CITY OF LINCOLN
2025 REGULAR MEETING - CITY COUNCIL / LINCOLN REDEVELOPMENT SUCCESSOR AGENCY / LINCOLN PUBLIC FINANCING AUTHORITY
September 23, 2025

AS A COURTESY, PLEASE TURN OFF ALL CELL PHONES & ELECTRONIC DEVICES DURING THE MEETING

-COUNCIL MEETING AGENDA-

6:00 PM

Mayor Holly Andreatta
Mayor Pro Tem Ben Brown **Councilmember Whitney Eklund**
Councilmember Richard Pearl **Councilmember John Reedy**

*********AMENDED AGENDA********
Please note an amendment was made to Item No. 9B post publication.

City Hall (Extremely Limited Seating Capacity)
3rd Floor Council Chambers
600 Sixth Street
Lincoln, CA 95648

or attend via

ZOOM
register by using this link:
https://us06web.zoom.us/webinar/register/WN_L1sVeRjjSwaygN5OEfk5ew
or participate by calling US: +1 (669) 900-6833
use ID #842 1355 6096
and use *9 to raise hand to speak

EXECUTIVE TEAM

Sean Scully, City Manager	Kristine Mollenkopf, City Attorney
Nita Wracker, Asst. City Manager / Finance Director	Matt Alves, Public Chief
Jennifer Brown, Chief Innovation & Tech. Officer	Vin Cay, City Engineer
Erin Frye, Econ. Dev. & Communication Specialist	Kathryn Hunt, Library Services Director
Hope Ithurburn, City Clerk	Matthew Medill, Public Works Director
Veronica Rodriguez, Human Resources Director	Anthony Mejia, Fire Chief

MISSION STATEMENT: To provide the highest level of service responsive to our community's expectations and to enhance the quality of life and economic vitality.

THE FOLLOWING INFORMATION IS PROVIDED TO ASSIST WITH PUBLIC PARTICIPATION:

Americans with Disabilities Act (ADA): In compliance with the ADA, if you need special assistance to participate in this meeting or other services in conjunction with this meeting, please contact the City Clerk's Office at (916) 434-2490. The meeting room is wheelchair accessible and disabled parking is available. Notification at least 48 hours prior to the meeting or time when services are needed will assist City staff in assuring reasonable arrangements can be made to provide accessibility to the meeting or service.

Agenda Availability: The main posting location of the City Council Agenda pursuant to the Brown Act, Government Code § 54954.2(a) is on the public kiosk outside the entrance of City Hall, 600 6th Street, Lincoln, California. City Council Agenda Packets are available for review at the City Clerk's Office, 600 6th Street, Lincoln, California, and "Live and Archived" meetings, minutes and videos are available on the City's website at www.Lincolnca.gov. City Council Meetings are televised live 6:00PM on Cable channel 18.

Public Input: Persons wishing to address the City Council are asked to voluntarily complete and submit a speaker card to City staff. Speaker cards are available near the entrance of the meeting location. Persons wishing to address the City Council on an item appearing on this agenda will be called upon at the appropriate time during the item's consideration. Persons wishing to address the City Council on an item not appearing on the agenda will be called upon during "Public Comment on Non-Agenda Items." In either case, please stand to be recognized by the Mayor when your name is called. Please note: comments from the audience without coming to the podium may be disregarded or ruled out of order. All speakers' time will be limited to three (3) minutes, unless extended by the Mayor. All comments or questions should be addressed to the Mayor and in most cases, the City Council is prohibited from discussing or taking action on any item not appearing on the posted agenda, but may engage in brief discussion, provide direction to City staff, or schedule items for future meetings.

Special Meeting Public Input: Only issues listed on a special meeting agenda may be addressed pursuant to the Brown Act's regulation of Special Meetings.

Consent Agenda: All matters on the Consent Agenda are considered routine business and will be enacted by one motion. There will be no separate discussion of these items unless a member of the City Council requests a specific item be removed from the Consent Agenda for separate action. Any items removed will be considered after the remainder of the Consent Agenda.

Judicial Review: Pursuant to applicable laws and regulations, including without limitation, California Government Code § 65009 and/or California Public Resources Code § 21177, if you wish to challenge in court any of the decisions made by the City Council, including any action regarding planning, zoning or environmental decisions, you may be limited to raising only those issues you or someone else raised at the public hearing(s) described in this notice/agenda, or in written correspondence delivered to the City at, or prior to, the public hearing.

1. CALL TO ORDER

2. ROLL CALL

3. PLEDGE OF ALLEGIANCE

4. AGENDA MODIFICATIONS

5. PRESENTATIONS

6. PUBLIC COMMENT ON NON-AGENDA ITEMS WITHIN THE SUBJECT MATTER JURISDICTION OF THE COUNCIL *

All speakers' time will be limited to three (3) minutes, unless extended by the Mayor. All comments or questions should be addressed to the

Mayor and in most cases, the City Council is prohibited from discussing or taking action on any item not appearing on the posted agenda, but may engage in brief discussion, provide direction to City staff, or schedule items for future meetings.

7. CONSENT

7.A Approval of Meeting Minutes of the August 26, 2025 Regular City Council Meeting. (Hope Ithurburn)

7.B Adopt a Resolution Authorizing Issuance of a Response to the Placer County Grand Jury (PCGJ) 2024-2025 Report titled "Human Trafficking: An Unseen Crime." (Kristine Mollenkopf)

7.C Adopt a Resolution Augmenting Revenue and Expense Accounts for FY 25-26 to Reflect the $15,840 Grant Award Received by the Library for the Zip Book Program. (Kathryn Hunt)

7.D Waive Second Reading and Adopt by Title only ORDINANCE 1099B Adopting Amendments to Lincoln Municipal Code Chapter 18.37 (Accessory Dwelling Units) and Related Sections of Title 18 (Zoning) as Recommended by the California Department of Housing and Community Development (HCD). (Efren Sanchez)

7.E Adopt a Resolution Accepting a Notice of Completion for Industrial Avenue Repair, CIP 652. (Jacob Groeser)

7.F Adopt a Resolution Accepting the Notice of Completion for Senior Center Meal Pick-Up Area Project, CIP 237 & 238. (Jacob Groeser)

7.G Adopt a Resolution Authorizing the Removal of a Stop Sign on Flightline Drive. (Jacob Groeser)

7.H Adopt a Resolution Authorizing the City Manager to Execute Fleet Vehicle Lease Agreements for Police and Public Works. (Mike Osborne)

8. PUBLIC HEARINGS

8.A Waive full reading and introduce an ORDINANCE by title only, adopting the 2025 California Green Code, Administrative, Building, Fire, Plumbing, Mechanical, Electrical, Energy, Residential, Existing Building Code, and related Construction Codes (LMC Title 15 - Building and Construction) as applicable to all construction within the City of Lincoln.Â (Will Foote)

8.B Receive a Report on 2025 Public Health Goals. (Chris Nelson)

9. GENERAL BUSINESS

9.A Adopt a Resolution Accepting the Fire Master Plan Study Prepared by AP Triton as a Guiding Document for Fire Department Operations, Staffing, and Future Station Planning. (Fire Chief Mejia)

9.B Receive a report on the City of Lincoln Zoning Code Update Pre-Study - Discussion and Direction. (Mikaela Noble/Nita Wracker)

9.C Adopt a Resolution Authorizing a Memorandum of Understanding (MOU) between the Economic Development Department and the Lincoln Clay Art Center Non-Profit in an amount not to exceed $275,000 for building upgrades to the Carnegie Library Building. (Sean Scully)

9.D Establishment of Lincoln Staff Leadership Training Program Discussion and Direction. (Sean Scully)

10. CITY MANAGER REPORTS

11. COUNCIL INITIATED BUSINESS

12. COMMITTEE REPORTS

13. INFORMATION ITEMS

14. ADJOURNMENT

NOTE: *Materials related to an item on this Agenda submitted to the Council/Redevelopment Successor Agency after distribution of the agenda packet are available for public inspection in the City Clerk's office at 600 Sixth Street, Lincoln, CA during normal business hours. Such documents are also available on the City of Lincoln's website at https://www.lincolnca.gov/ subject to staff's availability to post the documents before the meeting.*

In compliance with the American with Disabilities Act, the City will provide special assistance for disabled members of the public. The meeting room is wheelchair accessible and disabled parking is available. If you have a disability and need a disability-related modification or accommodation to participate in the meeting, please contact the City Clerk's Office at (916) 434-2490. As a courtesy, please make every effort to inform the Clerk of your needs at least 24 hours prior to the meeting so the City may make reasonable arrangements to ensure accessibility to this meeting.

Pursuant to applicable laws and regulations, including without limitation, California Government Code Section 65009 and/or California Public Resources Code Section 21177, if you wish to challenge in court any of the above decisions (including any action regarding planning, zoning and/or environmental decisions), you may be limited to raising only those issues you or someone else raised at the public hearing(s) described in this notice/agenda, or in written correspondence delivered to the City at, or prior to, the public hearing.

Levine Act Provisions -- The Levine Act requires a party (or the party's agent(s)) to a proceeding before the City of Lincoln that involves any action or consideration to their contract, license, permit, or other entitlement for use, to disclose any campaign contribution made to City elected or appointed officer totaling more than $500 within the 12 months before the City decision. This includes contributions to Councilmembers, Planning Commissioners and members of other City boards and commissions.

STAFF REPORT

Item Number 7.A

SUBJECT: Approval of Meeting Minutes of the August 26, 2025 Regular City Council Meeting. (Hope Ithurburn)

SUBMITTED BY: City Clerk

DEPARTMENT: City Manager's Office

DATE: September 23, 2025

BACKGROUND/INTRODUCTION:

ATTACHMENTS:
DRAFT - MEETING MINUTES, 9.9.2025.docx

MINUTES
CITY OF LINCOLN CITY COUNCIL,
PUBLIC FINANCE AUTHORITY
and REDEVELOPMENT SUCCESSOR AGENCY
Regular Meeting
September 9, 2025

OPEN SESSION MEETING
The meeting was conducted in person at City Hall, 600 6th Street, Lincoln, CA, and virtually on Zoom with a Live Stream on the City of Lincoln YouTube Channel and WAVE Channel 18.

1. **CALL TO ORDER** by Mayor Andreatta at 6:03 PM.

2. **ROLL CALL:** Councilmembers present: Mayor Holly Andreatta
Ben Brown
Whitney Eklund
Richard Pearl
John Reedy

3. **PLEDGE OF ALLEGIANCE** – led by Dan Catania.

4. **AGENDA MODIFICATIONS –** None.

Mayor Andreatta recognized Police Officer Michael Matsui for his off-duty efforts in assisting a Lincoln resident. A brief discussion followed with Council expressing gratitude to Officer Matsui.

5. **PRESENTATIONS**

5.A Proclamation Recognizing the Week of September 21 – September 28, 2025 as Frontotemporal Degeneration Awareness Week

Mayor Andreatta presented the proclamation to Terry Walter of the Association for Frontotemporal Degeneration.

Mayor Andreatta called for a motion of approval for the items. Councilmember Reedy motioned to approve, motion was seconded by Councilmember Eklund. Passed by the following voice vote:

Ayes: Andreatta, Brown, Eklund, Pearl, Reedy
Noes: None
Absent: None
Abstain: None

5.B Proclamation Recognizing "Find the Good Day" Observed on September 18, 2025.

Mayor Andreatta presented the proclamation to Mary G. of The Junior League of Sacramento.

Mayor Andreatta called for a motion of approval for the items. Councilmember Eklund motioned to approve, motion was seconded by Mayor Pro Tem Brown. Passed by the following voice vote:

Ayes: Andreatta, Brown, Eklund, Pearl, Reedy
Noes: None
Absent: None
Abstain: None

6. PUBLIC COMMENT ON NON-AGENDA ITEMS WITHIN THE SUBJECT MATTER JURISDICTION OF THE COUNCIL

The following provided public comment:

Fran Neves, Lincoln resident
Stan Nadar, Lincoln resident
Byron Chapman, Lincoln resident
Sela Greenhouse, Lincoln resident

Seeing no further public comments, Mayor Andreatta closed public comment.

7. CONSENT

Mayor Andreatta asked if any members of the City Council or staff would like to pull any items from the consent agenda; none were pulled.

7.A **Approval of Meeting Minutes** of August 26, 2025 Regular City Council meeting.

7.B Adopt **RESOLUTION 2025-132** Authorizing the City Manager to Enter into Agreements with Vendors and Encumber Funds for Authorized Expenditures to Provide Goods and/or Services as funded in the 2025/26 Budget.

7.C Adopt **RESOLUTION 2025-133** Authorizing the City Manager to Execute Purchase Orders for the Procurement of two Peterbilt Service Trucks.

7.D Adopt **RESOLUTION 2025-134** Authorizing the City Manager to Execute Purchase Orders for Procurement of MRL Yellow Ride-On Thermal Striper and Freightliner/ODB Leaf Vacuum Truck.

7.E Adopt **RESOLUTION 2025-135** Authorizing the City Manager to Execute a Construction Contract and Construction Management and Inspection Services Contract for Q Street Lift Station Rehabilitation Capital Improvement Project (CIP) 657 and Authorize a Budget Augmentation in the amount of $615,000 from the Unencumbered Balance of Fund 7250.

7.F Adopt **RESOLUTION 2025-136** Approving the Plans and Technical Specifications, and Authorizing Staff to Proceed with the Bidding the Project for Construction of the Police Department Parking Lot Expansion Project, CIP 626.

Seeing no additional public comments, Mayor Andreatta called for a motion of approval for the items. Councilmember Pearl motioned to approve, motion was seconded by Mayor Pro Tem Brown. Passed by the following roll call vote:

Ayes: Andreatta, Brown, Eklund, Pearl, Reedy
Noes: None
Absent: None
Abstain: None

8. PUBLIC HEARINGS

8.A Hold a Public Hearing and Adopt **RESOLUTION 2025-137** Approving a 2-Year Extension for the Tentative Subdivision Map (Lincoln Place) with a New Map Expiration of September 12, 2027 (APN: 021-310-018 and -019). Owner/Applicant: Janay A. Hoffman Trust. (PLN25-00007).

Efren Sanchez, Senior Planner presented to Council with Michael Robertson of the Baker-Williams Engineering Group providing comments. Mayor Andreatta opened the discussion regarding the agenda item.

Seeing no public comments, Mayor Andreatta called for a motion of approval for the items. Councilmember Reedy motioned to approve, motion was seconded by Councilmember Pearl. Passed by the following roll call vote:

Ayes: Andreatta, Brown, Eklund, Pearl, Reedy
Noes: None
Absent: None
Abstain: None

8.B Waive First Reading and Introduce by Title Only, an Ordinance Proposing Amendments Relating to Accessory Dwelling Units (ADUs), Lincoln Municipal Code Chapter 18.37 (Accessory Dwelling Units) and Related Sections of Title 18 (Zoning) as Recommended by the California Department of Housing and Community Development (HCD).

Efren Sanchez, Senior Planner presented to Council with a brief discussion following. Mayor Andreatta opened the discussion regarding the agenda item with the following providing public comments:

Sela Greenhouse, Lincoln resident
James Ensten, Lincoln resident

Seeing no additional public comments, Mayor Andreatta called for a motion of approval for the items. Mayor Pro Tem Brown motioned to approve, motion was seconded by Councilmember Reedy. Passed by the following roll call vote:

Ayes: Andreatta, Brown, Eklund, Pearl, Reedy
Noes: None
Absent: None
Abstain: None

9. GENERAL BUSINESS

9.A Adopt a Resolution Authorizing the City Manager to Augment the FY 2025-26 Budget by $900,000; Unencumber $900,000 from the Approved 2026/27 Budget; and Authorize the Purchase of one McNeilus Volterra Electric Vehicle (EV) Residential Garbage Collection Truck.

Matt Medill, Director of Public Works presented to Council with a brief discussion following.

Mayor Andreatta opened the discussion regarding the agenda item with the following providing public comments:

James Ensten, Lincoln resident
Michelle Kubo, Lincoln resident
Dan Catania, Lincoln resident
Sela Greenhouse, Lincoln resident
Unidentified speaker, Lincoln resident

Mayor Pro Tem Brown left the dais at 7:15pm and returned at 7:21pm. Seeing no additional public comments, Mayor Andreatta called for a motion of approval for the items. Council agreed to table the item, requesting staff bring the item back to the next City Council meeting.

9.B Adopt **RESOLUTION 2025-138** Supporting Fair Representation for Lincoln Residents.

Kristine Mollenkopf, City Attorney presented to Council with a lengthy discussion following. Mayor Andreatta opened the discussion regarding the agenda item with the following providing public comments:

Gail Linck, Lincoln resident
Dan Catania, Lincoln resident
Ann Sullivan, Lincoln resident
Rita Piziali, Lincoln resident
Ruth Cox, Lincoln resident
Laurie Wallace, Lincoln resident
Sela Greenhouse, Lincoln resident
Linda Youngmayr, Lincoln resident
June Paquette, Lincoln resident
Mark Melville, Lincoln resident
Sandy, Lincoln resident
Robert, Lincoln resident
Michelle Kubo, Lincoln resident
James Ensten, Lincoln resident
Timid woman, Lincoln resident
Lena Labosky, Lincoln resident (via Zoom)
Karen Oakes, Lincoln resident (via Zoom)
Byron Chapman, Lincoln resident
Darla Gutierrez, Lincoln resident

Seeing no additional public comments, Mayor Andreatta called for a motion of approval for the items. Councilmember Reedy motioned to approve (with the revisions as outlined by Council), motion was seconded by Councilmember Pearl. Passed by the following roll call vote:

Ayes: Andreatta, Brown, Eklund, Pearl, Reedy
Noes: None
Absent: None
Abstain: None

10. **CITY MANAGER REPORTS**

City Manager Scully provided updates on the Lincoln Crossing Nature Preserve replanting project, the Titan 1 Missile remediation and advisory board developments, as well as announcing the City's Fire Department Master Plan to be presented at the September 23rd City Council meeting, promoted the upcoming Senior Health Fair event, an upcoming airport users meeting, the upcoming Kids and Trucks event and provided an update on the "Ceramica" building.

11. COUNCIL INITIATED BUSINESS
Mayor Andreatta requested a future discussion regarding the City developing an annual Police Department/Fire Department/Volunteer recognition event and promoted the State of the City event scheduled for October 30th at 10:00am at the Civic Auditorium with breakfast set to begin at 9:00am.

12. COMMITTEE REPORTS
Councilmember Pearl reported on an upcoming airport user's meeting, a Pioneer Community Energy board meeting, and reported on a recent Placer County Air Pollution District event, as well as an upcoming Placer Regional Water Authority board meeting. Councilmember Eklund reported on an upcoming Economic Development Committee meeting and Local Area Formation Commission (LAFCO) board meeting.

13. INFORMATION ITEMS
Mayor Pro Tem Brown promoted the upcoming bingo fundraising event for the Lincoln's Police Activity League. Mayor Andreatta reported she and several councilmembers recently attended the Purple and Gold Gala event.

14. ADJOURNMENT

Mayor Andreatta adjourned the meeting at 8:59pm.

Respectfully submitted by Hope Ithurburn, City Clerk

_____
Hope Ithurburn, City Clerk

DRAFT

STAFF REPORT

Item Number 7.B

SUBJECT:	Adopt a Resolution Authorizing Issuance of a Response to the Placer County Grand Jury (PCGJ) 2024-2025 Report titled "Human Trafficking: An Unseen Crime." (Kristine Mollenkopf)
SUBMITTED BY:	Kristi McKenney
DEPARTMENT:	City Attorney's Office
DATE:	September 23, 2025

BACKGROUND/INTRODUCTION:

The PCGJ is “an investigatory body made up of citizens with the authority to act as a watchdog on local government, investigate citizen complaints, and assist in criminal matters at the request of the district attorney. The grand jury is part of the county judicial system as authorized by the California State Constitution. It is advised by the Superior Court but is not accountable to elected officials or government employees. Grand jurors are sworn to secrecy, and other than final reports, their work is kept strictly confidential. The report published by the grand jury are how the results of investigations are reported to the public.” (source: Placer Superior Court Grand Jury website.)

On June 24, 2025, the PCGJ issued a report for the 2024-2025 fiscal year, entitled, “ Human Trafficking: An Unseen Crime,” a copy of which is attached.. The report requests a response not later than October 1, 2025, along with forms provided by the Grand Jury.

FINDINGS/ANALYSIS:

The subject report investigated the effectiveness of local government agencies and their partnership with public services and community organizations in addressing the issue of human trafficking and whether existing policies, resources and programs are adequate.

The PCGJ focused on evaluating the roles and responsibilities of: Roseville PD, Placer County Sheriff’s Office, Placer County District Attorney's Office, KidsFirst, Stand Up Placer, Placer County Office of Education, and several local school districts in preventing and addressing human trafficking. This included reviewing current policies, interagency coordination, and the effectiveness of public awareness campaigns.

Interviews were conducted with local law enforcement and agencies and representatives of the District Attorney’s office, as well as obtaining research from various federal and state governmental websites, news articles and statistical reports.

With respect to the City of Lincoln, Lincoln was requested to respond to Findings 1 and 8, as well as recommendations 1 and 2 which can be found on pages seventy-four through seventy-seven (74-77). The City's draft three (3) page response is attached hereto.

