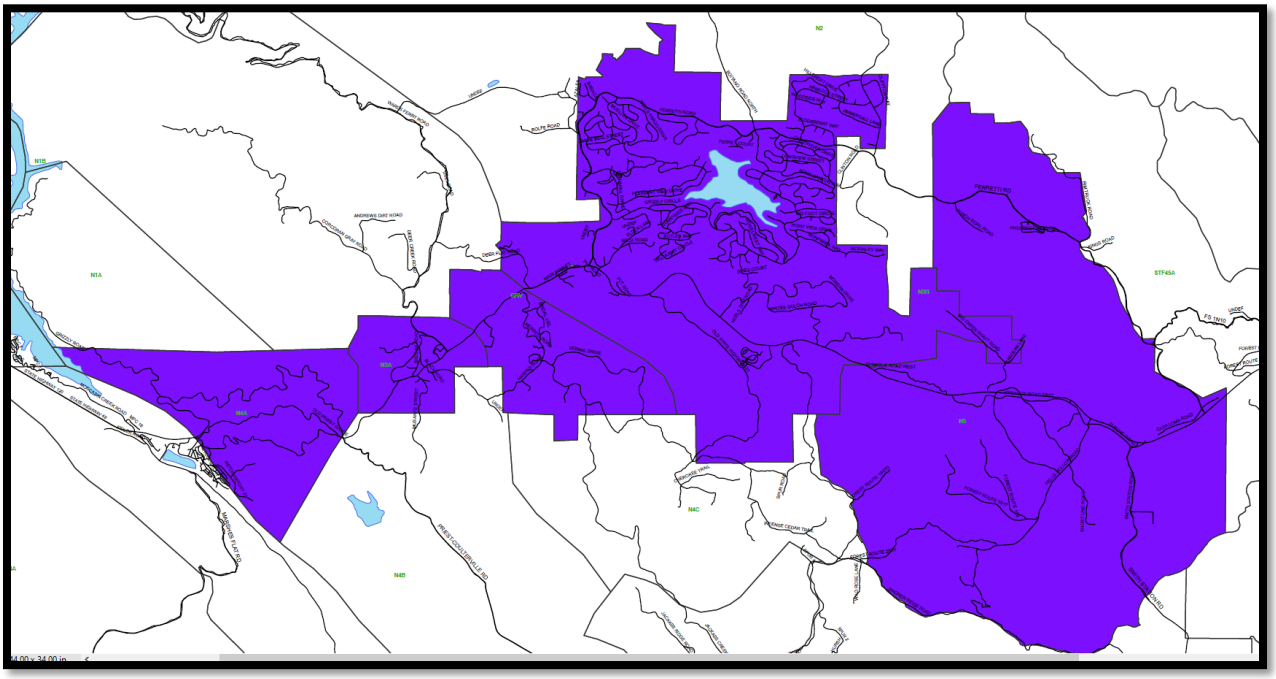
GCSD Fire also receives very little automatic or mutual aid from the Tuolumne County Fire into the District, primarily due to the physical travel distance from the staffed stations in Sonora or Jamestown. Table 3 provides data regarding mutual aid given and received. The intent of a mutual aid agreement is to provide the equal sharing of resources and equipment both inside and outside of an entity's boundaries. There are other benefits that the district receives from the County that are not included in the tables for data as they are primarily related to administrative functions of the fire Department. Tuolumne County funds the cost of emergency dispatch, fire warden , fire compliance building plan review and building inspection services as well as training.

Table 3

Aid Type	2016	2017	2018	Total
Auto Aid Received	2	0	0	**2**
Mutual Aid Received	0	0	1	**1**
Auto/Mutual Aid Given	49	67	66	**182**
BLANK	75	53	64	**192**
Total	**126**	**120**	**131**	**377**

Given the large amount of time our paid professional fire staff is responding outside of the district boundaries, the risk associated with the lack of backup equipment and staff when they respond long distances, and the overall increasing trend of non-fire responses both in and out of the district boundaries, the Board must seriously consider how it will proceed in the future. Figure 3 portrays the GCSD Fire response area agreed upon in the Automatic/Mutual Aid Agreement with the Tuolumne County Fire Providers. Many of the locations to which GCSD Fire responds for emergency calls are far beyond the boundaries of the Auto Aid response boundaries.

Figure 3



Options readily available to allow GCSD Fire reduce risk to GCSD residents and visitors caused by a lack of resources are:

1. Discontinue responding outside the Auto Aid response boundaries unless the call is for a fire that could threatens the District service area; or
2. Increase staffing at Station 78 through the CALFIRE Schedule A agreement to staff an additional engine (already in place) with two professional firefighters (requires five staff addition total)

As detailed in the Fire Master Plan update, the District should seek funding from the County to reimburse the cost of maintaining the GCSD Fire in a status available to respond to emergencies outside the GCSD boundaries. This County funding could come in the form of tax payments into a Community Facilities District for new development projects with funding passed through to the GCSD Fire, or direct funding agreements with the County.

ATTACHMENTS:

1. Auto/Mutual Aid Agreement with Operational Response Area Map

FINANCIAL IMPACT:

Unknown at this time

CAL FIRE
TUOLUMNE COUNTY FIRE DEPARTMENT

Cooperative Fire Protection Services

Josh White
County Fire Chief

18440 Striker Ct. ♦ Sonora, CA 95370
Tele: 209-533-5100 ♦ Fax: 209-533-5103

Paul Avila
Asst. County Fire Chief

May 17, 2016

To: Board of Supervisors
County of Tuolumne

From: Paul Avila
Assistant County Fire Warden
Tuolumne County Fire Department

SUBJECT: Consideration of approval of the Tuolumne County Fire Service Providers Automatic Aid Agreement with the Tuolumne County fire service providers.

Background

In 2006, Tuolumne County Fire Department and other fire service providers within county entered into an agreement commonly known as Automatic Aid. This system was developed and designed to assure the closest appropriate fire department resource was dispatched to emergencies within the participating jurisdictions boundaries. Tuolumne County through its fire department has been a contributing agency since the formation of a municipal fire department. Agreements for automatic assistance, in fire protection and response to other emergencies, have existed between specific municipalities and governmental jurisdictions to provide the highest levels of service in conjunction with the most effective use of local fire department resources working collaboratively through intergovernmental cooperation.

The Automatic Aid System participants are committed to demonstrate public equity through the reasonable commitment and distribution of resources within their jurisdiction. They also ensure that no participant unfairly benefits at the expense of the other participants. Automatic Aid System participants agree to respond when their respective assigned fire department units are dispatched on an automatic basis. It is assumed that all fire stations within a participating jurisdiction are included in the

resource pool for the Computer Aided Dispatch System (CAD). A CAD system automatically determines the closest available, most appropriate unit(s), whether located in a fire station or operating in the field, regardless of jurisdictional boundaries. Each jurisdiction agrees that such unit(s) will respond when available.

The scope of this agreement includes automatic assistance in responding to code three emergency responses. Code three emergencies are defined as the use of lights and sirens while responding. Examples of calls that require code three responses are: life threatening medical emergencies, fires, vehicle accidents, hazardous materials incidents and other types of emergency incidents that are within the standard scope of service provided by departments in the Automatic Aid System.

2016 Automatic Aid Agreement

The 2016 Automatic Aid Agreement consists of the following two sections:

1. The Agreement (pages 1-5) which requires Board approval and addresses the command and control components of the agreement.

2. The Operational Response Plan (pages 6-11) and Addendum B (response areas/ map). The Operational Response Plan outlines the response boundaries, types of incidents and response, guidelines governing responses, communications and training. These were all agreed upon by the participating Fire Chiefs

To date all fire agencies within Tuolumne County with the exception of Tuolumne Rancheria Fire Department and the California Department of Corrections and Rehabilitation,-Sierra Conservation Center Fire Department has signed this agreement. Staff will continue to work with these agencies in overcoming any obstacles that may keep their departments from being part of this Agreement.

If this Agreement is approved by your Board, staff will implement the new agreement on Monday May 23, 2016.

Recommendation:

Staff recommends the Board of Supervisors approve this agreement and authorize the Chairman of the Board to sign the Tuolumne County Fire Service Providers Automatic Aid/Mutual Aid Agreement on behalf of the County.