ATTACHMENTS:
Grand Jury Response Human Trafficking.doc

2024 2025 grand jury report.pdf

CSOC - CSEC MOU and Protocol 25-28 NM0326 Final .docx

City of Lincoln
Live. Life. Lincoln

September ___, 2025

The Honorable Alan V. Pineschi
Presiding Judge of the Superior Court
County of Placer
P. O. Box 619072
Roseville, CA 95661

Placer County Grand Jury
11532 B Avenue
Auburn, CA 95603
Attn: Foreperson

RE: Response to 2024-2025 Placer County Grand Jury Report
Human Trafficking; An Unseen Crime

Dear Judge Pineschi:

The City of Lincoln's Police Department has reviewed the 2024-2025 Placer County Grand Jury Report titled "Human Trafficking: An Unseen Crime," and hereby submits its response to the findings and recommendations of the Grand Jury as requested.

Findings by the Grand Jury and the City of Lincoln Police Department's Response

F1: Due to incomplete information regarding human trafficking, there may not be adequate resources dedicated to human trafficking.

Response: Agree.

F8: The Commercial Sexual Exploitation of Children Task Force does not have representatives from all Placer County law enforcement agencies.

Response: Disagree, all Placer County law enforcement agencies participate in the CSEC. The exception to participation is the California Highway Patrol, which is a State agency.

RE: Response to 2024-2025 Placer County Grand Jury Report
"Human Trafficking: An Unseen Crime"
September ___, 2025

Recommendations by the Grand Jury and the City of Lincoln Police Department's Response

R1: All Placer County law enforcement agencies and Placer County Health and Human Services should increase efforts to identify and record human trafficking cases to better allocate resources by December 31, 2025.

Response: This recommendation has been implemented. The CSEC Memorandum of Understanding, a copy of which is enclosed, sets forth identification and recording procedures.

R2: Placer County Children's System of Care should encourage the Placer County Probation Department and all Placer County law enforcement agencies within Placer County be included in the Commercial Sexual Exploitation of Children Task Force to improve enforcement, communication, training and recordkeeping by November 1, 2025.

Response: This recommendation has already been implemented. The enclosed CSEC Memorandum of Understanding identifies all participating agencies.

* * * * *

This concludes and the City of Lincoln Police Department's response to the Grand Jury's findings and recommendations from its 2024-2025 report titled "Human Trafficking: An Unseen Crime." Please do not hesitate to contact the undersigned if you have questions regarding this response.

Sincerely,

Matt Alves
Public Safety Chief

Enclosure: CSEC Memorandum of Understanding

cc: Placer County Probation Department
Brian Passenheim
2929 Richardson Drive, Ste. B
Auburn, CA 95603

Stand Up Placer
11985 Heritage Oak Place, Ste. 200
Auburn, CA 95603

Crisis Intervention Services (Sierra Community House)

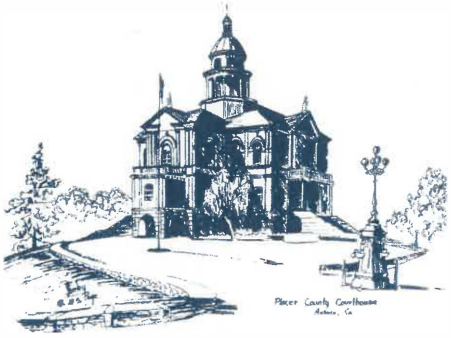
RE: Response to 2024-2025 Placer County Grand Jury Report
"Human Trafficking: An Unseen Crime"
September ___, 2025

948 Incline Way
Incline Village, NV 89451

Child Advocates of Placer County
1430 Blue Oaks Blvd., Ste. 260
Roseville, CA 95747

KidsFirst – Child Abuse Prevention Council of Placer County
516 Gibson Drive, Ste. 100
Roseville, CA 95678

DRAFT



PLACER COUNTY GRAND JURY

11532 B Avenue, Auburn, CA 95603
Phone: (530) 886-5200
E-mail: info@placergrandjury.org
FAX: (530) 886-5201

June 24, 2025

Matt Alves, Public Safety Chief
Lincoln Police Department
770 7th Street
Lincoln, CA 95648

Subject: 2024–2025 Grand Jury Final Report:

- **Human Trafficking**

Dear Name,

- The 2024-2025 Placer County Grand Jury hereby releases a report entitled, "Human Trafficking: An Unseen Crime."

Enclosed is your pre-release copy of the above-mentioned referenced report. Disclosure to the public is prohibited prior to public release, scheduled for June 30, 2025.

The legal requirements affecting respondents and responses to Grand Jury findings and recommendations are contained in the California Penal Code § 933.05. Enclosed are instructions on how to respond to the report(s) findings and recommendations.

The report will be published primarily in electronic form and will be available on the Superior Court's website at www.placer.courts.ca.gov/general-information/grand-jury/grand-jury-reports-resolutions. Hard copies are being distributed as necessary.

Sincerely,

Bob Peterson, Foreperson
2024-2025 Placer County Grand Jury

Enclosures:
"Human Trafficking: An Unseen Crime."

Human Trafficking in Placer County

An Unseen Crime



Photo credit: Placer County

Human Trafficking in Placer County
An Unseen Crime

Summary

The Placer County Grand Jury's investigated the effectiveness of local government agencies and their partnership with public services and community organizations in addressing the issue of human trafficking. The grand jury also examined whether existing policies, resources and programs are adequately identifying and supporting victims of trafficking, as well as confirming preventative measures are in place.

This investigation intended to substantiate the attempts being made to increase public awareness and educational steps being taken throughout Placer County since both play a significant role in combating human trafficking. This report's intent is to serve as an informational tool for public awareness, bringing to light the complexity of human trafficking and the harms this criminal enterprise inflicts on its victims.

Glossary

Assembly Bill (AB)1227, Human Trafficking Prevention Education and Training Act: Legislation which amended California Education Code (EC) Section 51934, part of the California Healthy Youth Act, for grades seven through twelve to require human trafficking prevention education in public schools. This legislation also amended EC Section 51950 to require the continuation of training for specified school district personnel regarding human trafficking which began on January 1, 2018.

Commercial Sexual Exploitation of Children Task Force: A task force comprised of individuals who respond to, serve, or have oversight for or impact on prostituted children.

Human Trafficking: Trafficking in persons or modern-day slavery is a crime which involves compelling or coercing a person to provide labor or services, or to engage in commercial sex acts.

Placer County Children's System of Care (CSOC): A division within Placer County's Health & Human Services Department designated to meet the special needs of children and youth who may be at risk, and their families.

Placer County District Attorney's Office (DA): The Placer County District Attorney's Office prosecutes crimes, conducts investigations, supports victims, and works to safeguard the community.

Trafficking Victims Protection Act (TVPA) of 2000: The TVPA is the first federal law to address human trafficking. This law provides a three-pronged approach: prevention, protection, and prosecution.

Background

Human trafficking is among the world's fastest growing criminal enterprises and is estimated to be a $150 billion-a-year global industry. It is a form of modern-day slavery which profits from the exploitation of our most vulnerable populations. Human trafficking strips victims of their freedom and violates our nation's promise every person in the United States is guaranteed basic human rights.

In the past, the U.S. Department of State has estimated 14,500 to 17,500 victims are trafficked into the United States each year. This figure does not include victims who are trafficked within the country each year. California, a populous border state with a significant immigrant population and the world's fourth largest economy, is one of the nation's top destination states for trafficked human beings.

California's numerous large cities, ports, and highways, as well as its agricultural and service industries, provide environments where labor and sex trafficking can thrive. Human trafficking in the state often involves both international and domestic victims who are coerced, deceived, or forced into exploitative conditions. Various California county grand jury reports highlight the prevalence and complexity of the problem, providing specific findings and recommendations for addressing it at local and regional levels.

The 2014-2015 Placer County Grand Jury[1] investigated the extent and the pervasiveness of human trafficking in Placer County. Two of the recommendations made by this report were: the coordination of all agencies involved in identifying and tracking human trafficking incidents within the county needs to continue (R2), and the county needs to develop human awareness programs to educate parents and children (R3). Placer County Grand Jury intends to assess if these issues have improved.

Methodology

The scope of the Placer County Grand Jury (PCGJ) investigation into human trafficking in Placer County focused on evaluating the roles and responsibilities of the following Placer County agencies: Roseville Police Department, Placer County Sheriff's Office, Placer County District Attorney's Office (DA), KidsFirst, Stand Up Placer, Placer County Office of Education, and several local school districts in preventing and addressing human trafficking. This included reviewing current policies, interagency coordination, and the effectiveness of public awareness campaigns. Interviews were conducted with local law enforcement agencies and representatives of the District Attorney's Office. Research was obtained from various federal and state governmental websites, news articles and statistical reports.

[1] PCGJ Report 2014-2015. www.placer.courts.ca.gov/general-information/grand-jury/grand-jury-reports-resolutions/grand-jury-reports-2014-2015. Accessed February 25, 2025.

Discussion

Human trafficking,[2] also known as trafficking in persons or modern-day slavery, is a crime which involves compelling or coercing a person to provide labor or services, or to engage in commercial sex acts. Coercion can be subtle or overt, physical, or psychological, and may involve the use of violence, threats, lies, or debt bondage. Exploitation of a minor for commercial sex is human trafficking, regardless of whether any form of force, fraud, or coercion was used. Human trafficking does not require travel or transportation of the victim across local, state, or international borders.

As codified in the California Penal Code,[3] anyone who deprives or violates the personal liberty of another with the intent to obtain forced labor or services, procure or sell the individual for commercial sex, or exploit the individual in obscene matters, is guilty of human trafficking. Depriving or violating a person's liberty includes "substantial and sustained restriction of another's liberty accomplished through fraud, deceit, coercion, violence, duress, menace, or threat of unlawful injury to the victim or to another person, under circumstances where the person receiving or apprehending the threat reasonably believes it is likely the person making the threat would carry it out."

According to the California Attorney General, there are three types of human trafficking:[4]

Sex Trafficking

The Trafficking Victims Protection Act[5] (TVPA) of 2000 and its subsequent reauthorizations defines sex trafficking as a commercial sex act induced by force, fraud, or coercion, or in which the person induced to perform such act has not attained 18 years of age or the recruitment, harboring, transportation, provision, or obtaining of a person for labor or services through the use of force, fraud, or coercion for the purpose of subjection to involuntary servitude, peonage, debt bondage, or slavery (22 U.S.C. § 7102(9)).

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[2] Definition. What is Human Trafficking? | State of California - Department of Justice - Office of the Attorney General. Accessed March 30, 2025.

[3] Penal Code. leginfo.legislature.ca.gov/faces/codes_displaySection.xhtml?sectionNum=236.1.&lawCode=PEN. Accessed March 31, 2025.

[4] California Attorney General. What is Human Trafficking? | State of California - Department of Justice - Office of the Attorney General. Accessed May 20, 2025.

[5] House Resolution 3244. www.congress.gov/bill/106th-congress/house-bill/3244#:~:text=Prohibits:%20(1)%20forced%20labor,for%20violations%2C%20including%20life%20imprisonment. Accessed March 30, 2025.

Labor Trafficking

Labor trafficking involves the recruitment, harboring, or transportation of a person for labor services, through the use of force, fraud, or coercion. It is modern-day slavery. Labor trafficking arises in many situations, including domestic servitude, restaurant work, janitorial work, factory work, migrant agricultural work, and construction. It is often marked by unsanitary and overcrowded living and working conditions, nominal or no pay for work which is done, debt bondage, and document servitude. It occurs in homes and workplaces and is often perpetrated by traffickers who have the same cultural origin and ethnicity as the victims, which allows the traffickers to use class hierarchy and cultural power to ensure the compliance of their victims.

Domestic Servitude

A form of labor trafficking, domestic servitude often involves women who are forced to live and work in the homes of employers who confiscate their legal documents and prevent them from leaving. Domestic workers can be U.S. citizens, lawfully admitted foreign nationals, or undocumented immigrants.

There is a difference between human trafficking and smuggling. Human smuggling[6] is the facilitation, transportation, attempted transportation, or illegal entry of a person(s) across an international border, in violation of one or more countries' laws, either clandestinely or through deception, such as through the use of fraudulent documents.

Recognizing Sex Trafficking

According to the U.S. Department of State, some of the key red flags which could alert an individual to potential sex trafficking are:[7]

- Living with an employer.
- Person is deferring to another person before giving information.
- Person has physical injuries or branding such as name tattoos on face or chest, tattoos about money and sex, or pimp phrases.
- Clothing is inappropriately sexual or inappropriate for weather.
- Minor is unaccompanied at night or falters in explaining who they are with and what they are doing.
- Identification documents are held by another.
- Person works long or excessive hours or is always available "on demand".
- Overly sexual for age or situation.
- Multiple phones or social media accounts.

[6] Smuggling Defined. www.ice.gov/about-ice/hsi/investigate/human-smuggling. Accessed April 1, 2025.

[7] Signs of Trafficking. www.placer.ca.gov/8658/The-issue-is-human-trafficking. Accessed February 25, 2025.

- Signs of unusual wealth without explanation: new jewelry, shoes, or phones without any known form of income.
- Person lives in a "massage" business or is not free to come and go.
- Signs of physical abuse.
- Person is submissive or fearful.

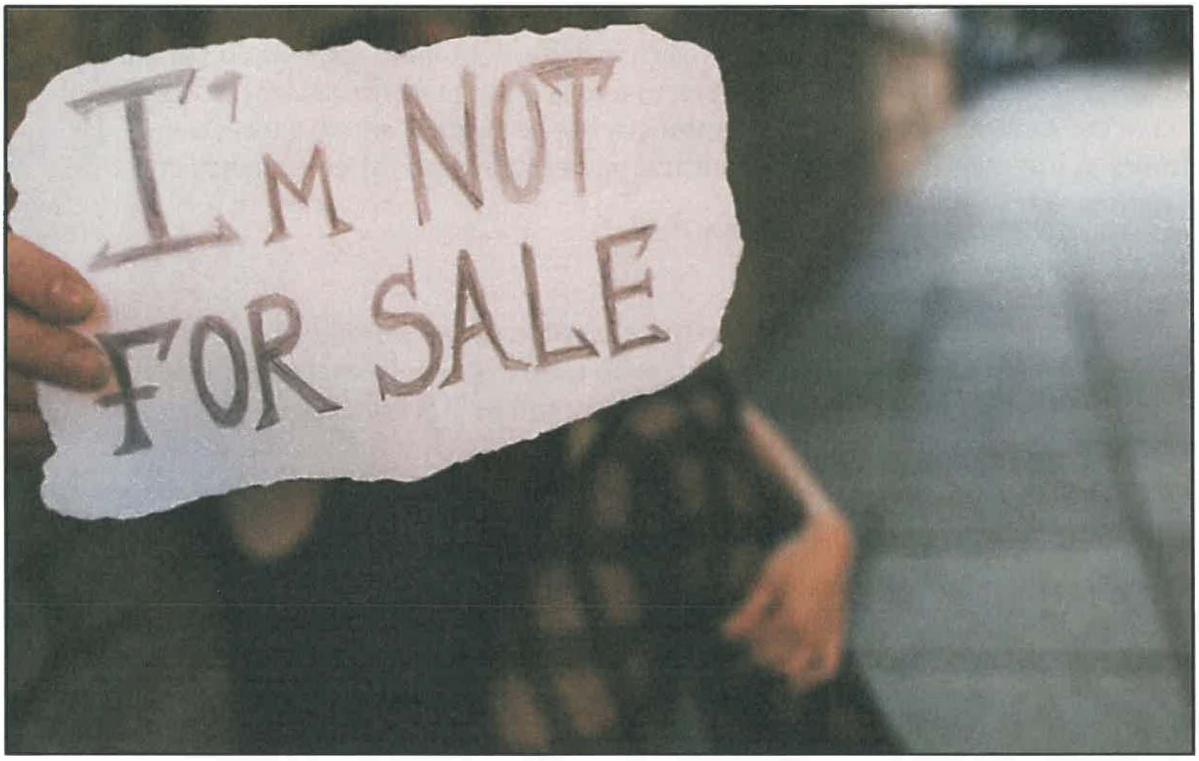


Photo Credit, Placer County

The various law enforcement agencies interviewed, informed the PCGJ a number of victims of sex trafficking were initially contacted via social media. Social media platforms have become an integral part of the lives of children and adolescents, providing opportunities for communication, self-expression, and engagement with peers. Traffickers use social media and technology for all stages of the trafficking, including recruiting and identifying future victims, gaining control over their victims, and advertising their victims.[8] Platforms such as Facebook, YouTube, Instagram, WhatsApp, and TikTok have led to a more globalized and connected society.

[8] Human Trafficking Front. humantraffickingfront.org/social-media-and-child-sex-trafficking/Accessed April 15, 2025.

The information traffickers look for on social media platforms include victims' friends, family, location, work, vacation patterns, revealing habits, and vulnerabilities.[9] Many people often feel free to express personal troubles online on social media. Traffickers can see this as a potential victim who is in a state of hopelessness and therefore easier to manipulate, coerce, and control. Based on all the information presented on social media, traffickers can then develop different targeted grooming strategies based on the potential victim's social media presence.

Trafficking also occurs in forms of labor exploitation, such as domestic servitude, restaurant and janitorial work, sweatshops, and migrant agricultural labor. Traffickers use various techniques to instill fear in victims and to keep them enslaved. The most obvious techniques include:[10]

- Debt bonding – financial obligations, honor-bound to satisfy debt.
- Isolation from public – limiting contact with outsiders and making sure any contact is monitored or superficial in nature.
- Isolation from family members and members of their ethnic and religious community.
- Confiscation of passports, visa and/or identification documents.
- Use or threat of violence toward victims and/or families of the victims.
- The threat of shaming victims by exposing circumstances to family.
- Telling victims, they will be imprisoned or deported for immigration violations if they contact authorities.
- Control of the victims' money, such as, holding their money for "safe keeping".

Perpetrators and victims of human trafficking use Interstate 80 as a pipeline enroute to Nevada, where there is a hub and culture of sex tourism. According to an article in the North Lake Tahoe/Truckee independent newspaper, Moonshine Ink, "If they are going across state lines, they're predominantly Northern California [to] Northern Nevada, and second to that would be Northern Nevada [to] Vegas, but it's not as much. We see that [I-] 80 route more often than not." The article cited Sacramento, Stockton, Oakland, and other places in the Bay Area and Northern California as frequent origins of victims and their traffickers.[11]

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[9] Polaris Project.org. polarisproject.org/wp-content/uploads/2018/08/A-Roadmap-for-Systems-and-Industries-to-Prevent-and-Disrupt-Human-Trafficking-Social-Media.pdf. Accessed April 15, 2025.

[10] California Department of Social Services Website. www.cdss.ca.gov/trafficking-victims. Accessed February 18, 2025.

[11] Moonshine Ink. www.moonshineink.com/tahoe-news/traffick-on-i-80/. Accessed April 10, 2025.

Reporting Human Trafficking

Victims often do not go to the police or support organizations for help for a variety of reasons such as:

- They do not recognize they are a victim of human trafficking.
- Lack of knowledge of victim's rights.
- Threats made to the victim and towards people they know or families.
- Fear it would put fellow workers at risk if a report were made.
- Situation is perceived by the victim as a loving relationship.

Seeking help can help break the cycle of abuse. PCGJ found the Placer County's law enforcement agencies, Placer County Children's System of Care (CSOC),[12] and non-profits are always available to help. However, to obtain help a victim should reach out to law enforcement or a support organization and then file a report, be willing to answer questions, and provide details of their situation and hold the trafficker accountable.

In 2014, CSOC developed the Commercial Sexual Exploitation of Children (CSEC) Task Force.[13] CSEC is comprised of representatives from:

- Placer Sexual Assault Response Team (SART).
- District Attorney's office.
- County Counsel.
- Lincoln and Roseville Police Departments.
- Placer County Sheriff's Office.
- Stand Up Placer.[14]
- Family and Children Services.
- Placer County Office of Education (PCOE).

This task force was established to enable agencies which work directly with commercially sexually exploited youth to strategically partner to identify and respond to the specific needs of these youth, and to hold their traffickers accountable. In 2015, CSEC partnered with the DA's office and to establish the Human Trafficking Resources Portal.[15] The portal provides information regarding human trafficking and community resources for victims through CSOC, Stand Up Placer and KidsFirst.[16]

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[12] HHS website. Children's System of Care | Placer County, CA. Accessed April 3, 2025.

[13] Center for Children & Youth Justice. ccyj.org/wp-content/uploads/2021/08/Toolkit_1_What-is-a-task-force.pdf. Accessed March 31, 2025.

[14] Stand Up Placer website. standupplacer.org/. Accessed March 10, 2025.

[15] Placer County website. www.placer.ca.gov/9533/Human-Trafficking-Resource-Portal. Accessed February 18, 2025.

[16] Kids First website. CSEC - Kids First. Accessed October 1, 2024.

The DA's office also has a dedicated Special Investigation's Unit (SIU) which works to hold traffickers accountable, find victims justice, help survivors connect to resources and find legal options to help keep them safe moving forward. The Deputy District Attorneys in this unit work closely with the DA's Victim Advocates[17] to guide victims every step of the way during the legal process.