Attachment

AUTOMATIC AID/MUTUAL AID AGREEMENT
TUOLUMNE COUNTY FIRE SERVICE PROVIDERS

THIS AUTOMATIC AID/MUTUAL AID AGREEMENT (hereinafter referred to as "Agreement") is entered into by and between the following Parties: Tuolumne County through its Fire Department, Columbia Fire Protection District, Mi-Wuk Sugar Pine Fire Protection District, City of Sonora through its Fire Department, Tuolumne Fire District, Groveland Community Services District through its Fire Department, Jamestown Fire Protection District, Twain Harte Community Services District through its Fire Department, California Department of Corrections and Rehabilitation through its the Sierra Conservation Center Fire Department, Strawberry Fire Protection District (individually, "Department"; collectively, "Departments").

WHEREAS, the Parties hereto are geographically located in proximity to each other within the County of Tuolumne; and

WHEREAS, it is to the Parties' mutual benefit that each render reciprocal supplemental assistance in the event of fire or other local fire department related emergencies of a type common to both parties not covered by or within the scope of the California Emergency Management Agency and Civil Defense Master Mutual Aid Agreement, but constituting so-called day-to-day automatic aid arising out of convenience rather than out of extraordinary necessity.

NOW THEREFORE, in consideration of their mutual covenants, the parties hereto agree as follows:

I. OPERATIONAL RESPONSE OF AUTOMATIC AID

The assistance to be rendered pursuant to the Agreement is to be supplementary in nature and the extent of the aid to be furnished is subject to the exercise of discretion on the part of the providing party in order that protection of lives and property within the jurisdictional limits of the providing party shall not be impaired. A written Operational Response Plan (Addendum A) is attached and incorporated by reference into this Agreement. This Plan includes specific boundaries of response, emergency response guidelines, jurisdictional responsibility, communications, and resource availability. In the event of a conflict between this Agreement and Addendum A, the provisions of this Agreement control.

II. COMMAND AUTHORITY

A. Responsible Jurisdiction to Have Command Authority

When a Department responds auto-aid into the neighboring jurisdiction under this Agreement, the Incident Commander of the responsible jurisdiction shall be in command of all staffing and equipment committed to the incident; however, the first officer at the scene will be in command even if it is not their jurisdiction. Command will then be reasonably passed to the first officer at the incident from the responsible jurisdiction.

B. Judicious Use of Personnel and Equipment

It shall be the responsibility of the Incident Commander of the responsible jurisdiction to utilize the staffing and equipment from the jurisdiction providing aid only to the extent that is required to bring the emergency under control.

C. **Order of Release**

The staff and equipment from the jurisdiction providing aid shall be the first released from the incident.

III. REPORTS

The responsible jurisdiction shall be responsible for completing all required reports, including, but not limited to, reports mandated by local or state government.

IV. COMPENSATION

All services provided by any Department under this Agreement shall be performed without monetary compensation. The mutual advantages, protections, and services afforded by this Agreement are mutually agreed to be adequate compensation to all jurisdictions.

V. LIABILITY/HOLD HARMLESS

Nothing in this Agreement is intended to affect the legal liability of any party by imposing any standard of care different from the standard of care imposed by law. Each party shall bear its own exposure for worker's compensation for its own personnel while furnished to another party or likewise.

Except as expressly stated otherwise herein, the provisions of Government Code section 850.6 shall apply in the performance of providing aid under this Agreement.

1. Personnel: Employees provided in an automatic or mutual aid response shall be considered employees of the party providing them although overall command authority remains with the incident commander.

2. Private Property Damage: The Party receiving aid under this Agreement agrees to indemnify the providing party against claims, demands, loss, costs, and liability for property damaged or destroyed as a result of operations provided at the scene of any incident as a result of providing aid under this Agreement except in those cases where the actions/inactions of the providing Party or its employees, agents, or volunteers providing the aid constitute gross negligence or willful misconduct.

3. Apparatus Damage: Notwithstanding Section V.2 above, each Party providing aid under this Agreement assumes all responsibility for damage to or destruction of its own property, including, but not limited to, emergency apparatus and assigned equipment responding to, at the scene, or returning from aid provided under this Agreement.

4. Personal Property: The Party receiving aid shall NOT be responsible or liable for the loss, theft, damage, or destruction of personal property of persons who are providing aid under this Agreement as an employee of a providing Party.

VI. AGREEMENT NOT FOR BENEFIT OF THIRD PARTIES

This Agreement shall not be construed as, or deemed to be, an agreement for the benefit of any third party or parties, and no third party or parties shall have any right of

action hereunder for any cause whatsoever. Any services performed or expenditures made in connection with this Agreement by any party hereto shall be deemed conclusively to be for the direct protection and benefit of the inhabitants and property of the jurisdiction which are situated within the respective jurisdictions defined herein.

VII. TERM

This Agreement shall become effective as to each Party when approved or executed by that party and shall remain operative and effective as between each and every Party that has executed this Agreement until participation in this Agreement is terminated by that Party. The termination by one or more of the Parties of its participation in this Agreement shall not affect the operation of this Agreement as between the other parties who have executed this Agreement.

Any Party to this Agreement may withdraw from participation, at any time, by serving a 30-calendar day notice in writing to all of the other Parties. The thirty (30) calendar day notice period shall commence with the sending of the notice.

VIII. AMENDMENTS TO AGREEMENT

A. This Agreement and any Addendum to this Agreement contains all of the terms and conditions agreed to among the parties. Except as otherwise specified, this Agreement or any Addendum to this Agreement shall not be amended or altered without the written consent of the parties.

B. Revisions to Addenda A or B may be approved upon the mutual written consent of the authorized representatives of the parties as listed in Addendum A.

IX. EXCLUSIONS

Any requests for aid <u>not</u> covered in this Agreement shall be handled under California Emergency Management Master Mutual Aid.

X. NOTICE

Any and all notices, reports or other communications to be given under this Agreement shall be given to the persons representing the respective parties as provided in Addendum A.

XI. SOLE AGREEMENT

This Agreement is intended by the parties hereto as a final expression of their understanding, with respect to the subject matter hereof and as a complete and exclusive statement of the terms and conditions thereof and shall supersede all prior Mutual-Aid Agreements between the Parties. This Agreement shall also supersede any and all other prior contemporaneous agreements and understandings, oral or written, in connection therewith.

XII. ENFORCEABILITY AND SEVERABILITY

The invalidity or enforceability of any term or provisions of this Agreement shall not, unless otherwise specified, affect the validity or enforceability of any other term or provision, which shall remain in full force and effect.

XIII. COUNTERPARTS

This Agreement may be executed simultaneously and in several counterparts, each of which shall be deemed an original, but which together shall constitute one and the same instrument.

[signatures follow on next page]

ADDENDUM A
OPERATIONAL RESPONSE PLAN

Automatic/Mutual Aid Response

Operational Response Plan

A. Response Boundaries

Departments shall respond into those areas identified by their specific color on the attached map (Addendum B). The concept and practice of dispatching the closest, most appropriate resource to any and all emergencies will be utilized, and without regard to jurisdiction or statutory responsibility of either the resource dispatched or the agency wherein the incident occurs.

B. Type of Incidents

Automatic aid shall be utilized whenever there is an incident that requires a code three emergency response. Examples include the following incidents, but are not limited to:

1) Medical Emergencies

2) Vehicle Accidents

3) Vehicle Fires

4) Vegetation Fires

C. Type of Response

Tuolumne County Fire Service Providers automatic aid response shall consist of one engine company and/or truck company with a minimum of two person staffing, responding into the area delineated and identified in color on the map. See Addendum B

D. Guidelines Governing Response and Commitment to an Emergency

1) Immediate emergencies that require the use of red lights and sirens by responding fire vehicles shall be a part of this Agreement. Non Immediate calls such as public service assists, post fire investigations, and other responses that do not require the use of red lights and sirens shall not be a part of this Agreement.

2) When both jurisdictions are responding to an emergency along a common border, and jurisdictional responsibility has been identified by arriving units, the jurisdiction providing aid in accord with this Agreement shall work under this direction of the responsible jurisdiction.