Photo credit: Placer County

The DA's office established the Multi-Disciplinary Interview Center (MDIC)[18] in 1993 through a collaborative effort between the DA's office and Placer County Health and Human Services Department (HHS). The MDIC has specialists who conduct interviews with victims of CSEC. This center serves as a child-friendly forensic interview facility for children who may have been abused or witnessed a crime. Interviews are conducted by trained Child Forensic Interview Specialists, with team members observing through a closed-circuit monitor and communicating remotely. This approach minimizes the number of interviews a child undergoes, reducing trauma and enhancing the accuracy of information gathered. The MDIC also provides resources and support to families, connecting them with community programs and services.

[17] Placer County website. www.placer.ca.gov/7191/Victims-Services. Accessed April 1, 2025.

[18] Placer County MDIC website. www.placer.ca.gov/3330/Placer-MDIC Accessed March 10, 2025.

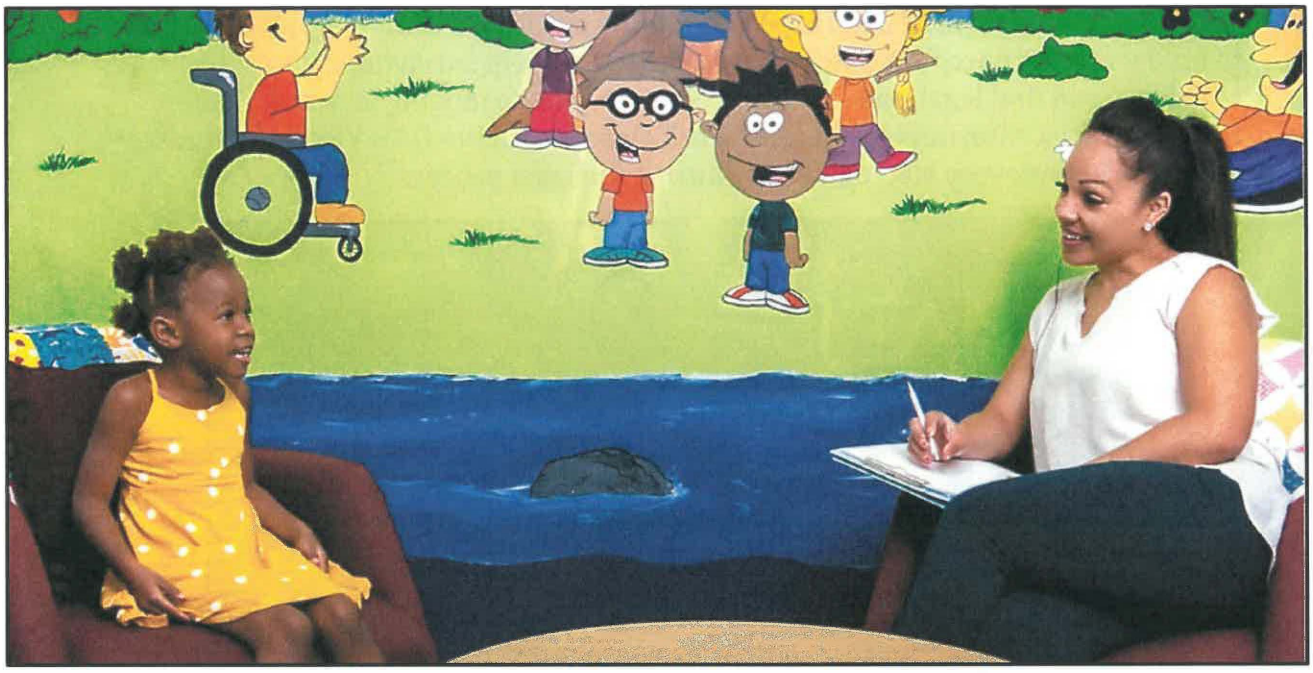


Photo credit: Placer County MDIC

According to MDIC staff, the number of CSEC at-risk interviews held in 2020 was five, ten in 2021, sixteen in 2022, twenty-one in 2023, and sixteen as of mid-December 2024.

Within Placer County, Roseville Police Department (PD) has a special unit, the Crime Suppression Unit (CSU), with sixteen highly trained investigators specializing in five areas, with one being human trafficking. The unit works to address both the supply and demand of human trafficking with the intent to secure the prosecution of the traffickers to the highest degree allowed by law. This unit also works with regional, state, and federal partners to stay ahead of trafficking trends locally and across the country. It should be noted smaller police departments, Rocklin and Lincoln, work in conjunction with Roseville PD and their CSU on cases involving human trafficking.

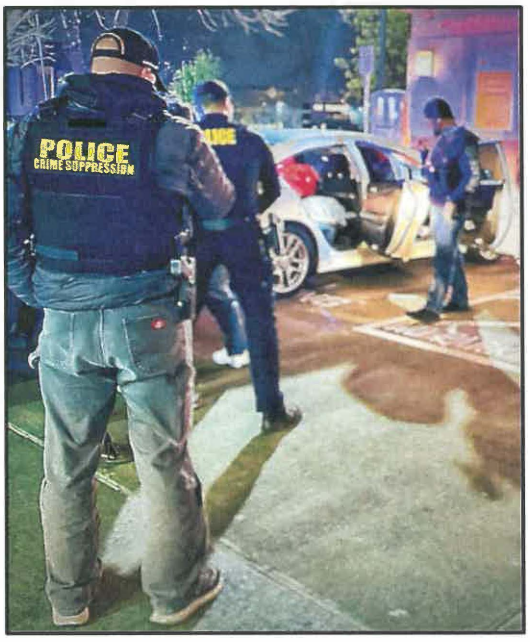


Photo credit: City of Roseville

Interviews with Roseville PD staff provided PCGJ with information regarding the department's use of stings to find and arrest prostitution rings. Among these efforts, once a year the department along with other local law enforcement agencies conduct a major operation posing as potential victims to identify and capture possible prostitution suspects involved in human trafficking and works with Sacramento Regional Task Force.

Statistics

Since December 2007, Polaris, a nonprofit organization, has operated the National Human Trafficking Hotline (NHTH).[19] The hotline connects victims and survivors of sex and labor trafficking with services and provides support to get help and stay safe. NHTH receives tips about potential situations of sex and labor trafficking and facilitates reporting such information to the appropriate authorities. In certain cases, NHTH works closely with service providers, law enforcement, and other professionals in California to serve victims and survivors of trafficking, respond to human trafficking cases, and share information and resources. The toll-free phone and SMS text lines and live online chat function are available 24 hours a day, 7 days a week, 365 days a year, and accessible in over 200 languages. The National Human Trafficking Hotline serves all individuals who reach out for their services.

California is one of the largest sites of human trafficking in the United States. The chart below reflects the number of contacts, known as signals, received, the number of cases of human trafficking for the past five years, the number of victims involved and the type of trafficking. The various types of signals are hotline, text message, on-line, email, and web chat.

National Human Trafficking Hotline Statistics - California

				Type of Trafficking		
Year	No. of Signals Received	No. of Cases Identified	No. of Victims Involved	Sex	Labor	Sex & Labor
2019	4,780	1,519	3,045	1,126	157	72
2020	4,995	1,340	2,125	1,032	127	47
2021	5,014	1,338	2,129	1,027	131	63
2022	4,003	1,188	1,910	848	115	87
2023	3,152	1,128	2,045	697	179	126

The NHTH website also provides statistics for sex trafficking venues: residence-based commercial sex, illicit massage/spa business, escort/delivery service, online ads, and venue unknown. Venues identified for labor trafficking include domestic work, restaurant/food service, begging ring, illicit activity, health and beauty services, and health care.

[19] Federal Hotline website. humantraffickinghotline.org/en. Accessed March 31, 2025.

The Placer County District Attorney's recognizes human trafficking as one of the world's most complex issues, particularly in California. In light of this recognition, the DA provides the following statistics for consideration: [20]

- The Department of Homeland Security estimates the global human trafficking trade brings in an estimated $150 billion annually.
- Estimates show there are up to 27 million modern day slaves worldwide.
- According to the Human Trafficking Resource Portal, 50% of victims are children; 80% of those are women and girls.
- 70% of female victims are trafficked into the commercial sex trade industry.
- 244,000 American children and youth were estimated to be at risk of child sexual exploitation, including commercial sexual exploitation.
- The average age of entry into sex trafficking is 12-14.

Placer County Educational System

California schools are mandated by AB 1227[21] to provide human trafficking awareness and prevention education for students in grades 7-12 as part of comprehensive sexual health education. Additionally, specified school staff are required to receive training on human trafficking identification and prevention. Whether school districts choose to create their own curriculum or adopt one which already exists, human trafficking prevention education for students and training for specified school personnel is mandated in the Education Code and must be implemented.

According to PCOE, they do not monitor compliance with AB 1227. However, school districts certify they have met the requirements of AB 1227 through their annual certification through the Consolidation Application Reporting System (CARS).[22] PCOE indicated they did create in 2018 a local toolkit consisting of a variety of curriculum to meet AB 1227 requirements which can be adopted by each school district's Health curriculum. PCOE does not monitor the "opt out" option for parents since the materials used are a part of the supplemental curriculum associated with the Health curriculum.

[20] Placer County DA. Human Trafficking Resource Portal | Placer County, CA. Accessed May 20, 2025.

[21] Assembly Bill 1227. legiscan.com/CA/text/AB1227/id/1652095. Accessed April 24, 2025.

[22] Consolidation Application Reporting System. www.cde.ca.gov/fg/aa/co/cars.asp. Accessed April 25, 2025.

PCGJ performed a random sampling of several school districts in Placer County to determine compliance with AB 1227. The website for Dry Creek Joint Elementary School District indicates the district provides human trafficking prevention to all eighth-grade students. Families can opt-out of this instruction.[23] The grand jury was informed Roseville Joint Union High School District instructs all ninth-grade students on human trafficking as part of their required health course, which is provided to them over a one to two day period. As a graduation requirement, Placer Union High School District includes a module on sex trafficking within their one to two week health and safety instruction program during a student's junior or senior year. In the Rocklin Unified School District, 7th and 9th grade students receive instruction on sex trafficking as part of their Family Life Units of instruction. All of these districts also provide parents at the beginning of the unit instructions on how to opt their student out of specific content in accordance with district policy and state law.

PCOE did create a training program called CSEC 101 which is an overview of CSEC warning signs, resources, and reporting requirements. This training is available to school counselors, administrators, and other professionals in the community. PCOE also developed an online safety training for parents regarding on-line predators. Although these training programs are on-demand, PCOE does provide the training twice a year.

Roseville Joint Union High School District requires all staff to complete a human trafficking training module every other year through Keenan Safe Schools.[24] This training is on-line and is approximately one hour in length. The training provides faculty and staff with an overview of human trafficking, strategies for identifying potential victims, understanding the scope of the issue, reviewing real-world case studies, recognizing warning signs and learning appropriate response procedures. Placer Union High School District conducts annual staff training through an online training module for all teachers, administrators, counselors, and mental health providers. Topics include identification, warning signs, reporting, and prevention. Results are verified through the Public School Works system.[25] For Rocklin Unified School District, all employees are required to complete a series of videos via Public School Works. The training consists of videos which covers a section on sexual exploitation which discusses four categories: minors involved in obscene acts, minors engaging in prostitution, sharing of images of children, and child trafficking for sexual purposes. Another section discusses human trafficking. The training completion data is maintained by the district's Human Resources Department.

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[23]Dry Creek website. www.drycreek.k12.ca.us/departments/student-services/commercial-sexual-exploitation-of-children. Accessed April 11, 2025.

[24] Keenan Safe Schools. www.keenan.com/property-and-casualty/training-and-compliance/online-training-courses/. Accessed April 25, 2025.

[25] Public School Works. https://corp.publicschoolworks.com/. Accessed April 29, 2025.

PCOE's website[26] does provide prevention resources; however, it does not track or collect data from the various school districts. If it is noticed a child is at risk or engaged with trafficking, each individual school district would file a mandated report with CSOC. CSOC would then track the information received and forward to appropriate law enforcement or governmental agency.

Outreach Programs and Resources

Blue Campaign[27] is a national public awareness campaign designed to educate the public, law enforcement, and other industry partners to recognize the indicators of human trafficking, and how to appropriately respond to possible cases. Blue Campaign works closely with DHS Components[28] to develop general awareness trainings, as well as specific educational resources to help reduce victimization within vulnerable populations. Blue Campaign's educational awareness objectives consist of two foundational elements, prevention of human trafficking and protection of exploited persons.

January was designated Human Trafficking Prevention Month by President Obama, and as part of the Red Sand Project, red sand is poured into sidewalk cracks to symbolize victims of human trafficking who "fall through the cracks" every day. Red Sand Day and Human Trafficking Awareness Day (January 11th) aka #WearBlueDay[29] are two prominent outreach programs in Placer County. Families and organizations throughout Placer County are invited to join the Placer County Children's System of Care, Probation, law enforcement, education, and other partners to raise awareness of human trafficking through the "Red Sand Project."

April is the National Child Abuse Prevention Month. In recognition of Child Abuse Prevention Month, MDIC joins law enforcement, PCOE, and other local non-profits to educate and support the community on how to protect the children against abuse and produce thriving families.

KidsFirst was established in 1989 as a public, non-profit organization. Their mission is to prevent and treat child abuse and neglect through education, advocacy, and counseling. They have developed a program in Placer County to address the growing challenge for those at risk of being exploited.

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[26] Placer County Office of Education. Pages - Commercially Sexually Exploited Youth. Accessed April 11, 2025.

[27] Dept. of Homeland Security. www.dhs.gov/blue-campaign/about-blue-campaign. Accessed April 11, 2025.

[28] Dept. of Homeland Security. www.dhs.gov/operational-and-support-components. Accessed April 11, 2025.

[29] Placer County Website. www.placer.ca.gov/9530/Human-Trafficking-Prevention-Month. Accessed March 10, 2025.

Stand Up Placer is a non-profit community-based organization dedicated to empowering Placer County survivors of domestic violence, sexual assault, and sex trafficking to heal from the trauma and create new lives of strength and self-sufficiency. They take pride in the community by engaging and inspiring Placer County residents to end the legacy of abuse.

Financial Support

In January 2025, the Placer County Board of Supervisors approved $1.5 million in grant awards to four local nonprofits working to prevent and address the impacts of domestic violence and human trafficking:

- Stand Up Placer was awarded $950,000.
- Crisis Intervention Services (Sierra Community House) was awarded $300,000.
- Child Advocates of Placer County was awarded $100,000.
- KidsFirst – Child Abuse Prevention Council of Placer County was awarded $150,000.

Placer County Victim Services[30] face challenges such as funding reductions, limited awareness of available resources, and potential barriers to accessing services, including transportation and accessibility. Furthermore, victims may experience fear of losing housing, custody, or independence, or fear of not being believed. This year, California is receiving over a 40% reduction of Victims of Crime Act funds from last year.

According to the DA's office, "Funding to support our victims and survivors of crime and the organizations which serve them is vital to the health and resilience of our communities throughout the state... Every year, the taxpayers of California entrust our state officials to prioritize issues which are important to residents through the budget process. Every decision, every vote tells residents where our priorities stand. Protecting children, seniors, survivors of abuse and human trafficking, all must be of critical importance to the law makers in charge of the budget in our state.

Conclusion

Human trafficking is a persistent and a grave issue in California. It exists in Placer County, however there is limited knowledge about the full extent. Roseville Police Department and the Placer County District Attorney's Office have a coordinated and proactive approach to combating human trafficking within the region. Both agencies assumed leadership roles among local law enforcement bodies, with smaller municipal and regional departments routinely deferring to Roseville PD's specialized resources and experience in handling these complex cases. Roseville PD has established a dedicated Crime Suppression Unit and the District Attorney's

[30] Placer County District Attorney's Office. www.placer.ca.gov/9765/Placer-DA-joins-local-survivors-in-calli#:~:text=This%20year%2C%20California%20is%20receiving,Capitol%20today%20at%2010%20a.m. Accessed April 10, 2025.

Office a Special Investigations Unit with officers trained specifically in human trafficking detection, victim-centered interviewing, and intelligence gathering. These units work in collaboration with state and federal partners, other local law enforcement agencies as well as non-governmental organizations to conduct undercover operations, monitor online platforms for trafficking activity, and engage in community education and prevention efforts.

The extent of the existence of human trafficking in Placer County is uncertain due to the nature of this criminal enterprise and the fact many victims do not seek help. As such, it is possible adequate resources are not dedicated to the problem of human trafficking. Due to incomplete information regarding human trafficking, strengthening community education in schools, for law enforcement, and for the public would be beneficial. This could include partnering with schools for trafficking awareness programs or social media campaigns to reach at-risk populations. Placer County has done a good job of providing victims of human trafficking with resources and information for assistance.

Findings

The grand jury found:

F1. Due to incomplete information regarding human trafficking, there may not be adequate resources dedicated to human trafficking.

F2. Roseville Police Department is addressing human trafficking via social media platforms with increased cyber work and sting operations.

F3. Placer County District Attorney's Office and Roseville Police Department have taken an active leadership role in tackling the issue of Human trafficking in Placer County.

F4. Placer County is a known transit and destination area for human trafficking due to its proximity to major highways/freeways and tourist spots.

F5. Placer County has done a good job of creating and funding support for human trafficking victims.

F6. Placer County Office of Education provides support and training to its individual school districts and relies strictly on annual certification (CARS) data to determine if the districts are in compliance with AB 1227.

F7. Roseville Police Department and Placer County Sheriff's Office are partnering with the Sacramento Regional Task Force to address human trafficking issues.

F8. The Commercial Sexual Exploitation of Children Task Force does not have representatives from all Placer County local law enforcement agencies.

Recommendations

The grand jury recommends:

R1. All Placer County law enforcement agencies and Placer County Health and Human Services should increase efforts to identify and record human trafficking cases to better allocate resources by December 31, 2025.

R2. Placer County Children's System of Care should encourage the Placer County Probation Department and all Placer County law enforcement agencies within Placer County be included in the Commercial Sexual Exploitation of Children Task Force to improve enforcement, communication, training, and recordkeeping by November 1, 2025.

R3. Placer County Office of Education should establish and implement a plan to ensure and assess each middle and high school within the district are following the mandate to provide human trafficking awareness and prevention education by November 1, 2025.

R4. Placer County Office of Education should develop a certification/verification system to ensure staff involved with middle and high school students are properly trained in human trafficking identification and prevention by December 31, 2025.

R5. Placer County Board of Supervisors should require Health & Human Services to provide a written evaluation and assessment from each of the four non-profit organizations (Stand Up Placer, Crisis Intervention Services, Child Advocates of Placer County, and KidsFirst) to determine if their individual outreach efforts had an impact within the community by December 31, 2025.

R6. Placer County District Attorney's Office should continue its efforts in obtaining funding for Victim Services from the California State Legislature by appropriating critical funds effective July 1, 2026.

Required Responses

Pursuant to Penal Code § 933.05, the Placer County grand jury requires a response from the following governing body:

	Findings Requiring Response	Recommendations Requiring Response	Response Due Date
Placer County Sheriff Office **Wayne Woo** 2929 Richardson Dr Auburn, CA 95603	**F1**	**R1, R2**	**September 1, 2025**
Placer County Board of Supervisors 175 Fulweiler Ave Auburn, CA 95603		**R5**	**September 1, 2025**
Placer County District Attorney **Morgan Gire** 10810 Justice Center Dr Ste 240 Roseville, CA 95678	**F1**	**R6**	**September 1, 2025**
Placer County Office of Education **Gayle Garbolino-Mojica** 360 Nevada St Auburn, CA 95603	**F6**	**R3, R4**	**October 1, 2025**
Placer County Health and Human Services **Dr. Robert Oldham** 11434 B Avenue Auburn, CA 95603		**R1, R2 , R5**	**October 1, 2025**

Requested Reponses

The Placer County Grand Jury requests a response from the following entities:

	Findings Requesting Response	Recommendations Requesting Response	Response Due Date
Roseville Police Department **Troy Bergstrom** 1051 Junction Blvd Roseville, CA 95678	**F1, F2**	**R1, R2**	**October 1, 2025**
Auburn Police Department 1215 Lincoln Way Auburn, CA 95603	**F1, F8**	**R1, R2**	**October 1, 2025**
Lincoln Police Department 770 7th St Lincoln, CA 95648	**F1, F8**	**R1, R2**	**October 1, 2025**
Rocklin Police Department 4080 Rocklin Road Rocklin, CA 95677	**F1, F8**	**R1, R2**	**October 1, 2025**

Copies Sent to:

Placer County Probation Department
Brian Passenheim
2929 Richardson Dr Ste B
Auburn, CA 95603

Stand Up Placer
11985 Heritage Oak Pl Ste 200
Auburn, CA 95603

Crisis Intervention Services (Sierra Community House)
948 Incline Way
Incline Village, NV 89451

Child Advocates of Placer County
1430 Blue Oaks Blvd Ste 260
Roseville, CA 95747

KidsFirst – Child Abuse Prevention Council of Placer County
516 Gibson Drive, Ste 100
Roseville, CA 95678

INSTRUCTIONS FOR RESPONDENTS

The legal requirements affecting respondents and responses to Grand Jury findings and recommendations are contained in California Penal Code § 933.05. The full text of the law is provided at the end of this document.

Two different time periods for responses, and to whom you must respond to, are defined in California Penal Code § 933(c). They are as follows:

Type of Agency	Time Frame	To Whom
Government Boards	Ninety (90) Days	• Presiding Judge of the Superior Court
Elective Office or Agency Head	Sixty (60) Days	• Presiding Judge of the Superior Court • Information copy to Board of Supervisors

An original signed copy of the response must be provided to both of the following:

1. Presiding Judge of the Placer County Superior Court at the address listed below:

   The Honorable Alan V. Pineschi
   Presiding Judge of the Superior Court
   County of Placer
   PO Box 619072
   Roseville, CA 95661-9072

2. Placer County Grand Jury at the address listed below:

   Placer County Grand Jury
   11532 B Ave
   Auburn, CA 95603
   Attention: Foreperson

When responding to more than one report, respondents must respond to each report separately.

Respondents are encouraged to use the Response to Grand Jury Report Form, included in this report, to help format and organize your response. An electronic version of the form is available upon request from the Grand Jury.

RESPONSE TO PLACER COUNTY GRAND JURY REPORT FORM

Report Title: _____

Response Provided by: _____

What is a Compliant Response?

Penal Code § 933.05 is very specific in what is required in a response. First, a respondent must address the findings listed in the report. There are only two responses allowed by the penal code. However, additional information is required if the respondent disagrees with a finding. If a report only lists findings and there are no recommendations, a response agreeing or disagreeing with each finding is not necessary.

FINDINGS

For purposes of subdivision (b) of Penal Code § 933.05, the respondent shall report one of the following two actions regarding each finding.

The respondent **agrees** with the finding.
The respondent **disagrees** wholly or partially with the finding; in which case the ***response shall specify the portion of the finding that is disputed and shall include an explanation of the reason(s) therefore.***

- I (we) **agree** with the finding(s) numbered: _____.
- I (we) **disagree** wholly or partially with the finding(s) numbered: _____.

  Describe any portions of the finding(s) that are disputed or not applicable; include an explanation of the reason(s).

RECOMMENDATIONS

For purposes of subdivision (b) of Penal Code § 933.05, the respondent shall report one of the following four actions regarding each recommendation.

The recommendation **has been implemented** with a summary regarding the implemented action.
The recommendation **has not yet been implemented**, but will be implemented in the future, ***with a timeframe for the implementation.***
The recommendation **requires further analysis**, ***with an explanation and the scope and parameters of an analysis or study, and a timeframe*** for the matter to be prepared for discussion. ***This timeframe shall not exceed six months from the date of publication of the grand jury's report.***
The recommendation **will not be implemented** because it is not warranted or is not reasonable, ***with an explanation***, therefore.

- Recommendations numbered _____ **have been** implemented.

  (Describe the implemented actions.)

- Recommendations numbered _____ **have not yet been** implemented but will be implemented in the future, with a targeted completion date of _____.

  Per Penal Code § 933.05(b)(2), a time frame for implementation must be included.

- Recommendations numbered _____ **require further analysis**. The further analysis will be completed by _____.

  Describe the scope and parameters of an analysis or study, and a timeframe for the matter to be prepared for discussion by the officer or director of the agency or department being investigated or reviewed, including the governing body of the public agency when applicable. This timeframe shall not exceed six (6) months from the date of publication of the grand jury report.

- Recommendations numbered _____ **will not be** implemented because they are not warranted or are not reasonable.

  Provide an explanation.

Signature: _____ Date: _____

Number of pages attached _____.

CALIFORNIA PENAL CODE

Section 933.05

(a) For purposes of subdivision (b) of Section 933, as to each grand jury finding, the responding person or entity shall indicate one of the following:

(1) The respondent agrees with the finding.

(2) The respondent disagrees wholly or partially with the finding, in which case the response shall specify the portion of the finding that is disputed and shall include an explanation of the reasons therefore.

(b) For purposes of subdivision (b) of Section 933, as to each grand jury recommendation, the responding person or entity shall report one of the following actions:

(1) The recommendation has been implemented, with a summary regarding the implemented action.

(2) The recommendation has not yet been implemented, but will be implemented in the future, ***with a timeframe for implementation***.

(3) The recommendation requires further analysis, with an explanation and the scope and parameters of an analysis or study, and a timeframe for the matter to be prepared for discussion by the officer or head of the agency or department being investigated or reviewed, including the governing body of the public agency when applicable. This timeframe shall not exceed six months from the date of publication of the grand jury report.

(4) The recommendation will not be implemented because it is not warranted or is not reasonable, with an explanation, therefore.

(c) However, if a finding or recommendation of the grand jury addresses budgetary or personnel matters of a county agency or department headed by an elected officer, both the agency or department head and the board of supervisors shall respond if requested by the grand jury, but the response of the board of supervisors shall address only those budgetary or personnel matters over which it has some decision-making authority. The response of the elected agency or department head shall address all aspects of the findings or recommendations affecting his or her agency or department.

(d) A grand jury may request a subject person or entity to come before the grand jury for the purpose of reading and discussing the findings of the grand jury report that relates to that person or entity in order to verify the accuracy of the findings prior to their release.

(e) During an investigation, the grand jury shall meet with the subject of that investigation regarding the investigation, unless the court, either on its own determination or upon request of the foreperson of the grand jury, determines that such a meeting would be detrimental.

(f) A grand jury shall provide to the affected agency a copy of the portion of the grand jury report relating to that person or entity two working days prior to its public release and after the approval of the presiding judge. No officer, agency, department, or governing body of the public agency shall disclose any contents of the report prior to the public release of the final report.

County of Placer Memorandum of Understanding
Commercially Sexually Exploited Children and Those at Risk for Exploitation
Interagency Protocol

Memorandum of Understanding Among:

A. The Superior Court of California County of Placer, Juvenile Court Division,
B. The County of Placer, hereinafter "Placer County" to include:
    1. Probation Department,
    2. Health and Human Services Children's System of Care to include Child Welfare Services, Public Health Nurses, Children's Mental Health and Substance Abuse Services, hereinafter "Child Welfare Services (CWS)",
    3. County Counsel,
    4. District Attorney,
    5. Placer County Sheriff's Office
C. City of Auburn Police Department,
D. City of Lincoln Police Department,
E. City of Roseville Police Department, through its Crime Suppression Unit (CSU),
F. City of Rocklin Police Department,
G. Placer County Office of Education,
H. Children's Law Center of California (the contracted children's dependency attorney),
I. KidsFirst,
J. Child Advocates of Placer County's BE BOLD Youth Program, and
K. Cultural Brokers: Latino Leadership Council, Sierra Native Alliance
L. CalVoices

The above-listed parties have developed the following Memorandum of Understanding (MOU) to guide Placer County's approach to serving Commercially Sexually Exploited Children ("CSEC").

RECITALS

WHEREAS, Placer County Child Welfare Services and Probation Department shall implement policies and procedures, pursuant to Section 16501.35 of the California Welfare and Institutions Code, that require social workers and probation officers to identify, document and determine appropriate services for children who are, or are at risk of becoming, victims of sexual exploitation; and receive relevant training in order to be able to do so; and

WHEREAS, Placer County Child Welfare Services and Probation Department shall develop and implement specific protocols to expeditiously locate any child missing from foster care, pursuant to Section 16501.45 of the California Welfare and Institutions Code; and

WHEREAS, Placer County Child Welfare Services and Probation Department shall, pursuant to Section 16501.45 of the California Welfare and Institutions Code, collect data on children who

were victims of commercial sexual exploitation before entering care, after entering care, while absent from care, and children who are at risk of becoming exploited; and

WHEREAS, an individual who is sexually trafficked, as described in Section 236.1 of the California Penal Code, or who receives food or shelter in exchange for, or who is paid to perform, sexual acts described in Section 236.1 or 11165.1 of the California Penal Code, and whose parent or guardian failed to, or was unable to, protect the child, is an exploited youth and may be served through the Placer County Child Welfare System (CWS) pursuant to California Welfare and Institutions Code Section 300(b)(2); and

WHEREAS, Placer County elected to participate in the CSEC Program as described in Section 16524.7 of California Welfare and Institutions Code in order to more effectively serve exploited youth by utilizing a multidisciplinary approach for case management, service planning, and the provision of services; and

WHEREAS, this MOU reflects Placer County's and the parties' commitment to the following guiding principles:

A. Commercial Sexual Exploitation of Children:

    1. Must be understood as child abuse and reported as such, and
    2. Should not be criminalized.

B. Responses to Exploited Youth should be:

    1. Victim-centered,
    2. Trauma-informed,
    3. Strengths-based,
    4. Developmentally appropriate,
    5. Culturally and linguistically competent and affirming,
    6. Sensitive to sexual orientation, gender identity, and gender expression of youth,
    7. Sensitive to racial and ethnic disparities within the population of exploited youth and to the over inclusiveness of youth of color in the juvenile justice system as a whole,
    8. Committed to active efforts that engage exploited youth early and often,
    9. Multidisciplinary, individualized, flexible, and timely,
    10. Data and outcome driven,
    11. Survivor informed, and
    12. Include a Harm Reduction Model.

C. Agency Policies & Procedures should:

    1. Ensure and track cross-system collaboration at the system and individual case level,

2. Incorporate mechanisms to identify and assess exploited youth at key decision points,
3. Address the unique physical and emotional safety considerations of exploited youth, and
4. Address unique physical and emotional safety considerations, including vicarious trauma of staff, caregivers, and other relevant support persons.

WHEREAS, the parties agree to form and maintain a CSEC Steering Committee to provide ongoing oversight and support to ensure the Placer County agencies and partners effectively collaborate to better identify and serve victims of commercial sexual exploitation and children at risk of becoming exploited through the MOU; and

WHEREAS, the parties agree to form a multidisciplinary team (MDT), pursuant to California Welfare and Institutions Code Section 16524.7(d)(2) for CSEC, to build on a youth's strengths and respond to his/her needs in a coordinated manner; and

WHEREAS, California Welfare and Institutions Code Sections 18960-18964 states Placer County may establish a child abuse multidisciplinary personnel team (MDT) within Placer County to allow provider agencies to share confidential information in order for provider agencies to investigate reports of suspected child abuse or neglect pursuant to California Penal Code Section 11160, 11166, or 11166.05, or for the purposes of child welfare agencies making a detention determination; and

WHEREAS, the parties agree that the information they receive from other parties concerning a youth that is obtained during the identification and assessment process or during a multidisciplinary team meeting shall be used solely for prevention, identification, and treatment purposes and shall otherwise be confidential. Such information shall not be subject to subpoena or other court process for use in any other proceeding or for any other purpose pursuant to California Welfare and Institutions Code Section 18961.7(c) and (h); and

WHEREAS, the parties, as defined by law, must comply with mandatory reporting guidelines as defined by California Penal Code Sections 11166 and report known or suspected child abuse and neglect, which includes sexual exploitation; and

WHEREAS, the Placer County agency that received the initial report shall, pursuant to California Penal Code Sections 11166(j)(l) immediately, cross report known or suspected child abuse or neglect to the law enforcement agency having jurisdiction over the case, to the agency given the responsibility for investigation of cases under Section 300 of the California Welfare and Institutions Code, and the district attorney's office; and

WHEREAS, the Placer County Child Welfare Services and Probation Departments shall, pursuant to California Penal Code Section 11166(j)(3), immediately report to law enforcement for entry into the National Crime Information Center and to the National Center for Missing and Exploited Children when children receiving child welfare services that are, or are at risk of being, commercially sexually exploited go missing or are abducted; and

WHEREAS, this MOU defines the mutually agreed upon responsibilities of each of the parties under the CSEC Program pursuant to California Welfare and Institutions Code Section 16524.7. This MOU is not intended to establish legal duties or otherwise alter the respective responsibilities of the parties; and

NOW, THEREFORE, the parties of this MOU set forth the following as the terms and conditions of their understanding:

I. Steering Committee

In order to ensure Placer County effectively implements the CSEC Program, the parties agree to form a Steering Committee.

A. Purpose of the Steering Committee:

Provide ongoing oversight and leadership to ensure the Placer County agencies and partners effectively collaborate to better identify and serve youth who are at risk of or have been commercially sexually exploited, specifically:

1. Develop the Interagency CSEC MOU (hereinafter MOU),
2. Implement the MOU,
3. Oversee implementation of the MOU,
4. Revise the MOU as needed on an ongoing basis,
5. Assess the sufficiency of CSEC-specific resources in Placer County,
6. Oversee the collection of data and reporting of data to the State in compliance with State and Federal requirements.

B. Members on the Steering Committee:

The following parties agree to participate in and attend the Steering Committee and fulfill the responsibilities defined in this MOU:

1. Placer County Child Welfare,
2. Placer County Probation Department,
3. Placer County District Attorney's Office,
4. Placer County Juvenile Courts,
5. Placer County Public Health/Nurse
6. County Counsel,
7. Placer County Office of Education (Executive Director of Prevention Supports and Services and/or equivalent).

C. General Participant responsibilities on the Steering Committee:

Each party will fulfill the following responsibilities as part of its work on the Steering Committee under this MOU:

1. Appoint director or designee empowered to make decisions on behalf of the party to participate,
2. Attend regularly scheduled meetings and participate collaboratively in committee,
3. Report on successes, barriers to providing services, and areas for improvement, including recommendations for adapting the MOU and training needs/gaps, and
4. Provide aggregate data on identified exploited youth including the numbers identified and the services accessed by those youth.

D. Party's roles and responsibilities for the Steering Committee:

The following describes the specific roles and responsibilities of each party in the Steering Committee:

1. Child Welfare will be responsible for:
    a. Convening and serving as lead agency of the Steering Committee and the Steering Committee Advisory Group.
    b. Providing staff to coordinate the Steering Committee.
    c. Gathering aggregate data from the MDT members to present and analyze with the Steering Committee.
    d. Development of the MOU.
    e. Identification of training needs and ensuring that training occurs, for child welfare staff and other stakeholders.
    f. Provide and participate in quarterly reporting to the State in compliance with State and Federal requirements.
2. Probation will be responsible for:
    a. Attending the meetings and provide consultation as necessary.
    b. Coordinating and facilitating a quarterly regular collaboration meeting (hereinafter "CSEC Collaborative Meeting") with local providers, county agencies and local law enforcement to discuss CSEC issues and services, best practices for supporting exploited youth, training topics and opportunities, and ongoing updates.
    c. Identification of training needs and ensuring that training occurs, for Law Enforcement community.
3. Public Health Nurses will support the physical and medical well-being of at-risk and/or CSEC identified youth.
4. County Counsel will make themselves available to collaborate with each other on legal matters, in a timely manner. In addition, they will attend all quarterly Steering Committee meetings.

5. Placer County Office of Education will attend quarterly Steering Committee meetings, provide updates on training as it relates to 51934 and 51950 of the Education Code among Placer County school districts, and address issues related to school placement and educational needs for exploited youth.
    a. Coordinating and facilitating a regular case conferencing meeting (hereinafter "CSEC MDT") with CSOC, Probation, and CSEC contracted providers to discuss exploited youth cases, and procedures to identify, serve and protect the youth.

II. Steering Committee Advisory Group

In order to ensure Placer County effectively implements the CSEC Program, the parties agree to form a Steering Committee Advisory Group.

A. Purpose of the Steering Committee Advisory Group:

Provide ongoing communication and recommendations to the Steering Committee regarding the needs of the youth in the community and support best practice models for serving identified at risk and CSEC youth and their families. Provide valuable expertise, guidance and strategies to achieve identified goals. Ensure ongoing partnerships, effective collaboration and communication within all Placer County agencies to better identify and serve youth who are at risk of or have been commercially sexually exploited, specifically:

1. Meet in person, minimally once per quarter.
2. Adhere to the guidelines established within the MOU for each agency.
3. Collect and analyze aggregate data as needed in relation to the MOU.
4. Identify necessary training and ensure such training occurs.
5. Ensure appropriate use of county funding and resources.
6. Identify areas of need and growth within the current services provided.
7. Provide feedback and input to ensure culturally appropriate services.
8. Provide ongoing community education and outreach.
9. Maintain continuous advocacy and value for the youth and family voice.

B. Members on the Steering Committee Advisory Group:
The following parties agree to participate in and attend the Steering Committee Advisory Group and fulfill the responsibilities defined in this MOU:

1. Placer County Child Welfare,
2. Placer County Probation Department,
3. Placer County Juvenile Courts,
4. County Counsel,
5. Placer County Public Health/Nurse
6. Placer County Office of Education,

7. District Attorney,
8. City of Auburn Police Department,
9. City of Lincoln Police Department,
10. City of Roseville Police Department, through its Crime Suppression Unit,
11. City of Rocklin Police Department,
12. Placer County Sheriff's Office,
13. Children's Law Center, attorneys for the minors,
14. KidsFirst,
15. Youth Advocates,
16. CalVoices,
17. Child Advocates of Placer County's BE BOLD Youth Program,
18. Latino Leadership Council, and
19. Sierra Native Alliance.

C. Children's Law Center of California, the DA, and County Counsel will make themselves available to collaborate with each other on legal matters, in a timely manner. In addition, they will attend all quarterly Steering Committee meetings.
D. KidsFirst will attend quarterly Steering Committee meetings and report on the work that they are doing with victims. KidsFirst will help identify training needs and provide trainings to Steering Committee members, social workers, youth, service providers and caretakers when appropriate. In addition, a KidsFirst representative will attend the CSEC MDT meeting to discuss exploited youth cases, and procedures to identify, serve and protect the youth.
E. Child Advocates of Placer County's BE BOLD Youth Program will attend quarterly Steering Committee meetings and report on the work that they are doing with victims. The Child Advocates of Placer County's BE BOLD Youth Program will help identify training needs and provide trainings to steering committee members, social workers, youth, service providers and caretakers when appropriate. In addition, a BE BOLD representative will attend the CSEC MDT meeting to discuss exploited youth cases, and procedures to identify, serve and protect the youth.
F. Placer County Sheriff's Office, Placer County Probation Department and the Police Departments from the cities of Auburn, Lincoln, Roseville, and Rocklin ("local law enforcement agencies") will attend the quarterly Steering Committee Meetings and bring information regarding policy concerns related to their day-to-day interactions with exploited youth, so that processes can be created to help identify, prevent, serve, treat, and educate exploited youth. They will ensure that they have regular attendance at the CSEC MDT meeting when discussing youth in their jurisdiction and will attend the regular Coordinating Committee meeting held at the Auburn Justice Center or via a remote platform.

III. Ongoing Meetings

A. CSEC MDT Meeting
   1. Participants: PCOE, Probation, and CSOC and CSOC contracted service providers.
   2. Purpose: To discuss individual youth who are or at risk of exploitation, and procedures to identify, serve and protect the youth.

B. CSEC Collaborative Meeting
   1. Participants: Local providers, county agencies, local law enforcement and any program staff and leadership.
   2. Purpose: To discuss CSEC issues and services, best practices for supporting exploited youth and their families, education/training topics, and ongoing updates.

IV. Mandatory Reporting Requirements for Commercially Sexually Exploited Children and those at Risk for such Exploitation

A. All mandated reporters identified in California Penal Code 11165.7 must report known or reasonably suspected abuse and neglect, pursuant to California Penal Code § 11166. The mandated reporter process is the same as any other type of child abuse report. A phone call must be made immediately to the CSOC intake line at 866-293-1940. A Suspected Child Abuse Report (SCAR) is to be filled out and sent to Placer County Intake as soon as practicably possible. SCARs can be processed by sending an email to pc_scar@placer.ca.gov or faxing to 916-784-6400.

B. Cross report of suspected abuse and neglect cases.

   1. Probation or CWS must immediately, or as soon as practicably possible, report by telephone, fax or electronic transmission known or suspected instances of child abuse or neglect to:
      a. The law enforcement agency having jurisdiction over the case,
      b. The agency responsible for investigating reports of abuse or neglect under California Welfare and Institutions Code § 300, AND
      c. The District Attorney's Office.
   2. Probation or CWS must send, fax, or electronically transmit a written report of the known or suspected incident of abuse or neglect thereof as soon as possible after receiving the information concerning the incident to any agency to which it makes a telephone report.

C. Probation or CWS shall immediately, and in no case within more than 24 hours upon receiving information, report to the law enforcement agency having jurisdiction over the case that a child who is receiving child welfare services has been identified as the

victim of commercial sexual exploitation, as defined in subdivision (d) of California Penal Code Section 11165.

D. Report a known or suspected victim of CSEC who is missing or has been abducted.

1. Probation or CWS shall immediately, and in no case later than 24 hours from receiving information, report to law enforcement that a child:
    a. Who is receiving child welfare and/or juvenile justice services, AND
    b. Who is reasonably believed to be the victim of, or is at risk of being the victim of, commercial sexual exploitation, AND
    c. Is missing or has been abducted.
2. Probation or CWS shall immediately, and in no case later than 24 hours from receiving information, report to the National Center for Missing and Exploited Children (NCMEC) via telephone (1-800-THE-LOST) or through the web portal that a child:
    a. Who is receiving child welfare and/or juvenile justice services, AND
    b. Who is reasonably believed to be the victim of, or is at risk of being the victim of, commercial sexual exploitation, AND
    c. Is missing or has been abducted.
3. Probation or CWS will provide notice immediately, but in no case later than 24 hours from receipt that a child or NMD is missing from foster care to all of the following: parents, legal guardians, or Indian custodians (and their counsel), unless parental notification has been limited or terminated by the court; child or NMD's attorney, CASA, Court, Tribe, and any siblings over the age of 10 and adjudged dependent children, if such notice would not be contrary to the safety and wellbeing of that sibling.
4. Law enforcement must enter information it receives into the National Crime Information Center database of the Federal Bureau of Investigations.
5. This is in no way intended to circumvent law enforcement requirements or ability to report directly to NCMEC.