3) The jurisdiction providing aid shall remain on the scene of the emergency until released by the incident commander of the responsible jurisdiction. Such release shall be as expeditious as possible.

4) It shall be the responsibility of the incident commander on the scene to summon additional personnel and equipment if needed to handle the emergency.

5) The incident commander on the scene will determine the need for continued response by other dispatched units.

6) The Incident Command System will be used in the management /mitigation of all incidents.

7) The jurisdiction providing aid to an emergency shall meet applicable State and Federal standards (Title 8 and Title 22).

E. Communication

The San Andreas Emergency command center (ECC), responsible for dispatching within the jurisdiction of the incident, will be the center for all ordering and communications. The Command and Tactical Frequencies will be identified by the ECC. Any radio traffic (report on conditions, cancellation of resources, resource requests, etc.) will be done through the ECC.

Tuolumne County Radio Frequencies

- TCU Local Net – RX -151.1750, TX – 159.4500
- Tuolumne Command – RX – 151.1300, TX – 158.6925
- CDF TAC 2 – 151.1600
- CDF TAC 5 – 151.2500
- Tuolumne TAC – 155.4900

F. Commitment to Joint Training

All parties to this Agreement shall schedule and participate in joint training exercises. The training exercises shall be mutually agreed upon subject matter, times and locations to ensure that optimum performance levels are maintained.

Authorized Representatives:
As provided in Section VIII(B) of the Agreement, the following individuals are authorized to approve written amendments to this Addendum A for their respective Department. Any and all notices, reports or other communications to be given to any party shall be given to the persons representing the respective parties at the following addresses:

ADDENDUM B
OPERATIONAL RESPONSE AREA MAP

Tuolumne County

L5, L2, O2, O7, N3B, O5B, O5E, O5D, O5A, O3A, O5A, O3A, O5C, O5F, O3Q

Columbia Fire Protection District

L2, B7, L1A, L1B, L3B, L3C, L3E, L3F, L4B, L4C, L4E, L4F, STF10, STF11C

Sonora City Fire Department

L5, L10B, L10E, L10F, L10H, L10K, L11B, L1A, L1B, L2, L3A, L3B, L3C ,L3D, L3E, L3F, L4A, L4C, L4D, L4E, L4F, L6A, L6B, L6D, L8, L9A, L9B, L9C, L9E, L9F, L9H,L10A,L10L

Twain Harte Community Services District

O2,O1A,O1B,01C,O1D,O1F,O1G,O1H,O1J,O1K,O1L,O1M;O1N,O3A,O3B,O3C,O3D,O3E,O3F,O3G, O3H,O3IO3J,O3K,O3L,O3M,O3N,O3O,O3Q,O5A,O5B,O5D,O6A,O6B,O6C,O6D,O6E,O6F,O7,STF1 3A, STF13B,STF13C,STF32, L6C, L6E, L10G, STF11D, STF13A

Mi-Wuk Sugarpine Fire Protection District

05C, 05F, 03A, 03B, 01B, 01N, 03C, 01A, 01I, 05B, 01G, 01E, 01D, 06D, 06E, 06C, 06F, 06A, 05B, 01M, 03F, 01J, 01K, 03D, 03H, 03L, 03J, 03N, 03M, 03K, 03I, 03G, 01F, 01H, 05A, 05E, 05D, 04E, 03Q, 07, STF11C, STF11A, STF11B, STF12A, STF13B, STF13A, STF 15

Tuolumne Fire District

05A, 05B, 05C, 05D, 05E, 05F, 04E, 03Q, 03M, 03A, 04A, L10J, 04B, 04C, L10D, 03N, 03O, 03J, L10C, 03I

ADDENDUM B
OPERATIONAL RESPONSE AREA MAP

Sierra Conservation Center

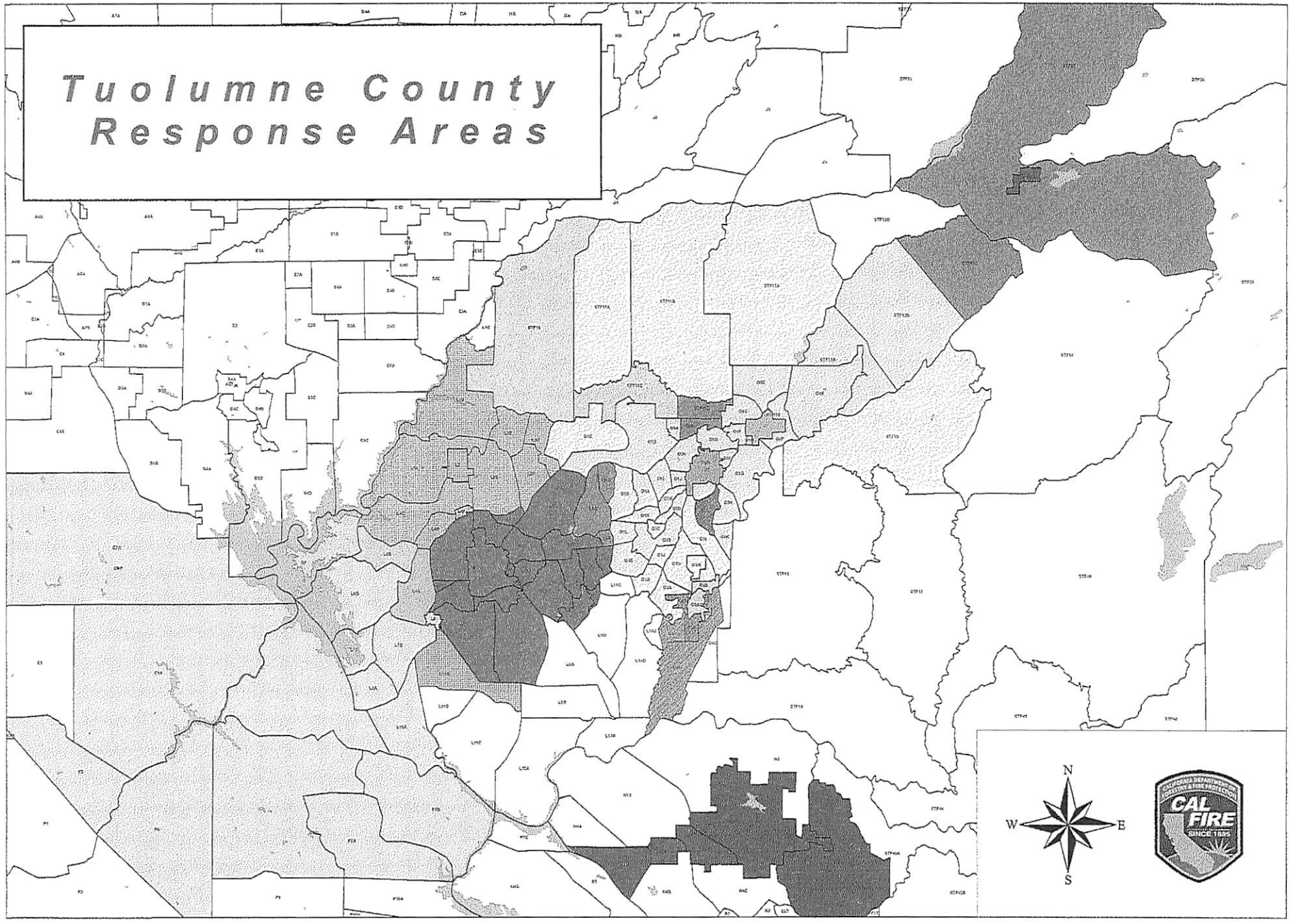
C10, C7B, L7A, L7C, L11A, P2, P4, P7A, P7B, P5, P6,