V. Identification

A. Identification Process for Commercially Sexually Exploited Children and those at Risk for such Exploitation

The following parties are responsible for screening youth to identify whether they have been commercially sexually exploited, are being commercially sexually exploited, or are at risk of becoming commercially sexually exploited:

1. Placer County Child Welfare, through intake, emergency response and ongoing social workers, and Public Health Nurses, will be the lead agency in

screening and identifying at risk and exploited youth in open Child Welfare Services (CWS) cases. Cases identified as at risk through the screening process will be staffed internally and referred to CSEC specialized social workers, as appropriate. CWS will designate these cases in the Child Welfare Services database. CWS will complete a cross report to law enforcement where appropriate and will bring the youth to the attention of the minor's attorney and CSEC MDT.

2. Probation Department through the Juvenile Detention Facility Mental Health Practitioner, Deputy Juvenile Probation Officers, and School-based Juvenile Probation Officers will be the lead agency in screening and identifying at risk and exploited youth in open probation cases and any minors that are booked at the Placer County Juvenile Detention Facility. Cases identified as at risk through the screening process will be staffed internally and designated CSEC in the Child Welfare Services database. Placer County Probation will complete a mandated suspected child abuse report where appropriate and will bring the youth to the attention of the CSEC MDT.
3. Placer County Office of Education will be the lead agency in screening and identifying at risk youth at schools. PCOE or a school site representative will complete a mandated suspected child abuse report where appropriate and will bring the youth to the attention of the CSEC MDT.
4. KidsFirst will screen and identify at risk or exploited youth in the course providing services to youth and families. Cases identified as at risk will be staffed internally and designated CSE per internal policy. KidsFirst will complete a mandated suspected child abuse report where appropriate. In addition, these youth and other possible CSE concerns will be brought to the attention of the CSEC MDT.
5. The Child Advocates of Placer County's BE BOLD Youth Program will screen and identify at risk youth in the course of providing services to youth and family. BE BOLD will complete a mandated suspected child abuse report where appropriate.
6. In addition, these youth and other possible CSE concerns will be brought to the attention of the CSEC MDT.

B. **Screening Instrument to Identify Children who are Commercially Sexually Exploited or at Risk for Becoming Commercially Sexually Exploited**

The parties must screen for risk of sexual exploitation and prior sexual exploitation under the following circumstances:

1. All children aged 10 and above who enter the child welfare or probation system, all admissions to the Juvenile Detention facility, or any youth who is

suspected to have been commercially sexually exploited or at risk of such exploitation. Suspicion/risk could include but shall not be limited to; youth chronically on the run, living in the same home in which another child is identified as having been exploited, youth with any tattoo, youth with multiple cell phones, and will additionally consider all risk factors included in the CSE-IT tool.

2. If behaviors/information identifies the youth commercially exploited or at risk of exploitation, a formal screening must be completed by using the Commercial Sexual Exploitation-Identification Tool (CSE-IT) through West Coast Children's Clinic. The CSE-IT will be administered by one party, including CWS, Probation, KidsFirst, PCOE, and Child Advocates of Placer County. The formal screening instrument is described in this MOU. All parties assigned to conduct formal screenings have received and reviewed a copy of the CSE-IT, including an overview of the tool, and understand the training required for use.
3. All completed initial or new formal screenings using the CSE-IT resulting in "at risk" or "clear concern" will be presented at the CSEC MDT meeting to determine appropriate referrals or assessments necessary and documented in Child Welfare/Probation data systems.
4. When the youth is the victim of crime or a witness to a crime, the appropriate team member will schedule an interview at the Multi-Disciplinary Interview Center (MDIC) as soon as possible.

VI. Assessment Process

A. The parties agree that an assessment of an exploited (screened as "clear concern") youth's needs and strengths must take place upon identification and updated on an ongoing basis. Further, the parties agree that it is in the child's best interest to limit unnecessary or duplicative assessments. Placer County Children's System of Care, KidsFirst, Probation, Child Advocates of Placer County, or other provider will provide the assessment of all referred youth. Accordingly, the parties will coordinate to ensure that assessments are streamlined and limited when appropriate.

B. Assessments can be completed on an informal and formal basis. This could include but not limited to information received during Child and Family Team meetings, behavioral health assessments, investigations/interviewing, or other assessment tools.

C. The above agencies agree that the information and statements obtained from the child as part of the assessment process will be maintained, disclosed, and used in accordance with all applicable state and federal laws and regulations.

D. When a provider completes an assessment, they will maintain assessment records. A release will be secured, if necessary, and a summary of the assessment and diagnosis, and any treatment recommendations and goals will be disclosed to the investigating/ongoing social worker or probation officer.

VII. Documentation

A. Documenting Commercially Sexually Exploited and At Risk Children

Upon identifying that a child receiving child welfare services is at risk of becoming or is a victim of CSE, Child Welfare Services must document this information in the Child Welfare Services database pursuant to California Department of Social Services' All County Letters (ACLs) 16-49 and 16-74.

1. Child Welfare Services social workers and child abuse intake workers are responsible for entering the data into Child Welfare Services database.
    a. The CWS intake worker and/or social worker is responsible for taking referrals alleging CSE and must use the "S-CSEC Referral" Special Project Code in the Child Welfare Services database to document each unique referral on a youth.
    b. Upon an "at risk" or "clear concern" on the CSE-IT, Child Welfare Services is responsible for recording one of the following applicable data points in the Child Welfare Services database regarding children receiving child welfare services:
        i. Children receiving child welfare services who are at risk of becoming victims of commercial sexual exploitation.
        ii. Victim Before Foster Care: Dependent children or wards in foster care who were victims of commercial sexual exploitation before entering foster care.
        iii. Victim During Foster Care: Dependent children or wards in foster care who became victims of commercial sexual exploitation while in foster care.
        iv. Victim While Absent From Placement: Dependent children or wards in foster care who go missing, run away, or are otherwise absent from care and were commercially sexually exploited during the time away from placement.
        v. Victim In Open Case Not In Foster Care: Children receiving child welfare services, but are not in foster care, who became victims of commercial sexual exploitation.
        vi. Victim In Closed Case Receiving ILP Services.

B. **Documenting Data Related to Missing Youth**

Child Welfare Services will be the lead agency in missing youth dependency cases. The Probation Department will be the lead agency in cases involving missing youth in open juvenile justice cases. Both CWS and Probation, pursuant to ACL 16-15, shall notify the National Center for Missing and Exploited Children immediately or in no case longer than 24 hours of becoming aware of a missing or abducted child. Law Enforcement will be the lead agency on missing person or runaway cases involving non-dependent and non-juvenile justice identified youth in their jurisdictions. The Coordinating Committee will provide resources and staff cases as needed or determined by law enforcement. The following procedure is to be followed:

1. When notified by the placement that an at risk or identified exploited youth has gone missing, the assigned social worker or their supervisor will immediately complete the Protective Custody for Missing/Runaway Youth Warrant and file a missing person report with local law enforcement. The social worker will then notify all attorneys of record, the youth's parents/guardians, unless parental notification has been limited or terminated by the court, the youth's CWS CSEC team, tribal representative (if any), and CASA to advise them of the missing youth and to attempt to locate the youth. In addition, CWS shall notify the National Center for Missing and Exploited Children immediately and in no case longer than 24 hours of becoming aware of a missing or abducted child.
2. Probation or CWS will provide notice immediately, but in no case later than 24 hours from receipt that a child or NMD is missing from foster care to all of the following: parents, legal guardians, or Indian custodians (and their counsel), unless parental notification has been limited or terminated by the court; child or NMD's attorney, CASA, Court, Tribe, and any siblings over the age of 10 and adjudged dependent children, if such notice would not be contrary to the safety and wellbeing of that sibling
3. The assigned social worker or member of the youth's CWS CSEC team will attempt to locate the missing youth at any known or suspected locations the youth is known to frequent. The social worker or designated staff will document any and all attempts to locate the youth in the Child Welfare Services database system.
4. The assigned social worker will meet with his/her supervisor at least monthly to review the runaway status and evaluate what efforts have been taken to locate the child. All efforts to locate the child must be documented in the Child Welfare Services database system and included in any report filed with the court.

5. Once the minor is located, law enforcement will be notified to determine if a Sexual Assault Response Team (SART) forensic evidentiary exam is required, and the exam will be set up by law enforcement or the ongoing social worker. If law enforcement sets up the SART exam, they will ensure the assigned social worker is notified who will then notify the minor's attorney.
6. The assigned social worker will contact the Court and records division of the corresponding law enforcement agency to have the Warrant and Missing Person report recalled,
7. The assigned social worker, if not the specially designated CSEC worker, will contact the youth's CWS CSEC team before returning the child to placement.
    a. If location occurs after regular business hours, then the after-hours social worker is responsible to immediately notify the on-call CWS supervisor and KidsFirst for joint response.
    b. The assigned social worker will notify the Court and the records division of the corresponding law enforcement agency the following business day to have the Warrant recalled.
8. The assigned social worker will contact the child's parents/guardians, all attorneys of record, the child's attorney, tribal representative (if any), and CASA immediately or as soon as reasonably possible after the child has been located.
9. The social worker will contact the CSEC law enforcement representative to ensure the warrant and missing person report have been recalled. The social worker will notify the National Center for Missing and Exploited Children that the CSE youth is no longer missing.
10. The assigned social worker or lead agency contact will contact CSEC Coordinating Committee members to inform them the youth has been located and to coordinate case staffing as appropriate. The social worker will assess for immediate needs for medical, mental health, school and placement concerns, and determine whether an FRCC and/or CFT and/or MDI is appropriate.

VIII. Multidisciplinary Immediate Response

In order to combat and reduce the occurrence of human trafficking in Placer County, CWS and its partners have developed the Commercially Sexually Exploited Children (CSEC) Multi-Disciplinary Team (MDT). The MDT was established to enable agencies, which work directly with CSE youth, to strategically partner to identify and respond to the specific needs of these youth and hold their traffickers accountable. CWS recognizes the need for strategic collaboration and ongoing communication between all stakeholder agencies working directly with CSEC cases, both on a local and regional level. Placer County and its partner agencies are committed to this interagency, multi-disciplinary program to address the CSEC. The roles

and responsibilities outlined above and below are a combination of currently existing practices and new practices that will enhance a comprehensive and coordinated response to the CSEC in Placer County.

A. Multi-Disciplinary Victim-Centered Preventative and Immediate Response Services include the following:

1. If a CSE identified youth (currently at imminent risk/actively engaged in CSEC activities) is contacted in the field by a law enforcement officer, it will be the officer's responsibility to contact the Placer County Intake Line at 866-293-1940 to coordinate a joint field response, requesting an emergency response worker, CSEC trained preferred, and a KidsFirst case manager, if available. If not available, the KidsFirst case manager will respond the next business day. The responding social worker will be the point of contact between the youth and any law enforcement agency (LEA).
2. If at any point the youth is a victim of a crime or a witness to a crime, then the social worker shall make a referral to the Multi-Disciplinary Investigation Center (MDIC).
3. The CWS social worker is to contact the youth and assist with providing support to the family of the youth and help assist with a Child Advocates of Placer County referral and pursue KidsFirst resources.
4. The receiving case manager will screen and refer for mental health services and identify any additional youth and family support services, if needed.

B. Multi-Disciplinary Team(s)

1. The parties agree that children who are identified as victims of CSEC or trafficking require ongoing multidisciplinary team support to monitor them and ensure their needs are adequately addressed.
2. The parties agree to provide staff to participate in Multi-Disciplinary Team (MDT) Meetings who have been "trained in the prevention, identification or treatment of child abuse and neglect cases and who are qualified to provide a broad range of services related to child abuse" and commercially sexually exploited children and those at risk for such exploitation.
3. In order to sufficiently address a commercially sexually exploited child's needs from identification through ongoing stabilization, the CSEC MDT will meet on an ongoing basis for each youth and work collaboratively to provide oversight, identify strengths and needs, and properly monitor CSEC-identified youth. At the CSEC MDT, multiple youth are discussed at one time, including all partners to weigh in on each youth. The lead case manager for the youth/family will ensure that the youth and family voice are brought forward.

C. Additional oversight and support will be provided by the Systems Management, Advocacy and Resource Team Policy Board (SMART) and the SMART Policy Executive Advisory Committee (SPEAC).

IX. CSEC Protocol Training

A. In order to ensure effective implementation of the provisions outlined above, Placer County along with collaborative partners agrees to develop and implement training for all relevant parties. This training will be specific to the roles and responsibilities delineated in this MOU. It will cover the identification, documentation, and determination of appropriate services for youth receiving child welfare services. The following parties will participate in CSEC protocol trainings:

1. Child Welfare Services
    a. Emergency response investigators
    b. Case carrying social workers
    c. Child abuse intake workers
    d. Supervisors
2. Probation
    a. Juvenile hall and probation services intake staff
    b. Case carrying probation officers, including placement probation officers and supervisors
    c. Law enforcement agencies within Placer County
3. PCOE
    a. Foster youth district liaisons
    b. School administrators
    c. School mental health professionals (e.g. school counselors, school social workers)
    d. Front office staff/registrars/security
4. Other MDT Members

B. PCOE, KidsFirst and/or Placer County will deliver CSEC training to all MOU parties, as needed, based on current and relevant topics. Placer County also agrees to provide additional CSEC trainings for a broader audience on topics not specific to the procedures itemized in this MOU. PCOE, Placer County and/or KidsFirst will also organize trainings for the following:

1. Parties to this agreement
    a. CSEC 101: Identification and Awareness
    b. CSEC 102: Engagement and MDTs
    c. Training on interacting with LGBTQ children in an inclusive and affirming manner
2. Children in foster care and juvenile hall
3. Public School Pupils

a. Included as part of the sexual education curriculum

4. Placement providers (e.g., resource families and STRTP providers) as part of their licensing agreements
    a. CSEC 101: Identification and Awareness
    b. Training on Placer County's Runaway/Missing Children Protocols
5. Parents
    a. Parent/Caregiver Support Group
    b. Parent/Caregiver Trainings

X. Long-Term Support and Stabilization

A. Parties are committed to collaborative, long-term support for CSEC and at-risk youth and their families, to include, but not limited to, referrals to services, connections with stable and supportive adults, and linkages to legal service providers to address civil legal issues where appropriate.

XI. Information Sharing and Confidentiality

A. Parties agree that information will be shared and used by the parties in a manner that complies with state and federal laws, and ethical considerations governing confidentiality, including re-disclosure and privilege, and that does not violate the child's due process rights as respondents or defendants in juvenile justice, criminal, summary offense, status offense, and child welfare cases, including their rights against self-incrimination.

1. CWS will share pertinent information regarding suspected CSEC activity as appropriate and on a need-to-know basis with Probation and local law enforcement agencies.
2. Probation will share pertinent information regarding suspected CSEC activity as appropriate and on a need-to-know basis with CWS and local law enforcement agencies.
3. Each law enforcement agency in Placer County will have a designated CSEC/Human Trafficking Liaison Officer that will be responsible for receiving any information regarding exploited or at-risk youth within their jurisdiction. Local law enforcement patrol deputies and field officers are expected to conduct a limited investigation and if during the scope of their investigation CSEC concerns are noted and further assistance is needed, they are to contact the CSEC/Human Trafficking Liaison Officer within the local agency for further specialized assistance.
4. PCOE will share pertinent information regarding suspected CSEC activity as appropriate and on a need-to-know basis with CWS, Probation, and local law enforcement agencies.

5. KidsFirst will share pertinent information regarding suspected CSEC activity as appropriate and on a need-to-know basis with CWS, Probation, and local law enforcement agencies.
6. The Child Advocates of Placer County's BE BOLD Youth Program will share pertinent information regarding suspected CSEC activity as appropriate and on a need-to-know basis with CWS, Probation and local law enforcement agencies.

XII. Confidentiality of Records and Information

A. All parties agree to maintain confidentiality of information and records as required by applicable federal, state and local laws, regulations and rules. Parties shall not use or disclose confidential information other than as permitted or required by this Agreement and will notify all parties of any discovered instances of breaches of confidentiality. All parties shall ensure that any individuals receiving confidential information related to this Agreement agree to the same restrictions and conditions that apply to all parties with respect to such information.

XIII. General Provisions

A. **Contract Term**: The term of this agreement shall be in full force and effective from January 1, 2025, through December 31, 2028. Contract provisions that contain report deadlines or record obligations which occur after contract termination survive as enforceable continuing obligations.

B. **Amendments**: This Agreement constitutes the entire Agreement between the parties. Any amendments or changes to this Agreement, including attachments, shall be agreed to in writing, specifying the change(s) and the effective date(s) and shall be executed by duly authorized representatives of all parties.

C. **Termination**: All parties will have the right to terminate this Agreement at any time without cause by giving thirty (30) days' notice, in writing, of such termination to all other parties. Such notice shall be personally served or given by United States Mail.

D. **News Release**: Unless otherwise exempted, new releases, endorsements, advertising, and social media content pertaining to this Contract shall not be made without prior written approval of all parties.

E. **Signatures**: This Agreement may be executed in one or more counterparts, each of which shall be deemed an original, but all of which together will constitute one and the same instrument. The Parties agree that an electronic copy of a signed Agreement, or an electronically signed Agreement, shall have the same force and legal effect as an Agreement executed with an original ink signature. The term "electronic copy of a signed Agreement" refers to a transmission by facsimile,

electronic mail, or other electronic means of a copy of an original signed contract in a portable document format. The term "electronically signed contract" means a contract that is executed by applying an electronic signature using technology approved by the Parties.

Note: *Case and logistical planning to determine the CSEC Coordinating Committee response when the AWOL youth is located outside of a local jurisdiction will be determined on a case-by-case basis. CSEC Coordinating Committee members will convene as needed, to staff and coordinate all cases where youth are located outside of a local jurisdiction. After-hours CSEC Coordinating Committee notifications and staffing will include law enforcement, CWS, County Counsel and other agencies, as appropriate. SART examination will be determined by law enforcement.*

In witness whereof the parties hereto have executed this Memorandum of Understanding and protocol. Where applicable, the undersigned state that this Memorandum of Understanding and protocol has been reviewed by their legal counsel and such legal counsel has approved the MOU as to form and legality.

JUVENILE COURT DIVISION OF PLACER COUNTY SUPERIOR COURT

/s/_____
HON. ALAN PINESCHI

Date _____

DISTRICT ATTORNEY'S OFFICE OF PLACER COUNTY

/s/_____
MORGAN B. GIRE, PLACER COUNTY DISTRICT ATTORNEY

Date _____

PLACER COUNTY PROBATION DEPARTMENT

/s/_____
BRIAN PASSENHEIM, CHIEF PROBATION OFFICER

Date _____

COUNTY OF PLACER, DEPARTMENT OF HEALTH & HUMAN SERVICES

/s/_____
DR. ROB OLDHAM, DIRECTOR

Date _____

CITY OF AUBURN POLICE DEPARTMENT

/s/_____
BRYAN MORRISON, CHIEF OF POLICE

Date _____

CITY OF LINCOLN POLICE DEPARTMENT

/s/_____
MATT ALVES, CHIEF OF POLICE

Date _____

CITY OF ROCKLIN POLICE DEPARTMENT

/s/_____
RUSTIN BANKS, CHIEF OF POLICE

Date _____

CITY OF ROSEVILLE POLICE DEPARTMENT

/s/_____
TROY BERGSTROM, CHIEF OF POLICE

Date _____

CHILD ADVOCATES OF PLACER COUNTY

/s/_____

AMY SUGIMOTO, EXECUTIVE DIRECTOR

Date _____

CHILDREN'S LAW CENTER OF CALIFORNIA (THE CONTRACT CHILDREN'S DEPENDENCY ATTORNEY)

/s/_____
LESLIE HEIMOV, EXECUTIVE DIRECTOR

Date _____

PLACER COUNTY OFFICE OF EDUCATION

/s/_____
GAYLE S. GARBOLINO-MOJICA, COUNTY SUPERINTENDENT OF SCHOOLS

Date _____

KIDSFIRST

/s/_____
DEBBIE GABELICH, EXECUTIVE DIRECTOR

Date _____

PLACER COUNTY SHERIFF'S OFFICE

/s/_____
WAYNE WOO, PLACER COUNTY SHERIFF

Date _____

PLACER COUNTY COUNSEL'S OFFICE

/s/_____
KARIN SCHWAB, COUNTY COUNSEL

Date _____

LATINO LEADERSHIP COUNCIL

/s/_____
name

Date _____

CALVOICES

/s/_____
name

Date _____

WHOLE PERSON LEARNING

/s/_____
name

Date _____

SIERRA NATIVE ALLIANCE

/s/_____
name

Date _____

STAFF REPORT

Item Number 7.C

SUBJECT: Adopt a Resolution Augmenting Revenue and Expense Accounts for FY 25-26 to Reflect the $15,840 Grant Award Received by the Library for the Zip Book Program. (Kathryn Hunt)

SUBMITTED BY: Kathryn Hunt

DEPARTMENT: Library

DATE: September 23, 2025

STAFF RECOMMENDATION:

Staff recommends City Council consider for adoption a Resolution augmenting revenue and expense accounts for FY 25-26 to reflect the $15,840 grant award received by the Library for the Zip Book program.