Strawberry Fire Protection District

STF32S

Groveland Community Service District

N3A, N3B, N4A, N5



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Shared by Sonora City/Columbia Fire
Shared by Tuolumne City/Rancheria
Shared by Tuolumne City/Rancheria/Twain Harte
Shared by Twain Harte Fire/Mi Wuk Fire
Shared by Rancheria/Twain Harte Fire/Mi Wuk Fire
Columbia Fire Response Areas
Mi Wuk Fire Response Areas
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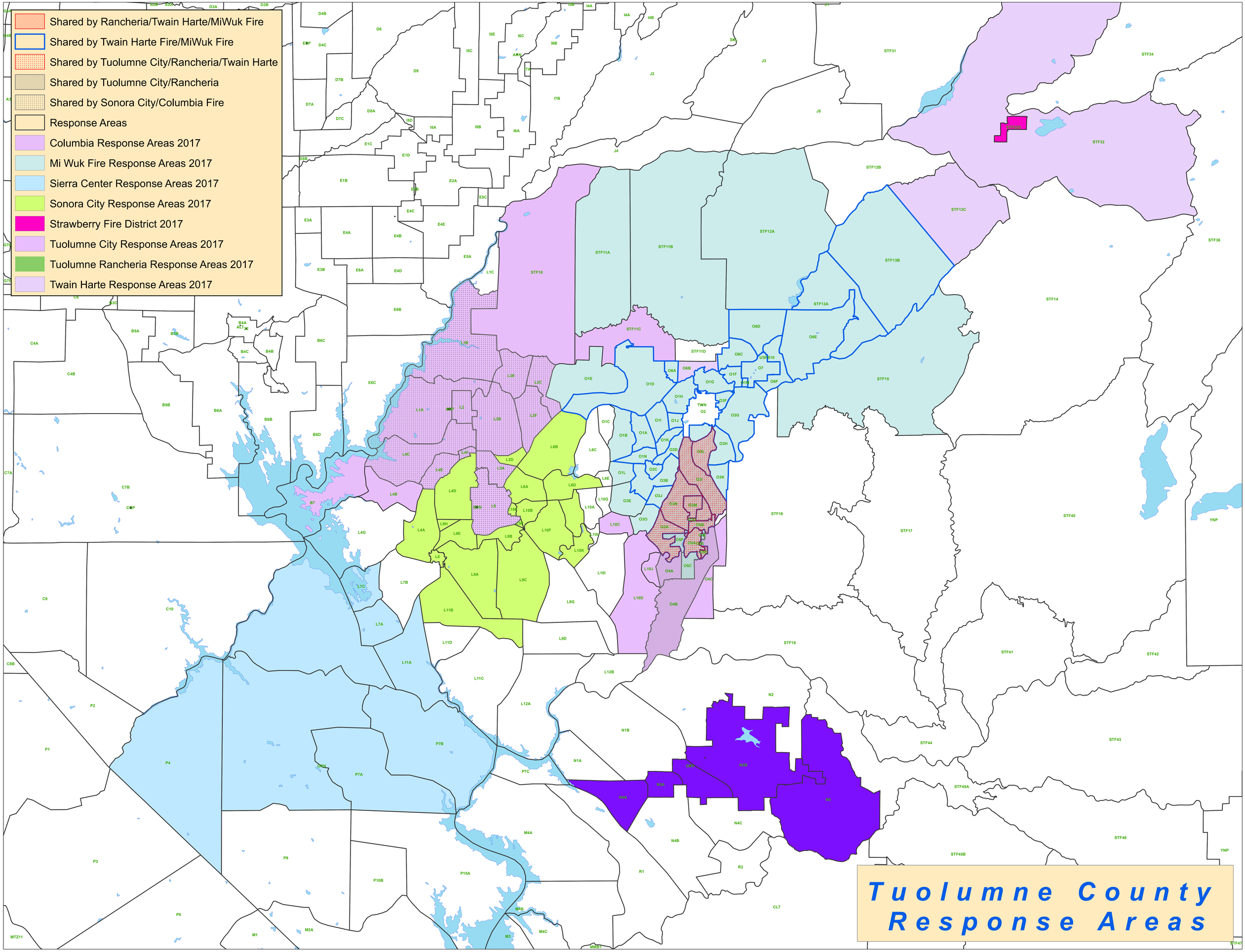
Sonora City Response Areas
Strawberry Fire District
Tuolumne City Response Areas
Tuolumne Rancheria Response Areas
Twain Harte Response Areas
Groveland CS District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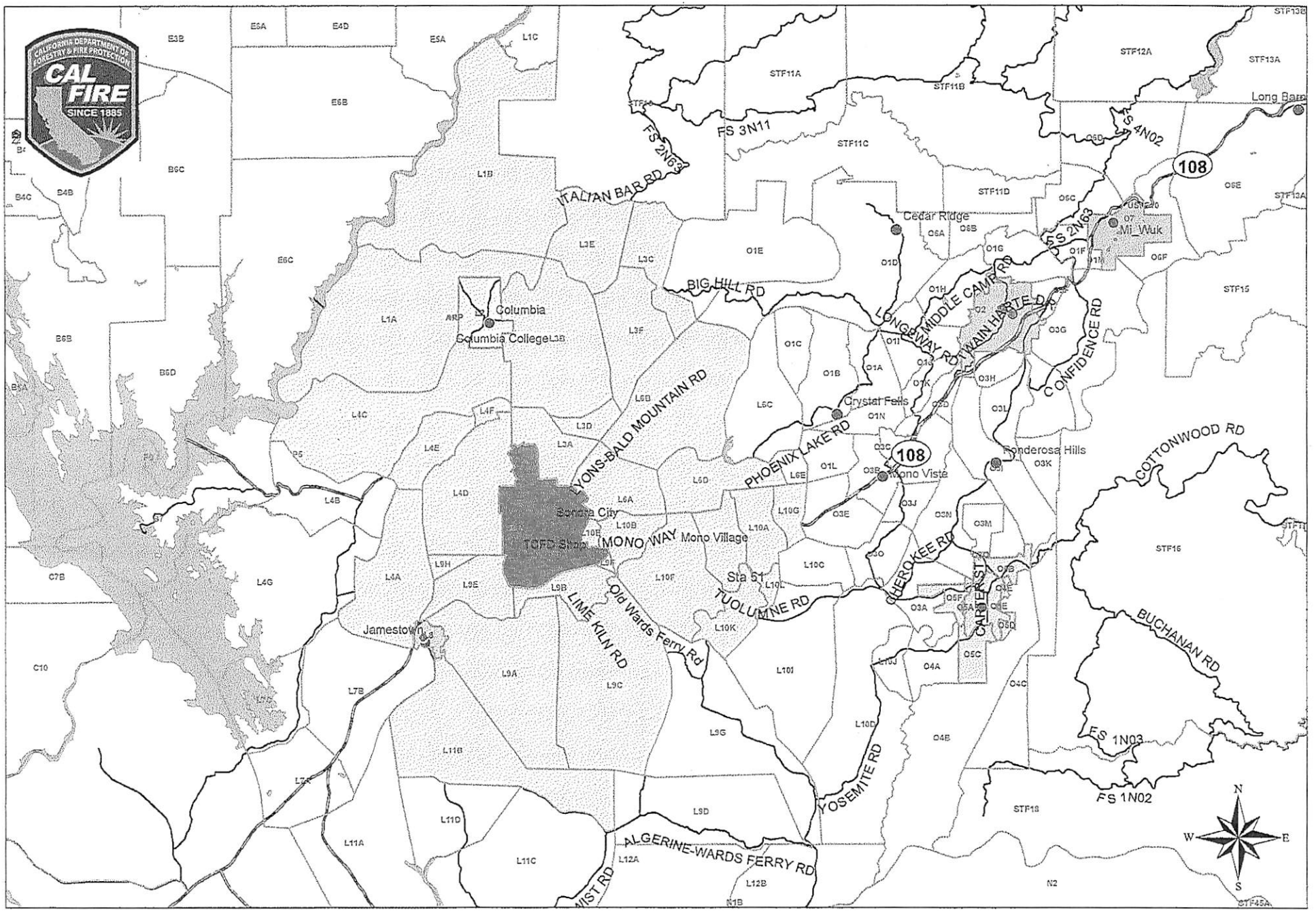
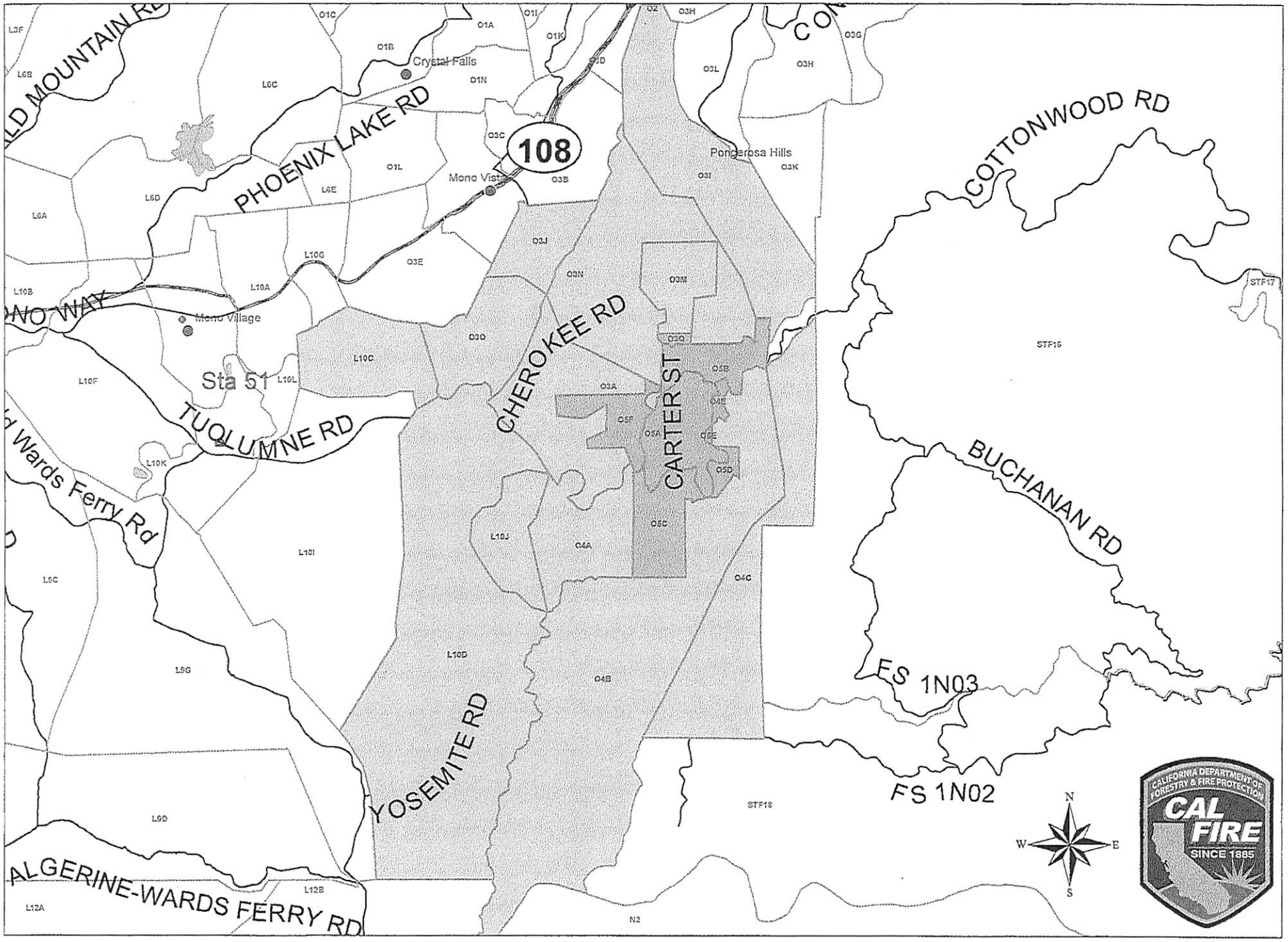
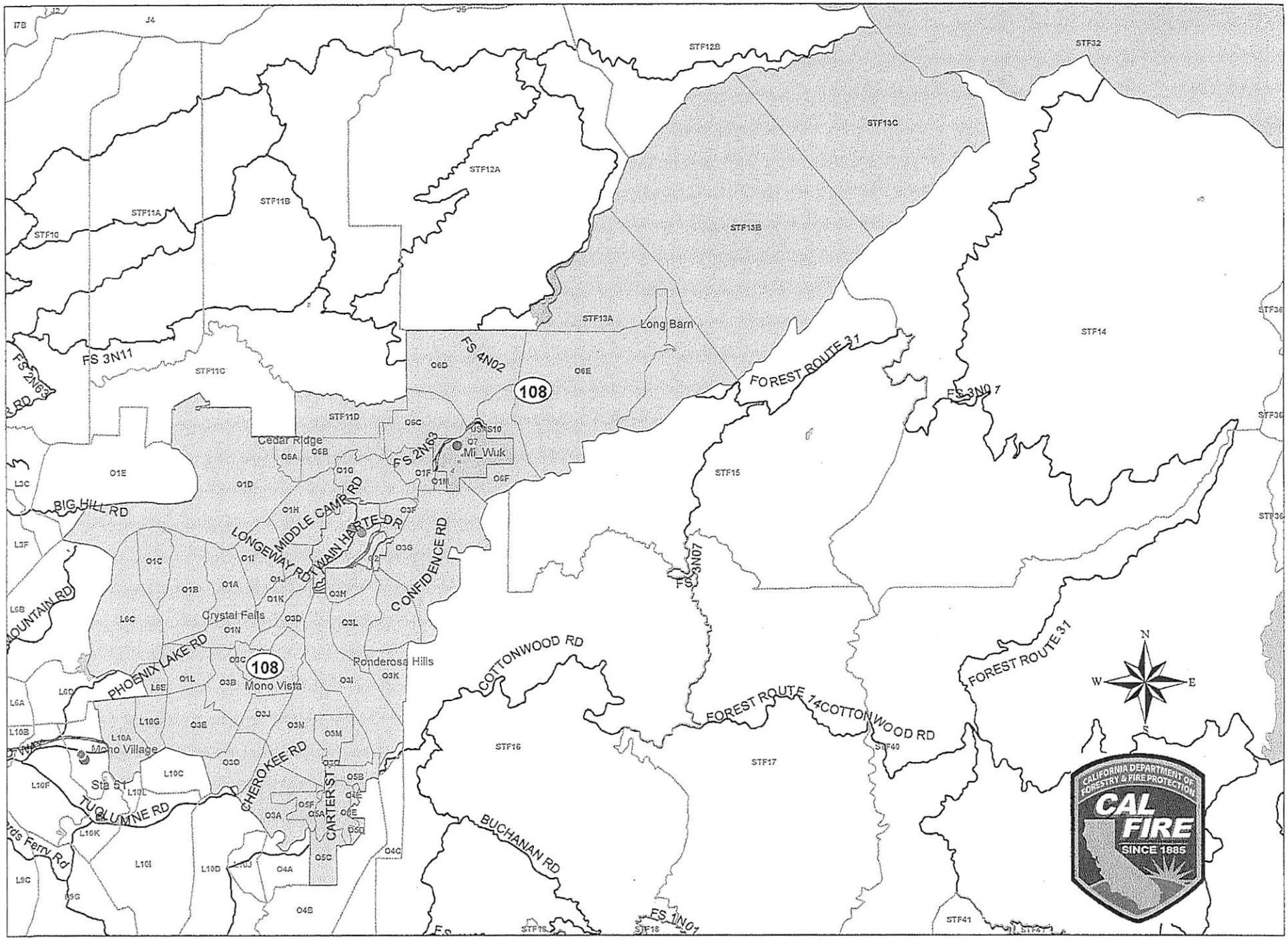
Shared by Sonora City/Columbia Fire
Response Areas
Columbia Response Areas 2017
Mi Wuk Fire Response Areas 2017
Sierra Center Response Areas 2017
Sonora City Response Areas 2017
Strawberry Fire District 2017
Tuolumne City Response Areas 2017
Tuolumne Rancheria Response Areas 2017
Twain Harte Response Areas 2017
Tuolumne County
Response Areas