BACKGROUND/INTRODUCTION:

The Library department regularly applies for grants, in order to provide superior library services to the community. In 2025, the Library applied for and received an award for the Zip Books Grant Program from the California State Library. The associated expense and revenue accounts must be augmented to reflect this award and provide the authority to expend the awarded funds, per Section 4.4.5 of the Grant Management Policy.

The Zip Books program provides library users with speedy access to books that are not available at their local libraries. A patron simply requests the item, the library purchases it from Amazon, and the book is shipped directly to the patron's home. When finished, the patron returns it to the library, and the library adds it to the collection. This is faster than traditional library purchasing or interlibrary loans, requires less staff time than traditional interlibrary loans, and enhances the library's local collection. Because Zip Books is a user-driven program, the library collection becomes more closely matched to the needs of the local community.

The Lincoln Public Library has offered the Zip Books program since 2018, and Zip Books users at the Library rate the program very highly. Cumulatively, Zip Books grants have allowed over 800 library patrons to request over 3000 items, with 98% being added to the collection. Grant-eligible expenses were included in the approved FY2025-2027 budget, but the award

amount is larger than anticipated.

FINDINGS/ANALYSIS:

The Library has successfully leveraged grant funds for the Zip Book program since 2018, with extremely high customer satisfaction. There are no required matching funds, and 100% of the grant goes to meeting patron requests.

The Library received a grant award totaling $15,840 for ZipBooks on August 15, 2025. The current approved FY 25-26 Library budget includes $14,000 of eligible expenses, and $0 in grant revenue. As such, the related expense account will need be augmented by an additional $1,840, and the revenue account for this grant will need to be augmented by $15,840.

FISCAL IMPACT:

Staff is requesting budget augmentations in the following amounts for ZipBook Grant:

- **Revenue:** $15,840
- **Expense:** $1,840*

*Approved budgeted expenses already encompass $14,000 of approved expenses, therefore an additional augmentation of $1,840 is requested.

There are no matching funds required for this grant. These augmentations reflect the awarded grant amount from the State Library.

ATTACHMENTS:
2025 Zip Books Resolution1.docx

ZIP 25-37 LINCOLN PUBLIC LIBRARY award letter.pdf

RESOLUTION 2025-

RESOLUTION OF THE CITY COUNCIL OF THE CITY OF LINCOLN AUTHORIZING THE AUGMENTATION OF REVENUE AND EXPENSE ACCOUNTS FOR FY 25-26 TO REFLECT THE $15,840 GRANT AWARD RECEIVED BY THE LIBRARY FOR THE ZIP BOOK PROGRAM.

WHEREAS, grant revenues allow the Library to provide additional services to the community; and

WHEREAS, the Library was awarded a grant award of $15,840 on October 15, 2025 to enhance the library's collection through the Zip Book program; and

WHEREAS, the City's grant policy requires that all awarded grants be brought to the City Council for necessary augmentations to the budget.

NOW THEREFORE BE IT RESOLVED:

The City Council of the City of Lincoln authorizes the augmentation of the appropriate revenue and expense accounts for FY 25-26 to reflect the $15,840 grant award received by the Library for the Zip Book program.

PASSED AND ADOPTED this 23rd day of September, 2025 by the following vote:

AYES: Councilmembers:
NOES: Councilmembers:
ABSENT: Councilmembers:
ABSTAIN: Councilmembers:

_____
Holly Andreatta, Mayor

ATTEST:

_____
Hope Ithurburn, City Clerk

Docusign Envelope ID: 72BB80CE-9FAF-48C6-AD19-8E92A5312EC0

CALIFORNIA STATE LIBRARY

8/15/2025

Ms.Kathryn Hunt, Library Director
LINCOLN PUBLIC LIBRARY
485 Twelve Bridges Dr.
Lincoln,CA , 95648

Subject: Zip Books Project ZIP 25-37

Dear Ms.Kathryn Hunt:

In Process

The California State Library is pleased to approve the grant application for the Zip Book Project for a total of $15,840 in California Library Services Act funds.

Read the enclosed award packet thoroughly and contact your grant support team if you have any questions. Hard copies of this correspondence will not follow. Keep the entirety of the correspondence for your files and consider these award materials your original documents.

This grant is governed by the attached Grant Agreement and Certification of Compliance, which includes the project period, reporting requirements, and payment schedule as well as the proposal outlining the project plan and budget. Please sign the claim and certification forms at the back of your award packet using the DocuSign system. Please understand that it can take from six to eight weeks from receipt of a fully executed claim form with no errors before grant funds are delivered. If you have not received your payment after eight weeks, please contact your grant monitor.

Requirements Specific to Your Project
The following are requirements that are specific to your project. Please contact your project support team if you have any questions about or require support in fulling these requirements.

Docusign Envelope ID: 72BB80CE-9FAF-48C6-AD19-8E92A5312EC0

- It is an expectation for this project that the project manager or other project staff will attend four (4) community of practice sessions (schedule to be determined) over the course of the grant period.
- It is an expectation of this project that at least 85 percent of the materials purchased as part of this project will be added to the libraries collection. (The 85 percent number may include items shipped to other libraries to add to their collection).

Project Support Team
Awardees are provided support throughout the project period by a project support team comprised of a grant monitor and Library Programs Consultant from the State Library. The project support team is available throughout the project period to assist you.

- The Grant Monitor is available to assist you with compliance and reporting matters. The Grant Monitor assigned to your project is Monica Rivas and can be reached via email at monica.rivas@library.ca.gov.
- The LPC is available to assist you with programming questions. The Library Programs Consultant assigned to your project is Chris Durr and can be reached via email at chris.durr@library.ca.gov.

In Process

Best wishes for a successful project.

Respectfully yours,

Signed by:
Greg Lucas
BDA50981C41C416...

Greg Lucas
California State Librarian

CC: Monica Rivas, monica.rivas@library.ca.gov
Annly Roman, annly.roman@library.ca.gov
Yesenia Urdarbe, yesenia.udarbe@library.ca.gov
Karen Van Gundy, karen.vangundy@lincolnca.gov

STAFF REPORT

Item Number 7.D

SUBJECT:	Waive Second Reading and Adopt by Title only **ORDINANCE 1099B** Adopting Amendments to Lincoln Municipal Code Chapter 18.37 (Accessory Dwelling Units) and Related Sections of Title 18 (Zoning) as Recommended by the California Department of Housing and Community Development (HCD). (Efren Sanchez)
SUBMITTED BY:	Efren Sanchez
DEPARTMENT:	Community Development
DATE:	September 23, 2025

STAFF RECOMMENDATION:

Staff recommends the City Council waive second reading and adopt by title only Ordinance **1099B** amending Lincoln Municipal Code Chapter 18.37 (Accessory Dwelling Units) and related sections of Title 18 (Zoning) as recommended by the California Department of Housing and Community Development (HCD) as part of an ADU Ordinance Amendment to comply with state laws regarding ADUs; and Find the ordinance is statutorily exempt from environmental review under CEQA (Attachment 1).

BACKGROUND/INTRODUCTION:

On July 23, 2024, City Council adopted Ordinance 1080B amending the provisions of Lincoln Municipal Code Section 18.37 regulating the use of Accessory Dwelling Unit (ADU) in the City. On August 6, 2024 the adopted ADU Ordinance was submitted for a 60-day review by the California Department of Housing and Community Development (HCD). On April 24, 2025, HCD provided written findings stating that the adopted ADU Ordinance failed to comply with State ADU Laws. The letter stated that although the City's ADU Ordinance addressed many statutory requirements, additional amendments were necessary.

On August 20, 2025, Planning Commission adopted Resolution 2025-14, recommending City Council adopt an ordinance to amend Lincoln Municipal Code Chapter 18.37 – Accessory Dwelling Unit and related articles of Title 18 – Zoning as recommended by HCD (Attachment 2). The Planning Commission discussion was minimal and they all agreed that this was a routine administrative action to bring the City of Lincoln into conformance with State ADU Laws. After careful deliberation, the Planning Commission voted 7-0-0-0 to approve the resolution recommending the City Council adopt the proposed ordinance amendment.

On September 9, 2025, the City Council waived first reading and introduced by title only an Ordinance amending the Lincoln Municipal Code Chapter 18.37 (Accessory Dwelling Units) and related section of Title 18 (Zoning) to comply with state laws regarding ADUs in the City of Lincoln. This second reading is necessary to enact the Ordinance, which will then become effective 30 days thereafter.

FINDINGS/ANALYSIS:

Based on recently updated State ADU laws, HCD's identified amendments include replacement of outdated statutory references, changes to provisions that conflict with or restrict rights granted under state law (e.g., limits on unit combinations, floor area, setbacks, and JADU locations), and use of subjective design standards instead of required objective standards. HCD requires the City to amend the ordinance or risk possible referral to the Attorney General.

CDD staff collaborated with the City Manager's office and City Attorney in reviewing and responding to HCD's 11-point ADU ordinance corrections, which was transmitted on June 13, 2025. HCD promptly responded to the City's initial edits and followed up with additional comments and edits. In response, City staff, reviewed HCD's feedback and transmitted a second set of tracked changes (Attachment 3) on June 24, 2025. HCD reviewed and verified the updated changes and approved for further processing. With HCD's approval, the Planning Commission is tasked to review and consider the amendments and recommend the City Council its adoption as part of the ADU Ordinance Amendment. The amendment process requires the City Council to hold a public hearing on any proposed changes to LMC Title 18 (Zoning), as outlined in LMC Chapter 18.92 – Amendments.

ENVIRONMENTAL REVIEW:

Pursuant to Section 21080.17 of the California Public Resource Code (PRC), the resolution and subsequent adoption of the ordinance are statutorily exempt from California Environmental Quality Act (CEQA). Under PRC Section 21080.17, the resolution and subsequent adoption of the ordinance are statutorily exempt from CEQA. The proposed resolution and subsequent adoption of the ordinance implements CA Gov. Code Section 66310 - 66342 State Law within the incorporated area of the City of Lincoln. The proposed ADU Ordinance is consistent with the requirements of state law; therefore, is exempt from CEQA pursuant to Section 15282(h) (Other Statutory Exemptions) of the CEQA Guidelines.

ATTACHMENTS:

Attachment 1_ADU Ordinance_Amendment.pdf

Attachment 2_Planning Commission Resolution 2025-14.pdf

Attachment 3_HCD Lincoln-ADU-Findings-042425

ORDINANCE XXXXB

AN ORDINANCE REPEALING AND REENACTING LINCOLN MUNICIPAL CODE CHAPTER 18.37 – ACCESSORY DWELLING UNITS AND RELATED ARTICLES OF TITLE 18 – ZONING AS RECOMMENDED BY THE CALIFORNIA DEPARTMENT OF HOUSING AND COMMUNITY DEVELOPMENT (HCD); AND FINDING THE ORDINANCE IS STATUTORILY EXEMPT FROM CEQA

WHEREAS, the City of Lincoln (City) is mandated by the State of California to maintain an adequate and proper General Plan; and

WHEREAS, the City of Lincoln's City Council adopted the General Plan 2050 on March 25, 2008; and

WHEREAS, many policies, programs, and implementation measures of the General Plan are implemented through the Lincoln Municipal Code such as Title 18 – Zoning Ordinance; and

WHEREAS, Title 18, Chapter 18.92 of the Zoning Ordinance provides for the review and recommendation by the City's Planning Commission on all proposed amendments to the Zoning Ordinance text; and

WHEREAS, state law makes clear that nonconforming ordinances are void and that the state standards specified in Government Code Section 66310 - 66342 shall be enforced until such time a jurisdiction adopts its own ordinance in accordance with state law. In order to preserve local preferences, such as maximum floor area, architectural style, and other development standards, Chapter 18.37 and related Articles of Title 18 of the City of Lincoln Municipal Code require amendments to comply with state law; and

WHEREAS, the Planning Commission of the City of Lincoln finds that pursuant to Section 21080.17 of the California Public Resource Code, the resolution and subsequent adoption of the ordinance is statutorily exempt from the California Environmental Quality Act (CEQA) consistent with Section 15282 (h) (Other Statutory Exemptions) of the CEQA Guidelines. CEQA does not apply to the adoption of an ordinance by a city to implement the provisions of CA Government Code Sections 66310 - 66342 (State ADU Laws); and

WHEREAS, the Planning Commission of the City of Lincoln held a public hearing on August 20, 2025 to discuss the proposed amendments. The Planning Commission discussion was minimal and they all agreed that this was a routine administrative action to bring the City of Lincoln into conformance with State ADU Laws. After careful deliberation, the Planning Commission voted 7-0-0-0 to approve the Resolution 2025-XX recommending the City Council adopt the proposed amendments; and

WHEREAS, the City duly noticed and held a public hearing for the City Council of the City of Lincoln to consider the proposed ADU Ordinance Amendments and consider the proposed CEQA Exemption on September 9, 2025.

NOW THEREFORE, THE CITY COUNCIL OF THE CITY OF LINCOLN does ordain as follows:

Section 1. **Incorporation of Recitals.** The City Council hereby incorporates by reference the recitals set forth above.

Section 2. **CEQA Analysis.** This Ordinance is statutorily exempt from California Environmental Quality Act ("CEQA"), pursuant to Section 21080.17 of the Public Resource Code. The proposed adoption of the ordinance is exempt from CEQA consistent with Section 15282(h) (Other Statutory Exemptions) of the CEQA Guidelines, because there is no possibility it will have a significant effect on the environment. As such, the adoption of the ordinance will implement CA Gov. Code Section 66310 - 66342(ADU) State Law within the incorporated area of the City of Lincoln.

Section 3. **Severability.** Except pursuant to any finding of nonconformity of this Ordinance pursuant to Government Code Section 66316, if any section, sub-section, sentence, clause, phrase or portion of this Ordinance is for any reason held to be invalid or unconstitutional by the decision of any court of competent jurisdiction, such decision shall not affect the validity of the remaining portions of the Ordinance. City Council hereby declares that it would have adopted the Ordinance and each section, sub-section, sentence, clause, phrase or portion thereof, irrespective of the fact that any one or more sections, sub-sections, sentences, clauses, phrases or portions to be declared invalid or unconstitutional.

Section 4. **Publication.** Within fifteen days of passage of this Ordinance, the City Clerk shall cause the full text of the Ordinance, with the names of those City Councilmembers voting for and against the Ordinance, to be published in the Lincoln News Messenger. In lieu of publishing the full text of the Ordinance, the City Clerk, if so directed by the City Attorney and within fifteen days, shall cause a summary of the Ordinance, prepared by the City Attorney and with the names of the City Councilmembers voting for and against the Ordinance, to be published in the Lincoln News Messenger, and shall post in the office of the City Clerk a certified copy of the City Councilmembers voting for and against the Ordinance. The publication of a summary of the Ordinance in lieu of the full text of the Ordinance is authorized only where the requirements of Government Code § 36933(c)(1) are met.

Section 5. **Repeal.** Lincoln Municipal Code Chapter 18.37 – Accessory Dwelling Units (ADU) is hereby repealed in its entirety.

Section 6. **Reenactment.** Lincoln Municipal Code Chapter 18.37 – Accessory Dwelling Units (ADU) is hereby reenacted to read as follows:

Section 6.1.
The Title 18 – Zoning Ordinance, Chapter 18.37 amendments are set forth in **Exhibit A**, attached hereto and incorporated by this reference.

INTRODUCED at a regular meeting of the City Council of the City of Lincoln held on September 9, 2025, by the following vote:

AYES: Councilmembers:
NOES: Councilmembers:
ABSENT: Councilmembers:
ABSTAIN: Councilmembers:

Holly Andreatta, Mayor

ATTEST:

Hope Ithurburn, City Clerk

CHAPTER 18.37 ACCESSORY DWELLING UNITS (ADU)

18.37.008 Purpose.

This section is intended to implement the provisions of California Government Code Section 66313, in case of ambiguity, shall be interpreted to be consistent with such provisions. ADUs are allowed in areas where residential uses are allowed to contribute to the following City of Lincoln Housing Element goals.

- Goal 1: Accommodate new housing to meet the needs of present and future Lincoln residents at all income levels.
- Goal 3: Address special housing needs in Lincoln.
- Goal 4: Promote equal housing opportunities.

18.37.009 Definitions.

(1) "Accessory Dwelling Unit" (ADU) is a dwelling unit that is accessory to the primary residence and has complete independent living facilities for one or more persons. ADUs can be:

- Detached: separate from the primary structure
- Attached: attached to the primary structure
- Converted existing space: conversion of an attached garage, bedroom, storage area, accessory structure, etc.

(2) "Junior Accessory Dwelling Unit" (JADU) is a unit that is no more than 500 square feet in size and contained entirely within a single-family dwelling.

(3) "Multifamily dwelling" means a structure containing two or more attached primary dwelling units on a single lot, not including ADUs or JADUs. Multiple detached single-family dwellings on the same lot are not a multifamily dwelling.

(4) "Single-family dwelling" means a structure containing no more than one primary dwelling unit, not including ADUs or JADUs.

18.37.010 Permitted use.

An ADU and a JADU are permitted on any lot located within any zone where residential uses are permitted by-right or by conditional use provided a permit is obtained in accordance with the provisions of this chapter.

18.37.020 Administrative review.

(1) Applications for ADUs and JADUs pursuant to this section shall be approved or denied ministerially as part of a building permit, without discretionary review or a hearing within 60 days from the date the city receives a complete application if there is an existing single-family or multifamily dwelling on the lot.

(2) If the application to create an ADU or a JADU is submitted with a permit application to create a new single-family dwelling on the lot, the city may delay acting on the application for the ADU or the JADU until the city acts on the permit application to create the new single-family dwelling, but the application to create the ADU or JADU shall be considered without discretionary review or hearing. If the applicant requests a delay, the 60-day time period shall be tolled for the period of the delay.

18.37.030 General requirements.

(1) Siting.

a. An ADU shall be sited as follows:

i. Within a proposed or existing single-family dwelling or an accessory structure to a single-family dwelling.

ii. Within an existing multifamily dwelling, including attached garages, storage areas or similar uses, or an accessory structure.

iii. Detached from, but located on the same lot as, a proposed or existing single-family dwelling, or an existing multifamily dwelling.

iv. Attached to a proposed or existing single-family dwelling. A breezeway does not constitute an extension of the primary dwelling because a breezeway does not create a shared common wall between the two individual buildings.

b. An ADU located within a multi-family dwelling structure may only be located within a portion of the structure not used as livable space, including, but not limited to, a storage room, boiler room, passageway, attic, basement, or garage, provided that each unit shall comply with state building standards for dwellings.

c. A JADU shall be located entirely within a proposed or existing single-family dwelling structure including within an attached garage.

(2) Density. ADUs or JADUs shall not be counted toward the allowable density provided by the general plan or zoning.

(3) Number of Units. The maximum number of ADUs or JADUs permitted on each lot is provided by *Table 18.37.030-1: Maximum Number of ADUs/JADUs Per Lot.*

Table 18.37.030-1: Maximum Number of ADUs/JADUs Per Lot

Lot Type	Number of ADUs	Number of JADUs
Existing or proposed single-family residence	One converted ADU and one detached, new construction ADU provided all conditions of Government Code Section 66323(a)(1) are met	One JADU provided all conditions of Government Code Section 66323(a)(1) are met
Existing multi-family dwelling	• Not more than eight detached ADUs provided the number does not exceed the number of existing units per Government Code Section 66323(a)(4)(A)(ii).[1]	None
Proposed multi-family dwelling	Not more than two detached ADUs per Government Code Section 66323(a)(4)(A)(iii).	None
Existing single-family and multi-family residence on same lot	Owner may elect to develop the lot under the allowances provided for either single-family residences or multi-family residences, but not both.[2]	

NOTES

(1) Fractional units shall be rounded down, and at least one ADU shall be allowed in each multifamily dwelling structure.

(2) The owner's election shall be noted on any development permit issued by the City.

(4) Non-Conforming Properties. Prior to construction of an ADU, the city may or may not require correction of a nonconforming zoning condition. No building code violation may exist on the lot on which the ADU is to be located.

(5) Owner occupancy for JADUs. The property owner must reside in any single-family residence that includes a JADU. The owner may reside in either the JADU or the remaining portion of the single-family residence. However, owner-occupancy is not required if the owner is a government agency, land trust, or housing organization.

(6) Sale and Rental of Units.

a. Except as provided in Government Code Sections 66340, 66341, ADUs and JADUs may not be sold or otherwise conveyed separately from the primary residence.

b. An ADU or JADU may not be rented for less than 31 consecutive days.

(7) Deed Restriction. Approval for a JADU or ADU (if applicable) will be conditioned on the recordation of a deed restriction, which shall run with the land, and will be recorded by the city on the property where the unit is, or will be, located. The covenant shall be approved by the city attorney and the community development director. The property owner shall bear the cost of recording the deed restriction. The deed restriction shall include the following:

a. For JADUs:

i. A prohibition on the sale of the unit separate from the sale of the primary residence, including a statement that the deed restriction may be enforced against future purchasers.

ii. A restriction on the size and attributes of the unit that conforms to Government Code Section 66313, including the owner-occupancy requirement pursuant to subsection 18.37.030(5).