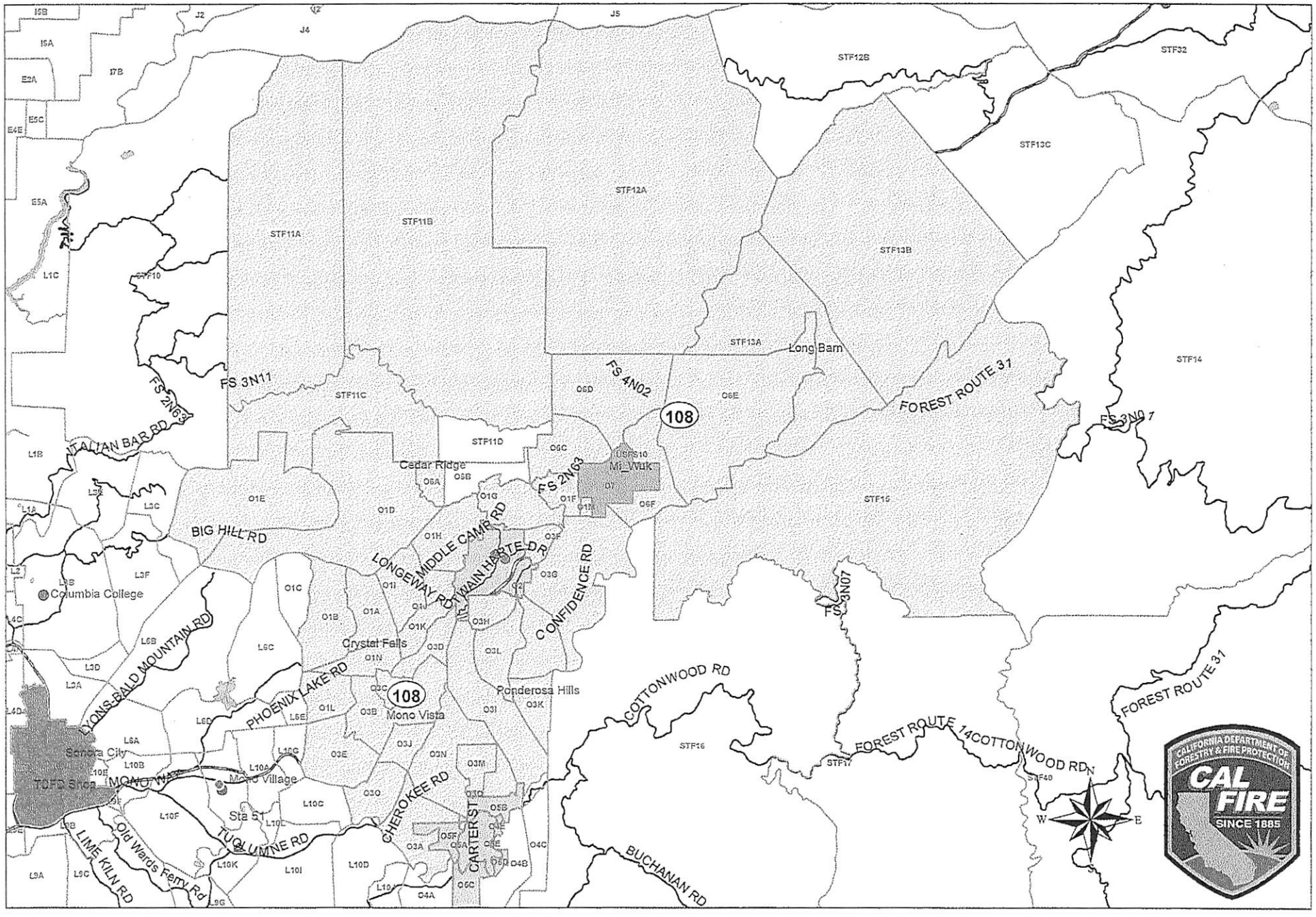
Sonora City Fire Response Areas



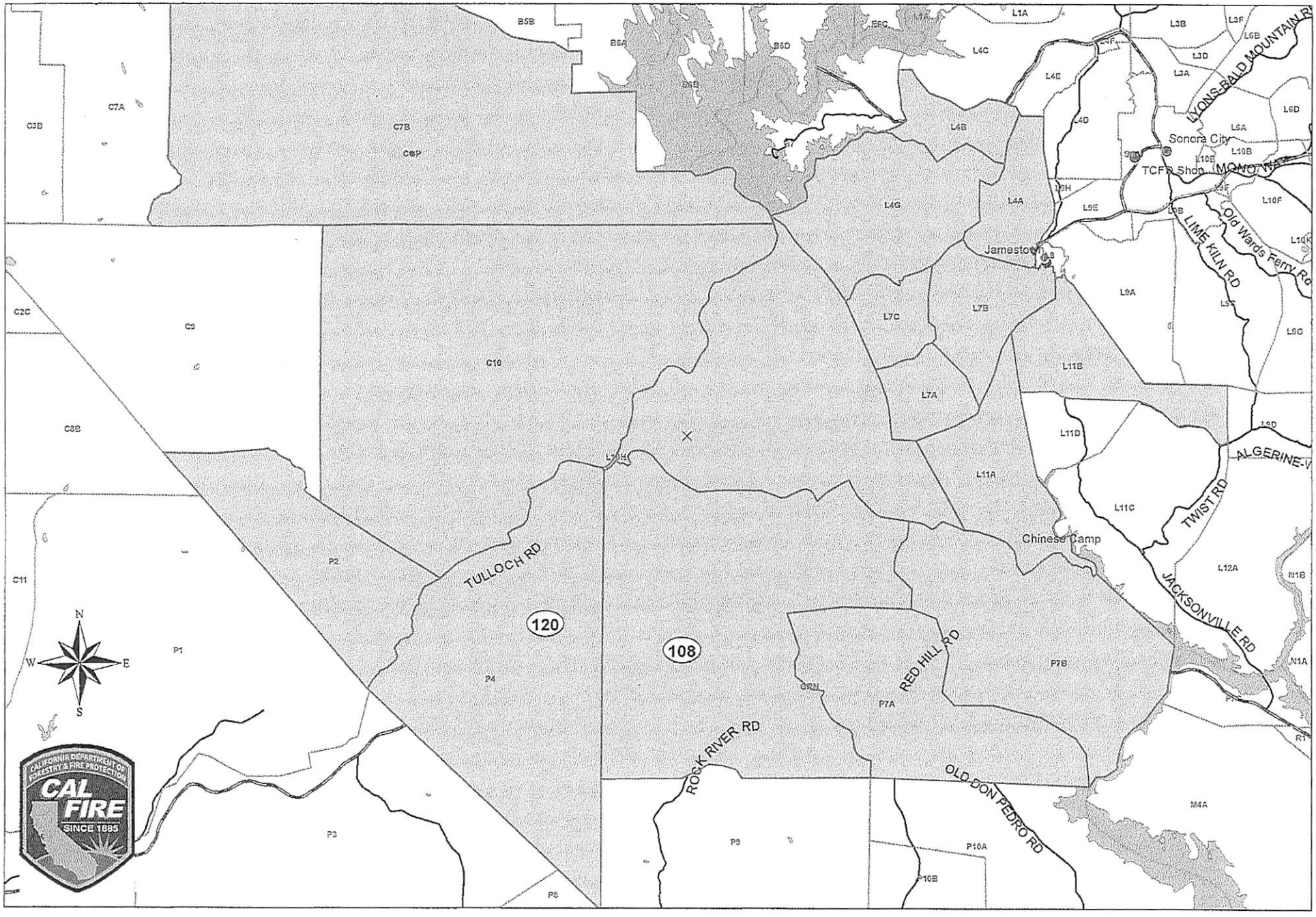
Tuolumne City Fire Response Areas



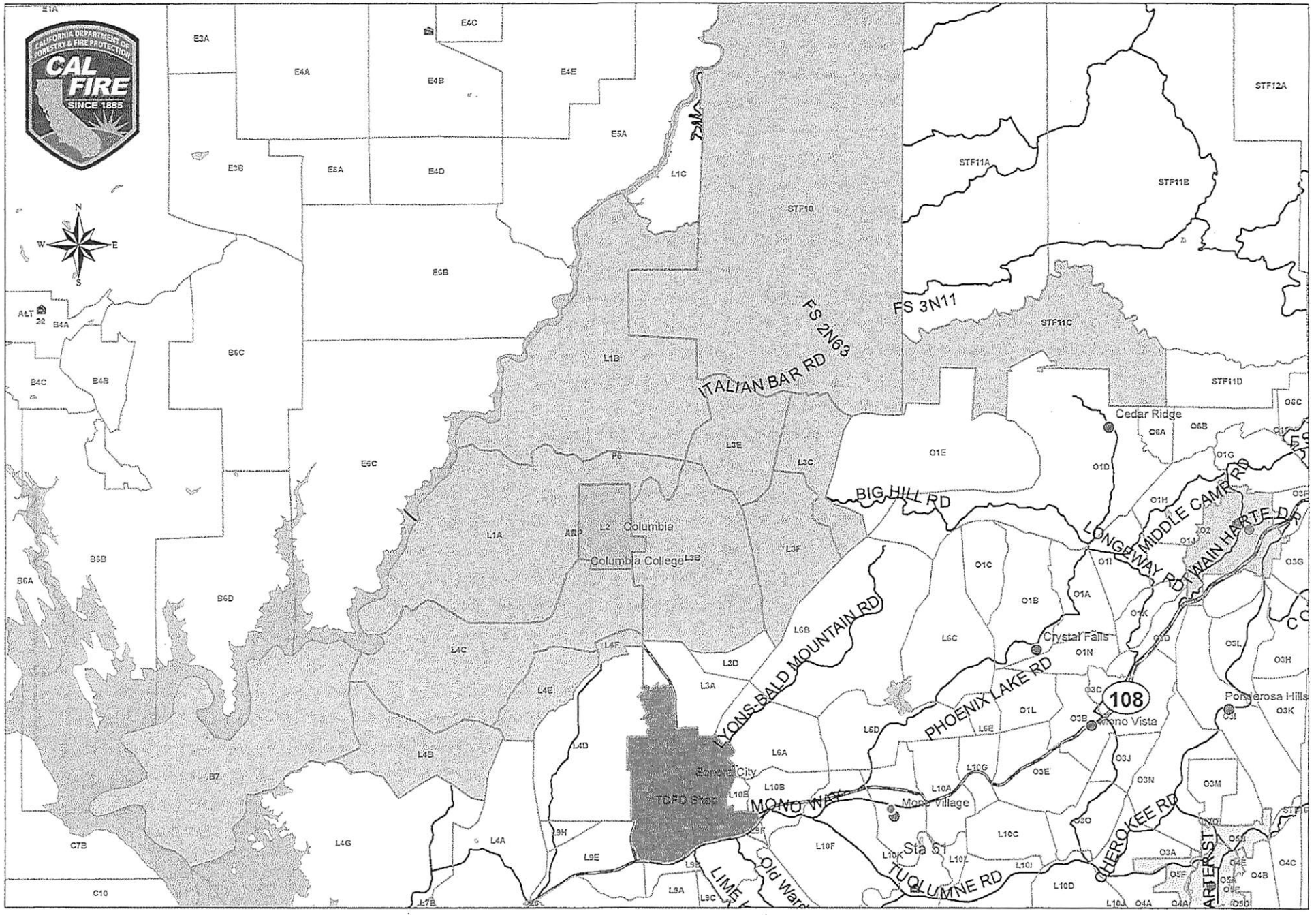
Twain Harte Fire Response Areas



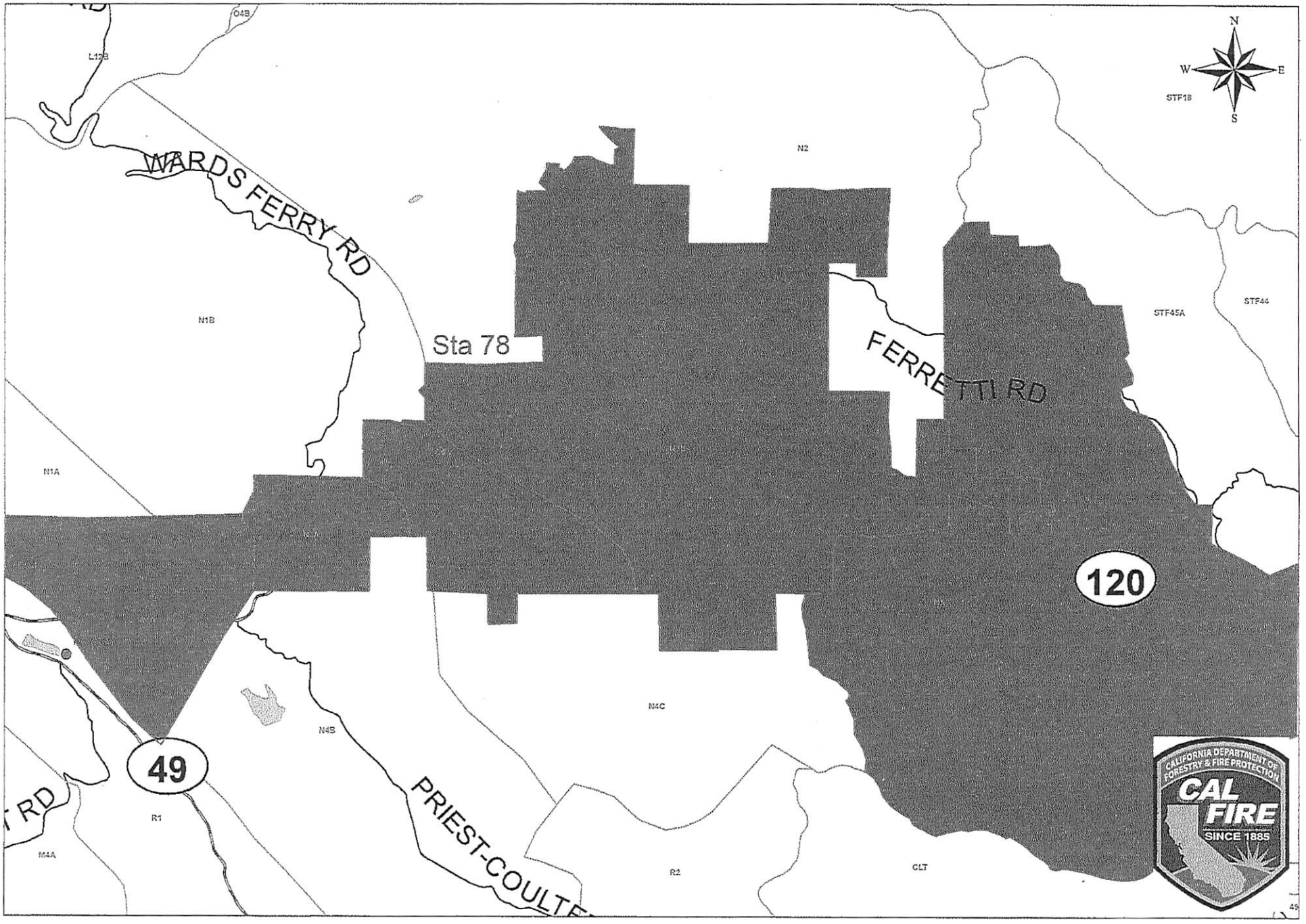
Mi-Wuk Fire Response Areas



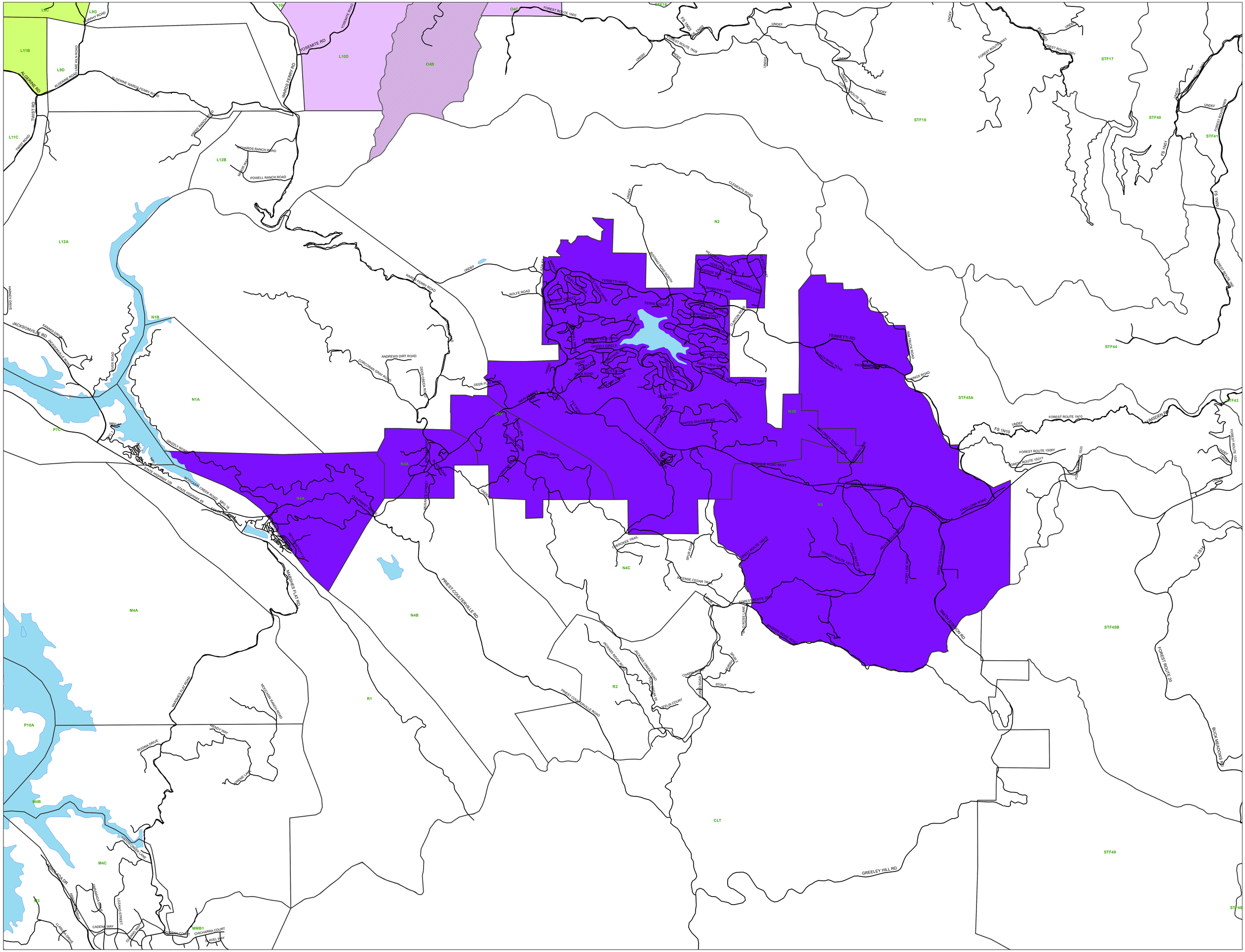
Sierra Center Response Areas



Columbia Fire District Response Areas



Groveland CSD Response Areas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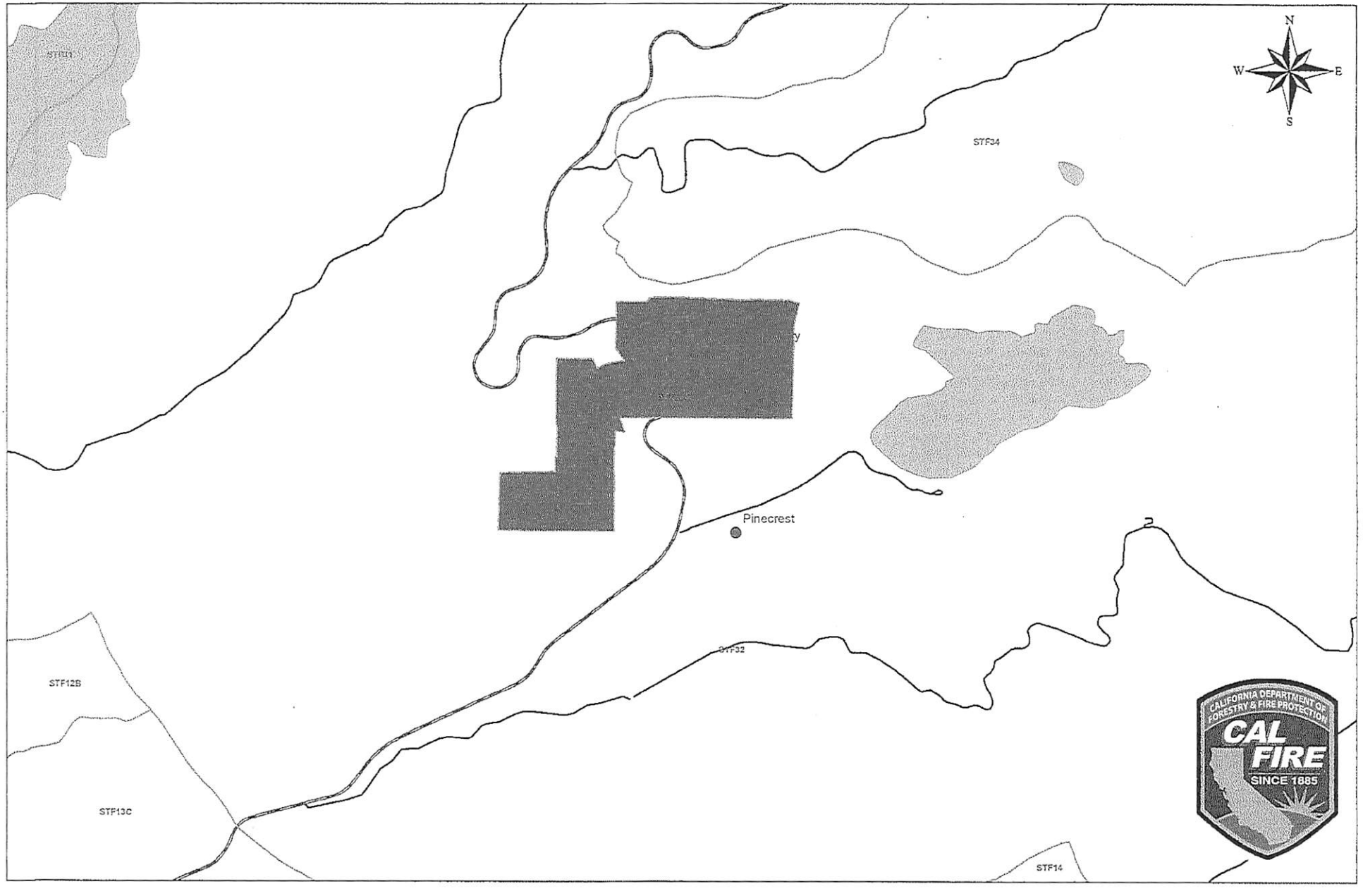