(8) Living Facilities.

a. ADUs shall include complete independent living facility for one or more persons, including permanent provisions for living, sleeping, eating, cooking, and sanitation, including a kitchen and bathroom.

b. JADUs shall include living facilities. This includes permanent provisions for living, sleeping, eating, and cooking (i.e. efficiency kitchen), as defined in Government Code Section 66313. JADUs may include a separate bathroom or may share it with the primary residence.

(9) Separate Entrances. JADUs and ADUs located within or attached to a primary residence shall include a separate entrance from that of the primary residence. No passageway shall be required in conjunction with the construction of an ADU as defined by Government Code Section 66313.

18.37.040 Public facilities.

New ADUs or JADUs are prohibited if the city engineer determines the area has insufficient water or sewer service.

a. New ADU or JADU built concurrently with primary dwelling:

i. The City will require connection fees or capacity charge that shall be proportionate to the burden of the proposed ADU, based upon either its square feet or the number of its drainage fixture (DFU) values, as defined in the Uniform Plumbing Code adopted and published by the International Association of Plumbing and Mechanical Officials, upon the water or sewer system. This fee or charge shall not exceed the reasonable cost of providing this service.

b. Existing primary dwelling:

i. Attached ADU/JADU—The city will not require separate utility connection or connection fees.

ii. Detached ADUs—The city may require a new or separate utility connection directly between the ADU and the utility. The connection may be subject to a connection fee or capacity charge that shall be proportionate to the burden of the proposed accessory dwelling unit, based upon either its square feet or the number of its drainage fixture unit (DFU) values, as defined in the Uniform Plumbing Code adopted and published by the International Association of Plumbing and Mechanical Officials, upon the water or sewer system. This fee or charge shall not exceed the reasonable cost of providing this service.

18.37.050 Development standards.

(1) ADUs and JADUs shall comply with the development standards in *Table 18.37.050-1: Development Standards for ADUs and JADUs.*

Table 18.37.050-1: Development Standards for ADUs and JADUs		
Standard	ADU	JADU
Maximum Size (floor area)[1]	Excepting units created under Government Code Section 66323: • All ADUs may be up to 1,000 square feet in size. • An ADU may be up to 1,200 square feet in size if the ADU is less than 50% of the size of the primary dwelling.	500 square feet
Setback—Front[2]	Same as required for primary residence unless meeting the criteria of Government Code Sections 66321 and 66323.	-
Setback—Side/Rear[2]	4 ft.[3]	-
Maximum Height[4]	• New detached structure: up to 16 ft. from ground level • 18 feet in height when located within ½ mile walking distance to a major public transit stop or the property already has a multifamily dwelling two stories high. • Addition to an existing structure: An ADU may be built on top of a one-story detached garage or other one-story detached accessory structure in any zone where ADUs are allowed, but may not exceed the maximum building height for a primary residence allowed in the zone	-

	or 25 feet, whichever is lower. Not to exceed two stories.	
Minimum Lot Size	None	None

NOTES

[1] Including an attached garage, attached exterior storage space, or other structure that is attached to the primary dwelling, but not including the floor area of an ADU or JADU that is within or attached to the primary dwelling.

[2] No setback is required for the conversion of an existing accessory structure to an ADU or JADU; or for a replacement structure in the same location and/or footprint.

[3] For the conversion and/or expansion of an existing accessory structure to an ADU, the side and rear setback requirement for the expansion may be less than 4 ft. if the proposed setback protects health and fire safety; provided, that the expansion is no more than 150 square feet beyond the physical dimensions of the existing accessory structure and solely for the entrance and exit from the ADU. If the expansion is greater than 150 square feet or for a purpose other than facilitating entrance to and exit from the ADU, then the 4-ft. side and rear set back will apply.

[4] This maximum height requirement only applies to new construction. This requirement does not apply if an ADU or JADU is within an existing structure.

(2) Except as provided in Table 18.37.050-1, ADUs and JADUs shall comply with all building and development standards applicable to the primary residence on the same lot, including maximum lot coverage requirements, subject to 18.37.050(3) below.

(3) If other development standards (such as lot coverage or open space) would prevent the approval of an ADU that is at least 800 square feet and 16 feet high, then the applicant is permitted an ADU that is up to 800 square feet and 16 feet high.

(4) ADUs shall not be required to provide fire sprinklers if they are not required for the primary dwelling unit. The construction of an ADU shall not trigger a requirement for fire sprinklers to be installed in the existing primary dwelling.

(5) Approval of an ADU or JADU shall not be contingent on the correction of nonconforming conditions on the subject property.

(6) ADUs and JADUs must comply with the Building Code, Fire Code, Health and Safety Codes, and noise insulation standards applicable at the time the building permit for the ADU or JADU is issued.

(7) Utility connections shall be established in accordance with Title 13—Public Services of the Lincoln Municipal Code. The City shall not require a separate utility connection between an ADU or JADU and the utility, or impose a related connection fee or capacity charge, for units located entirely within a primary dwelling, unless the ADU or JADU was constructed with a new single-family home.

(8) If a manufactured home is used as an ADU, it shall comply with the standards of this section.

(Ord. No. 1080B, § 5(5.1H), 7-23-2024)

18.37.060 Parking requirement.

(1) No additional off-street parking spaces are required for an ADU or JADU.

18.37.070 Architectural style.

The following architectural style standards apply to ADUs outlined in Government Code Section 66314 and are not applicable to ADUs created under Government Code Section 66323:

(1) Exterior Finish Materials. The exterior materials must meet one of the following:

a. Must be made from stucco, wood, composite boards, vinyl or aluminum products.

b. If the ADU proposes siding, then it must be composed in a shingle pattern, or in a horizontal clapboard or shiplap pattern. The boards in the pattern must be six inches or less in width.

(2) Roof Pitch. The pitch of the roof with the highest ridgeline must meet one of the following:

a. The pitch of the roof with the highest ridgeline must be the same as the pitch of the roof with the highest ridgeline of the primary structure; or

b. The pitch of the roof with the highest ridgeline must be at least 6/12.

(3) Trim. The trim must meet one of the following:

a. The trim around all windows and doors must be at least 3½ inches wide.

(4) Windows. The windows on all street facing facades must meet the following:

a. Each window must be square or vertical—At least as tall as it is wide.

(5) Eaves. The eaves must meet one of the following:

a. The eaves must project from the building walls at least one foot on all elevations; or

b. If the primary structure has no eaves, no eaves are required.

18.37.080 Fees, exactions requirements.

(1) For the purpose of the assessment of all fees and exactions consistent with this code, construction of an ADU shall be considered separate from that of the existing single-family dwelling on the lot, and the payment of fees and exactions for such ADU shall be in addition to those which may have been paid for the existing single-family dwelling except if the ADU meets the following criteria:

a. Traffic impact mitigation fees and public facility fees shall not be imposed upon the development of an ADU less than 750 square feet.

b. Traffic impact mitigation fees and public facility fees charged for an ADU of 750 square feet or more, the square footage in excess of the 750 square feet shall be charged proportionately in relation to the square footage of the primary dwelling unit.

c. The city council may, by policy, provide for fee modifications, waivers or deferments.

18.37.090 Inspection authority.

A permit for ADUs and JADUs issued pursuant to this chapter shall be conditioned upon, and the applicant must agree to allow inspections of the site and proof of compliance with this chapter, and the requirements imposed in the granting of the permit, and other city codes, resolutions and ordinances.

18.37.100 Existing ADU or JADU.

This chapter shall in no way validate any existing illegal ADU or JADU. Correction of nonconforming zoning and/or building conditions may not be required to otherwise bring said ADU or JADU into compliance per Government Code Section 66332.

PLANNING COMMISSION

RESOLUTION NO. 2025 - 14

A RESOLUTION OF THE PLANNING COMMISSION OF THE CITY OF LINCOLN RECOMMENDING TO THE CITY COUNCIL ADOPT AN ORDINANCE TO AMEND LINCOLN MUNICIPAL CODE CHAPTER 18.37 – ACCESSORY DWELLING UNITS AND RELATED ARTICLES OF TITLE 18 – ZONING AS RECOMMENDED BY THE CALIFORNIA DEPARTMENT OF HOUSING AND COMMUNITY DEVELOPMENT (HCD)

WHEREAS, the City of Lincoln (City) is mandated by the State of California to maintain an adequate and proper General Plan; and

WHEREAS, the City of Lincoln's City Council adopted the General Plan 2050 on March 25, 2008; and

WHEREAS, many policies, programs, and implementation measures of the General Plan are implemented through the Lincoln Municipal Code (LMC) such as Title 18 – Zoning Ordinance; and

WHEREAS, LMC Title 18, Chapter 18.92 of the Zoning Ordinance provides for the review and recommendation by the City's Planning Commission on all proposed amendments to the Zoning Ordinance text; and

WHEREAS, state law makes clear that nonconforming ordinances are void and that the state standards specified in Government Code Section 66310 - 66342 shall be enforced until such time a jurisdiction adopts its own ordinance in accordance with state law. In order to preserve local preferences, such as maximum floor area, architectural style, and other development standards, Chapter 18.37 and related Articles of Title 18 of the City of LMC require amendments to comply with state law; and

WHEREAS, the Planning Commission of the City of Lincoln finds that pursuant to Section 21080.17 of the California Public Resource Code, the resolution and subsequent adoption of the ordinance is statutorily exempt from the California Environmental Quality Act (CEQA) consistent with Section 15282 (h) (Other Statutory Exemptions) of the CEQA Guidelines. CEQA does not apply to the adoption of an ordinance by a city to implement the provisions of CA Government Code Sections 65852.2 and 65852.22 (State Accessory Dwelling Unit (ADU) Laws); and

WHEREAS, the City duly noticed and held a public hearing for the Planning Commission of the City of Lincoln to consider the proposed ADU Ordinance Amendments and consider the proposed CEQA Exemption on August 20, 2025; and

NOW, THEREFORE, BE IT RESOLVED that the Planning Commission of the City of Lincoln, hereby recommends to the City Council adopt an ordinance to amend LMC Chapter 18.37 – Accessory Dwelling Units (ADU) and related Articles of Title 18 – Zoning to comply with state laws within the City of Lincoln. The following recommended code amendments will bring the LMC into

compliance with State ADU Laws. The code amendments are represented in strikeout (removed) / underline (added).

Section 1.
The Title 18 – Zoning Ordinance, Chapter 18.37 amendments as set forth in **Exhibit A**, attached hereto and incorporated by this reference.

PASSED AND ADOPTED this 20th day of August 2025, by the following roll call vote:

AYES: COMMISSIONERS: J.Johnson, Herzog, Hutchinson, Jackson, Manning, E.Johnson, Gilbert

NOES: COMMISSIONERS:

ABSTAINED: COMMISSIONERS:

ABSENT: COMMISSIONERS:

Peter Gilbert, PC Chairman

ATTEST:

Eugenie Guadron, PC Secretary

CHAPTER 18.37 ACCESSORY DWELLING UNITS (ADU)

18.37.008 Purpose.

This section is intended to implement the provisions of California Government Code Section~~s 65852.2 (ADUs) and 65852.22 (JADUs)~~ 66313, in case of ambiguity, shall be interpreted to be consistent with such provisions. ADUs are allowed in areas where residential uses are allowed to contribute to the following City of Lincoln Housing Element goals.

- Goal 1: Accommodate new housing to meet the needs of present and future Lincoln residents at all income levels.
- Goal 3: Address special housing needs in Lincoln.
- Goal 4: Promote equal housing opportunities.

18.37.009 Definitions.

(1) "Accessory Dwelling Unit" (ADU) is a dwelling unit that is accessory to the primary residence and has complete independent living facilities for one or more persons. ADUs can be:

- Detached: separate from the primary structure
- Attached: attached to the primary structure
- Converted existing space: conversion of an attached garage, bedroom, storage area, accessory structure, etc.

(2) "Junior Accessory Dwelling Unit" (JADU) is a unit that is no more than 500 square feet in size and contained entirely within a single-family dwelling.

(3) "Multifamily dwelling" means a structure containing two or more attached primary dwelling units on a single lot, not including ADUs or JADUs. Multiple detached single-family dwellings on the same lot are not a multifamily dwelling.

(4) "Single-family dwelling" means a structure containing no more than one primary dwelling unit, not including ADUs or JADUs.

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18.37.010 Permitted use.

An ADU and a JADU are permitted on any lot located within any zone where residential uses are permitted by-right or by conditional use provided a permit is obtained in accordance with the provisions of this chapter.

18.37.020 Administrative review.

(1) Applications for ADUs and JADUs pursuant to this section shall be ~~processed~~ approved or denied ministerially as part of a building permit, without discretionary review or a hearing within 60 days from the date the city receives a complete application if there is an existing single-family or multifamily dwelling on the lot.

(2) If the application to create an ADU or a JADU is submitted with a permit application to create a new single-family dwelling on the lot, the city may delay acting on the application for the ADU or the JADU until the city acts on the permit application to create the new single-family dwelling, but the application to create the ADU

or JADU shall be considered without discretionary review or hearing. If the applicant requests a delay, the 60-day time period shall be tolled for the period of the delay.

18.37.030 General requirements.

(1) Siting.

a. An ADU shall be sited as follows:

i. Within a proposed or existing single-family dwelling or an accessory structure to a single-family dwelling.

ii. Within an existing multifamily dwelling, including attached garages, storage areas or similar uses, or an accessory structure.

iii. Detached from, but located on the same lot as, a proposed or existing single-family dwelling, or an existing multifamily dwelling.

iv. Attached to a proposed or existing single-family dwelling. A breezeway does not constitute an extension of the primary dwelling because a breezeway does not create a shared common wall between the two individual buildings.

b. An ADU located within a multi-family dwelling structure may only be located within a portion of the structure not used as livable space, including, but not limited to, a storage room, boiler room, passageway, attic, basement, or garage, provided that each unit shall comply with state building standards for dwellings.

c. A JADU shall be located entirely within a proposed or existing single-family dwelling structure including within an attached garage.

(2) Density. ADUs or JADUs shall not be counted toward the allowable density provided by the general plan or zoning.

(3) Number of Units. The maximum number of ADUs or JADUs permitted on each lot is provided by *Table 18.37.030-1: Maximum Number of ADUs/JADUs Per Lot.*

Table 18.37.030-1: Maximum Number of ADUs/JADUs Per Lot

Lot Type	Number of ADUs	Number of JADUs
Existing or proposed single-family residence	One converted ADU and one detached, new construction ADU~~JADU~~ provided all conditions of Government Code Section 66323(a)(1) are met~~; otherwise, one ADU~~	One ~~ADU and one~~ JADU provided all conditions of Government Code Section 66323(a)(1) are met~~; otherwise, one JADU~~
Existing multi-family dwelling	• Not more than eight detached ADUs provided the number does not exceed the number of existing units per Government Code Section 66323(a)(4)(A)(ii)~~; otherwise, Two~~ D~~d~~etached ADUs: Two ~~• Attached ADUs: Maximum of 25% of the number of units in the multi-family dwelling~~.[1]	None
Proposed multi-family dwelling	Not more than two detached ADUs per Government Code Section 66323(a)(4)(A)(iii).	None

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Existing single-family and multi-family residence on same lot	Owner may elect to develop the lot under the allowances provided for either single-family residences or multi-family residences, but not both.[2]

NOTES

(1) Fractional units shall be rounded down, and at least one ADU shall be allowed in each multifamily dwelling structure.

(2) The owner's election shall be noted on any development permit issued by the City ~~and in the deed restriction required by subsection (7), and all future development of ADUs and JADUs be bound by such election~~.

(4) Non-Conforming Properties. Prior to construction of an ADU, the city may or may not require correction of a nonconforming zoning condition. No building code violation may exist on the lot on which the ADU is to be located.

(5) Owner occupancy for JADUs. The property owner must reside in any single-family residence that includes a JADU. The owner may reside in either the JADU or the remaining portion of the single-family residence. However, owner-occupancy is not required if the owner is a government agency, land trust, or housing organization.

(6) Sale and Rental of Units.

a. Except as provided in Government Code Section<u>s</u> ~~65852.26~~<u>66340, 66341</u>, ADUs and JADUs may not be sold or otherwise conveyed separately from the primary residence.

b. An ADU or JADU may not be rented for less than 31 consecutive days.

(7) Deed Restriction. Approval for a JADU or ADU (if applicable) will be conditioned on the recordation of a deed restriction, which shall run with the land, and will be recorded by the city on the property where the unit is, or will be, located. The covenant shall be approved by the city attorney and the community development director. The property owner shall bear the cost of recording the deed restriction. The deed restriction shall include the following:

a. For JADUs:

i. A prohibition on the sale of the unit separate from the sale of the primary residence, including a statement that the deed restriction may be enforced against future purchasers.

ii. A restriction on the size and attributes of the unit that conforms to Government Code Section ~~65852.22~~<u>66313</u>, including the owner-occupancy requirement pursuant to subsection 18.37.030(5).

~~b. For ADUs:~~

~~i. A statement of the election made under subsection 18.37.030(3), if any. If no election has been made, then no deed restriction is required.~~

(8) Living Facilities.

a. ADUs shall include complete independent living facility for one or more persons, including permanent provisions for living, sleeping, eating, cooking, and sanitation, including a kitchen and bathroom.

b. JADUs shall include living facilities. This includes permanent provisions for living, sleeping, eating, and cooking (i.e. efficiency kitchen), as defined in Government Code Section ~~65852.22(a)~~<u>66313</u>. JADUs may include a separate bathroom or may share it with the primary residence.

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(9) Separate Entrances. JADUs and ADUs located within or attached to a primary residence shall include a separate entrance from that of the primary residence. No passageway shall be required in conjunction with the construction of an ADU as defined by Government Code Section ~~65852.2(j)~~66313.

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18.37.040 Public facilities.

New ADUs or JADUs are prohibited if the city engineer determines the area has insufficient water or sewer service.

a. New ADU or JADU built concurrently with primary dwelling:

i. The City will require connection fees or capacity charge that shall be proportionate to the burden of the proposed ADU, based upon either its square feet or the number of its drainage fixture (DFU) values, as defined in the Uniform Plumbing Code adopted and published by the International Association of Plumbing and Mechanical Officials, upon the water or sewer system. This fee or charge shall not exceed the reasonable cost of providing this service.

b. Existing primary dwelling:

i. Attached ADU/JADU—The city will not require separate utility connection or connection fees.

ii. Detached ADUs—The city may require a new or separate utility connection directly between the ADU and the utility. The connection may be subject to a connection fee or capacity charge that shall be proportionate to the burden of the proposed accessory dwelling unit, based upon either its square feet or the number of its drainage fixture unit (DFU) values, as defined in the Uniform Plumbing Code adopted and published by the International Association of Plumbing and Mechanical Officials, upon the water or sewer system. This fee or charge shall not exceed the reasonable cost of providing this service.

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18.37.050 Development standards.

(1) ADUs and JADUs shall comply with the development standards in *Table 18.37.050-1: Development Standards for ADUs and JADUs.*

Table 18.37.050-1: Development Standards for ADUs and JADUs		
Standard	ADU	JADU
Maximum Size (floor area)[1]	Excepting units created under Government Code Section 66323: • All ADUs may be up to 1,000 square feet in size. • An ADU may be up to 1,200 square feet in size if the ADU is less than 50% of the size of the primary dwelling.	500 square feet
Setback—Front[2]	Same as required for primary residence unless meeting the criteria of Government Code Sections 66321 and 66323.	-
Setback—Side/Rear[2]	4 ft.[3]	-
Maximum Height[4]	• New detached structure: up to 16 ft. from ground level • 18 feet in height when located within ½ mile walking distance to a major public transit stop or the property already has a multifamily dwelling two stories high. • Addition to an existing structure: An ADU may be built on top of a one-story detached garage or other one-story detached accessory structure in any zone where ADUs are allowed, but may not exceed the maximum building height for a primary residence allowed in the zone	-

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	or 25 feet, whichever is lower. Not to exceed two stories.	
Minimum Lot Size	None	None

NOTES

[1] Including an attached garage, attached exterior storage space, or other structure that is attached to the primary dwelling, but not including the floor area of an ADU or JADU that is within or attached to the primary dwelling.

[2] No setback is required for the conversion of an existing accessory structure to an ADU or JADU; or for a replacement structure in the same location and/or footprint.

[3] For the conversion and/or expansion of an existing accessory structure to an ADU, the side and rear setback requirement for the expansion may be less than 4 ft. if the proposed setback protects health and fire safety; provided, that the expansion is no more than 150 square feet beyond the physical dimensions of the existing accessory structure and solely for the entrance and exit from the ADU. If the expansion is greater than 150 square feet or for a purpose other than facilitating entrance to and exit from the ADU, then the 4-ft. side and rear set back will apply.

[4] This maximum height requirement only applies to new construction. This requirement does not apply if an ADU or JADU is within an existing structure.

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(2) Except as provided in Table 18.37.050-1, ADUs and JADUs shall comply with all building and development standards applicable to the primary residence on the same lot, including maximum lot coverage requirements, subject to 18.37.050(3) below.