L12B
L10D
O4B
O4C
STF16
STF17
STF18
STF40
STF41
STF44
STF45A
STF45B
STF43
STF49
STF48
N2
N1B
N1A
P7C
N3B
N3A
N4A
N4B
N4C
R1
R2
CLT
M4A
M4B
M4C
P10A
MMB1
ALGERINE RD
TWIST RD
ALGERINE WARDS FERRY ROAD
WARDS FERRY RD
YOSEMITE RD
RICHARDS RANCH ROAD
POWELL RANCH ROAD
CLEMENTS ROAD
BOLFE ROAD
FERRETTI ROAD
FERRETTI RD
BUTTERCUP ROAD
ANDREWS DIRT ROAD
CORDORAN GRAY ROAD
DEER CREEK ROAD
DEER FLAT ROAD
JACKSONVILLE RD
KANAKA DRIVE
JACKSONVILLE ROAD
GRIZZLY ROAD
STATE HIGHWAY 120
STATE HIGHWAY 49
MOCCASIN CREEK ROAD
MARSHES FLAT RD
PRIEST-COULTERVILLE RD
MOCCASIN RANCH ROAD
WENDY WAY
RODINA DRIVE
HATCH CREEK LAKE
GREELEY HILL RD
FOREST ROUTE 1N02
FOREST ROUTE 1N10
FOREST ROUTE 1S08Y
FOREST ROUTE 1S21Y
FOREST ROUTE 1N01
FOREST ROUTE 20
BUCK MEADOWS RD
SMITH STATION RD
CASA LOMA ROAD
HAMDEN RD
CHEROKEE TRAIL
INCENSE CEDAR TRAIL
STOUT
CADENA WAY
CHICHARRA COURT
CLAVEL WAY
LOZANO STREET
LANE DRIVE
UNDEF



Strawberry Fire Response Areas