(3) If other development standards (such as lot coverage or open space) would prevent the approval of an ADU that is at least 800 square feet and 16 feet high, then the applicant is permitted an ADU that is up to 800 square feet and 16 feet high.

(4) ADUs shall not be required to provide fire sprinklers if they are not required for the primary dwelling unit. The construction of an ADU shall not trigger a requirement for fire sprinklers to be installed in the existing primary dwelling.

(5) Approval of an ADU or JADU shall not be contingent on the correction of nonconforming conditions on the subject property.

(6) ADUs and JADUs must comply with the Building Code, Fire Code, Health and Safety Codes, and noise insulation standards applicable at the time the building permit for the ADU or JADU is issued.

(7) Utility connections shall be established in accordance with Title 13—Public Services of the Lincoln Municipal Code. The City shall not require a separate utility connection between an ADU or JADU and the utility, or impose a related connection fee or capacity charge, for units located entirely within a primary dwelling, unless the ADU or JADU was constructed with a new single-family home.

(8) If a manufactured home is used as an ADU, it shall comply with the standards of this section.

(Ord. No. 1080B, § 5(5.1H), 7-23-2024)

18.37.060 Parking requirement.

(1) No additional off-street parking spaces are required for an ADU or JADU.

18.37.070 Architectural style.

The following architectural style standards apply to ADUs outlined in Government Code Section 66314 and are not applicable to ADUs created under Government Code Section 66323:

(1) Exterior Finish Materials. The exterior materials must meet one of the following:

a. ~~Siding M~~must be made from stucco, wood, composite boards, vinyl or aluminum products.

b. If the ADU proposes~~, and the~~ siding, then it must be composed in a shingle pattern, or in a horizontal clapboard or shiplap pattern. The boards in the pattern must be six inches or less in width.~~; or The exterior finish material must be the same in type, size and placement as the exterior finish material of the primary structure; or~~

~~b. The exterior finish material may be the same in type, size and placement as the exterior finish material of the primary structure.Siding must be made from wood, composite boards, vinyl or aluminum products, and the siding must be composed in a shingle pattern, or in a horizontal clapboard or shiplap pattern. The boards in the pattern must be six inches or less in width.~~

(2) Roof Pitch. The pitch of the roof with the highest ridgeline must meet one of the following:

a. The pitch of the roof with the highest ridgeline must be the same as the pitch of the roof with the highest ridgeline of the primary structure; or

b. The pitch of the roof with the highest ridgeline must be at least 6/12.

(3) Trim. The trim must meet one of the following:

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a. The trim around all windows and doors must be at least 3½ inches wide.~~; or~~

~~b. The trim mayust be the same in type, size, and location as the trim used on the primary structure.; or~~

~~b. The trim around all windows and doors must be at least 3½ inches wide.~~

(4) Windows. The windows on all street facing facades must meet ~~one of~~ the following:

a. Each window must be square or vertical—At least as tall as it is wide.~~; or~~

~~b. The windows mayust match those on the street facing façade of the primary structure in orientation (horizontal or vertical).; or~~

~~b. Each window must be square or vertical—At least as tall as it is wide.~~

(5) Eaves. The eaves must meet one of the following:

a. The eaves must project from the building walls at least one foot on all elevations; or

~~b. The eaves mayust project from the building walls the same distance as the eaves on the primary structure.;~~

~~b. The eaves must project from the building walls at least one foot on all elevations; or~~

b~~c~~. If the primary structure has no eaves, no eaves are required.

18.37.080 Fees, exactions requirements.

(1) For the purpose of the assessment of all fees and exactions consistent with this code, construction of an ADU shall be considered separate from that of the existing single-family dwelling on the lot, and the payment of fees and exactions for such ADU shall be in addition to those which may have been paid for the existing single-family dwelling except if the ADU meets the following criteria:

a. Traffic impact mitigation fees and public facility fees shall not be imposed upon the development of an ADU less than 750 square feet.

b. Traffic impact mitigation fees and public facility fees charged for an ADU of 750 square feet or more, the square footage in excess of the 750 square feet shall be charged proportionately in relation to the square footage of the primary dwelling unit.

c. The city council may, by policy, provide for fee modifications, waivers or deferments.

18.37.090 Inspection authority.

A permit for ADUs and JADUs issued pursuant to this chapter shall be conditioned upon, and the applicant must agree to allow inspections of the site and proof of compliance with this chapter, and the requirements imposed in the granting of the permit, and other city codes, resolutions and ordinances.

18.37.100 Existing ADU or JADU.

This chapter shall in no way validate any existing illegal ADU or JADU. Correction of nonconforming zoning and/-or building conditions may~~shall~~ not be required to otherwise bring said ADU or JADU into compliance per Government Code Section 66332.

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DEPARTMENT OF HOUSING AND COMMUNITY DEVELOPMENT
DIVISION OF HOUSING POLICY DEVELOPMENT
651 Bannon Street, Ste. 400
Sacramento, CA 95811
(916) 263-2911 / FAX (916) 263-7453
www.hcd.ca.gov

April 24, 2025

Christian Svensk,
Community Development Director
City of Lincoln,
600 6th Street, Lincoln CA, 95648.

Dear Christian Svensk:

RE: Review of City of Lincoln's Accessory Dwelling Unit (ADU) Ordinance under State ADU Law (Gov. Code, §§ 66310 - 66342)

Thank you for submitting the City of Lincoln's (City) ADU Ordinance No. 1080B (Ordinance), adopted July 23, 2024, to the California Department of Housing and Community Development (HCD). The Ordinance was received on August 6, 2024. HCD has reviewed the Ordinance and submits these written findings pursuant to Government Code section 66326, subdivision (a). HCD finds that the Ordinance fails to comply with State ADU Laws in the manner noted below. Pursuant to Government Code section 66326, subdivision (b)(1), the City has up to 30 days to respond to these findings. Accordingly, the City must provide a written response to these findings no later than May 24, 2025.

The Ordinance addresses many statutory requirements; however, HCD finds that the Ordinance does not comply with State ADU Law as follows:

1. *Senate Bill (SB) 1211 (Chapter 296, § 3, Statutes of 2024)* – As of January 1, 2025, the Legislature changed Government Code section 66323. Subdivision (a)(4)(A)(ii) and (iii), now allows for the following:

   > (ii) On a lot with an existing multifamily dwelling, not more than eight detached accessory dwelling units. However, the number of accessory dwelling units allowable pursuant to this clause shall not exceed the number of existing units on the lot.
   >
   > (iii) On a lot with a proposed multifamily dwelling, not more than two detached accessory dwelling units.

2. *Assembly Bill (AB) 2533 (Chapter 834, Statutes of 2024)* - As of January 1, 2025, there are changes to Government Code section 66332. Subdivisions (a) and (b) were changed and subdivisions (d) – (f) were added. Changes include permitting previously unpermitted ADUs, adding the same protections for JADUs, and

setting additional requirements for local agencies. The City should review these new requirements and adjust the Ordinance to comply with State ADU Law.

3. *Statutory Numbering* - The Ordinance contains several references to code sections that were deleted by SB 477, effective March 25, 2024. These include Government Code sections 65852.2, 65852.22 and 65852.26. The contents of these sections were relocated to Government Code, Title 7, Division 1, Chapter 13 (sections 66310-66342, see Enclosure). The City must amend the Ordinance to refer to the correct Government Code sections.

4. Section 3 – *Severability* – The Ordinance states: "If any section, sub-section, sentence, clause, phrase or portion of this Ordinance is for any reason held to be invalid or unconstitutional by the decision of any court of competent jurisdiction, such decision shall not affect the validity of the remaining portions of the Ordinance. City Council hereby declares that it would have adopted the Ordinance and each section, subsection, sentence, clause, phrase or portion thereof, irrespective of the fact that any one or more sections, sub-sections, sentences, clauses, phrases or portions to be declared invalid or unconstitutional." However, Government Code section 66316 states "If a local agency has an existing accessory dwelling unit ordinance that fails to meet the requirements of this article, that ordinance shall be null and void and that agency shall thereafter apply the standards established in this article for the approval of accessory dwelling units, unless and until the agency adopts an ordinance that complies with this article." The *Severability* clause implies that some parts of the Ordinance will be valid even if other parts are not valid. The City must remove the Severability clause and apply the standards under Government Code sections 66310-66342 when the existing accessory dwelling unit ordinance fails to meet the requirements of this article.

5. Section 18.37.020.1 – *Review Process* – The Ordinance states, "Applications for ADUs and JADUs pursuant to this section shall be processed ministerially as part of a building permit, without discretionary review or a hearing within 60 days from the date the City receives a complete application if there is an existing single-family or multifamily dwelling on the lot." However, State ADU Law requires that "The permitting agency shall either approve or deny the application to create or serve an accessory dwelling unit or a junior accessory dwelling unit within 60 days from the date the permitting agency receives a completed application if there is an existing single-family or multifamily dwelling on the lot."[1] The Ordinance uses the word "processed", but the statute states the City must "approve or deny" the application. The City must amend the Ordinance to replace "processed" with "approved or denied".

[1] Gov. Code, § 66317, subd. (a).

6. Section 18.37.030.1 (c) – *JADUs in Garage* – The Ordinance states: "A JADU shall be located entirely within a proposed or existing single-family dwelling structure." However, Government Code section 66333, subdivision (d) allows "…a permitted junior accessory dwelling unit to be constructed within the walls of the proposed or existing single-family residence. For purposes of this paragraph, enclosed uses within the residence, such as attached garages, are considered a part of the proposed or existing single-family residence." The City should amend the Ordinance to clarify that junior accessory dwelling units (JADUs) may be created within enclosed uses within the residence such as an attached garage.

7. Section 18.37.030.-1 – *Unit Combination* – The Ordinance lists the maximum number of ADUs and JADUs Per Lot as: "(i). On a lot that contains an existing or proposed single-family dwelling: One (1) ADU and One (1) JADU, (ii). On a lot that contains an existing multifamily dwelling: Two (2) ADUs, detached from the multifamily structure, and maximum of 25 percent of the number of units in the multifamily dwelling. (iii). For a lot with existing single-family and multi-family residence, the owner may elect to develop the lot under the allowances provided for either single-family residences or multi-family residences, but not both."

   However, pursuant to Government Code section 66323, subdivision (a), "Notwithstanding Sections 66314 to 66322, inclusive, a local agency shall ministerially approve an application…to create any of the following: (A) One accessory dwelling unit and one junior accessory dwelling unit per lot with a proposed or existing single-family dwelling…(i) The accessory dwelling unit or junior accessory dwelling unit is within the proposed space of a single-family dwelling or existing space of a single-family dwelling or accessory structure." Additionally, subparagraph (B) permits "[o]ne detached, new construction, accessory dwelling unit that does not exceed four-foot side and rear yard setbacks." The use of the term "any" followed by a list of ADU types permitted under Government Code section 66323, indicates that any of these ADU types can be combined on lots with existing or proposed single-family dwellings.

   This permits a homeowner, who meets the specified requirements, to create one converted ADU; one detached, new construction ADU; and one JADU. ADU types can be combined on lots with existing or proposed single-family dwellings. Therefore, the City must amend the Ordinance to provide for all ADU combinations described in Government Code section 66323.

8. Section 18.37.050.1 – *Maximum Floor Area* – The Ordinance states, "All ADUs may be up to 1,000 square feet in size. An ADU may be up to 1,200 square feet in size if the ADU is less than 50% of the size of the primary dwelling." However, Government Code, section 66323, subdivision (a)(4), requires the local agency to approve ADUs that are detached from a multifamily dwelling structure. Detached ADUs on multifamily lots do not have a floor area restriction under

Government Code, section 66323, subdivision (a)(4). Therefore, the City must amend the Ordinance to exclude units created under Government Code section 66323 from this requirement.

9. Section 18.37.050.1 – *Front Setback* – The Ordinance states, The Front setback as the same as required for primary residence. However, Government Code sections 66321, subdivision (b)(3) and Government Code section 66323, subdivision (a), require local agencies to approve ADUs regardless of front setback requirements, when certain conditions are met. The Ordinance does not make the required exceptions from front setback requirements. Therefore, the City must amend the Ordinance to exempt ADUs meeting the criteria of sections 66321 and 66323 from front setback requirements.

10. Section 18.37.050.4 – *Fire Sprinklers* – The Ordinance states, "ADUs shall not be required to provide fire sprinklers if they are not required for the primary dwelling unit." However, Government Code, section 66314, subdivision (d)(12), states, "Accessory dwelling units shall not be required to provide fire sprinklers if they are not required for the primary residence. The construction of an accessory dwelling unit shall not trigger a requirement for fire sprinklers to be installed in the existing primary dwelling." The city must amend the Ordinance to reflect both provisions of state law.

11. Section 18.37.070.(1), (3), (4), (5) – *Architectural Style* – The Ordinance lists several architectural and design standards for ADUs. Standards such as requiring "similar exterior materials", "same trim location" and "matching windows" are subjective in nature and are inconsistent with Government Code section 66314, subdivision (a)(2), which allows local jurisdictions to apply "objective standards on accessory dwelling units." Objective standards involve no personal or subjective judgment by a public official and are uniformly verifiable by reference to an external and uniform benchmark or criterion available and knowable by both the development applicant or proponent and the public official prior to submittal.[2] Additionally, design standards not found in Section 66323 of the Government Code cannot be imposed on ADUs created under this section.[3] Therefore, the City must remove subjective language and only include objective standards for ADUs.

[2] Gov. Code § 66313, subd. (i).
[3] Gov. Code § 66323, subd. (b).

The City has two options in response to this letter.[4] The City can either amend the Ordinance to comply with State ADU Law[5], or adopt the Ordinance without changes and include findings in its resolution adopting the Ordinance that explain the reasons the City believes that the Ordinance complies with State ADU Law despite HCD's findings.[6] If the City fails to take either course of action and bring the Ordinance into compliance with State ADU Law, HCD must notify the City and may notify the California Office of the Attorney General that the City is in violation of State ADU Law.[7]

HCD appreciates the City's efforts in the preparation and adoption of the Ordinance and welcomes the opportunity to assist the City in fully complying with State ADU Law. Please feel free to contact Reshma Sen at Reshma.Sen@hcd.ca.gov if you have any questions.

Sincerely,

Jamie Candelaria

Jamie Candelaria
Senior Housing Accountability Manager
Housing Policy Development Division

[4] Gov. Code, § 66326, subd. (c)(1).
[5] Gov. Code, § 66326, subd. (b)(2)(A).
[6] Gov. Code, § 66326, subd. (b)(2)(B).
[7] Gov. Code, § 66326, subd. (c)(1).

New Government Code Sections	Previous Government Code Sections
Article 1. General Provisions	
66310	65852.150 (a)
66311	65852.150 (b)
66312	65852.150 (c)
66313	General Definition Section 65852.2 (j) 65852.22 (j)
Article 2. Accessory Dwelling Unit Approvals	
66314	65852.2(a)(1)(A), (D)(i)-(xii), (a)(4)-(5)
66315	65852.2 (a)(8)
66316	65852.2 (a)(6)
66317	65852.2 (a)(3), (a)(7)
66318	65852.2 (a)(9), 65852.2 (a)(2)
66319	65852.2 (a)(10)
66320	65852.2 (b)
66321	65852.2 (c)
66322	65852.2 (d)
66323	65852.2 (e)
66324	65852.2 (f)
66325	65852.2 (g)
66326	65852.2 (h)
66327	65852.2 (i)
66328	65852.2 (k)
66329	65852.2 (l)
66330	65852.2 (m)
66331	65852.2 (n)
66332	65852.23.
Article 3. Junior Accessory Dwelling Units	
66333	65852.22 (a)
66334	65852.22 (b)
66335	65852.22 (c)
66336	65852.22 (d)
66337	65852.22 (e)
66338	65852.22 (f)-(g)
66339	65852.22 (h)
Article 4. Accessory Dwelling Unit Sales	
66340	65852.26 (b)
66341	65852.26 (a)
66342	65852.2 (a)(10)

STAFF REPORT

Item Number 7.E

SUBJECT: Adopt a Resolution Accepting a Notice of Completion for Industrial Avenue Repair, CIP 652. (Jacob Groeser)

SUBMITTED BY: Jacob Groeser

DEPARTMENT: Engineering

DATE: September 23, 2025

STAFF RECOMMENDATION:

Staff recommends the City Council adopt a resolution accepting the Industrial Avenue Repair project, CIP 652, as complete and authorizing the City Clerk to file the Notice of Completion with the Placer County Recorder (Attachment A).

The total construction cost of the Industrial Avenue Repair project is $266,380 from Fund 2210 within CIP 652 and $150,000 from Fund 2230 through the Engineering Department Operating Budget for pavement maintenance activities.

BACKGROUND/INTRODUCTION:

The Capital Improvements Project (CIP) budget for Fiscal Year 2024/25 included CIP 652. On May 13, 2025, the City Council approved Resolution 2025-052 authorizing the City Manager to execute a Construction Agreement with Consolidated Engineering in the amount of $336,674 and authorizing the City Engineer to approve change orders not to exceed $50,051 for the construction of the Industrial Avenue Repair project.

This project consisted of the reconstruction of Industrial Avenue between Twelve Bridges Drive and the Park & Ride facility south of the SR-65 ramp. This project also included the installation of two new culverts across Industrial Avenue, and minor striping improvements in the project area.

The project is complete and all change orders have been finalized for a total change order amount of $13,495 or 4% of the original contract amount of $333,674. A summary of change orders is shown below:

CCO No.	Description	Cost

1	Additional Striping	$13,495
	Total	$13,495

FINDINGS/ANALYSIS:

Final inspection of the improvements was performed on September 2nd, 2025. Staff has determined that the work performed by Consolidated Engineering is complete and in conformance with the contract terms. Consolidated Engineering has provided a Guarantee Letter and warranty bond to guarantee the work for a period of one-year from the filing of the attached notice of completion (see Attachment B).

FISCAL IMPACT:

This project is funded in fiscal years 2023/2024 and 2024/2025 by Fund 2210 and Fund 2230.

Budgeted

CIP 652 Pavement Preservation – Fund 2210	$ 549,703
Engineering Operating Budget – Fund 2230	$ 150,000
Total	**$ 699,703**

Actual project costs

Fund 2210

Consolidated Engineering, Inc. – Construction Contract	$ 183,674
Construction Contingency (8%)	$ 26,238
UNICO Engineering – Construction Management/Inspection	$ 56,468
Fund 2210 Total	**$ 266,380**

Fund 2230

Consolidated Engineering, Inc. – Construction Contract	$ 150,000
Fund 2230 Total	$ 150,000

Remaining Project Funds

CIP 652 Pavement Preservation – Fund 2210	$ 283,323
Engineering Operating Budget – Fund 2230	$ 0
Total	**$ 283,323**

ATTACHMENTS:

Industrial Ave NOC.DOC1.StaffReportReso.2025Sept23.jgroeser.docx

Industrial Ave NOC.DOC2.AttachmentA.2025Sept23.jgroeser.pdf

Industrial Ave NOC.DOC1.AttachmentB.2025Sept23.jgroeser.docx

RESOLUTION 2025-

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF LINCOLN ACCEPTING THE INDUSTRIAL AVENUE REPAIR PROJECT, CIP 652, AS COMPLETE AND AUTHORIZING THE CITY CLERK TO FILE THE NOTICE OF COMPLETION WITH THE PLACER COUNTY RECORDER

WHEREAS, on May 13th, 2025, the City Council authorized the City Manager to execute a Construction Agreement with Consolidated Engineering for construction of the Industrial Avenue Repair Project; and

WHEREAS, all work with the above contract was completed on September 2nd, 2025 in accordance with the contract documents; and

WHEREAS, City staff recommends to the City Council that said completed project be accepted and a Notice of Completion be filed by the City.

NOW THEREFORE BE IT RESOLVED:

Section 1. The City Council of the City of Lincoln authorizes:

A. Construction on the above-mentioned contract be accepted as complete in accordance with the plans and specifications.

B. The City Clerk to execute and record the Notice of Completion on said contract and project on behalf of the City of Lincoln.

C. Finance to release remaining/available funds from the completed project upon notification from the City Engineer or designee.

Section 2. The City Council additionally finds these actions are exempt from the California Environmental Quality Act ("CEQA"), as codified at Public Resources Code §§ 21000, et seq., and as further governed by 14 California Code of Regulations §§ 15000, et seq., because they are not projects as contemplated by 14 C.C.R. § 15378. Even if these actions were subject to CEQA, this resolution is exempt from the requirements of CEQA pursuant to 14 C.C.R. § 15061(b)(3), because there is no possibility it will have a significant effect on the environment.

PASSED AND ADOPTED this 23rd day of September, 2025 by the following vote:

AYES: Councilmembers:
NOES: Councilmembers:
ABSENT: Councilmembers:
ABSTAIN: Councilmembers:

_____

Holly Andreatta, Mayor

ATTEST:

_____

Hope Ithurburn, City Clerk

MAINTENANCE BOND

BOND NO. 7479702

KNOW ALL MEN BY THESE PRESENTS:

That Consolidated Engineering, Inc as Principal, hereinafter called Contractor, and Old Republic Surety Company hereinafter called Surety, are held and firmly bound unto City of Lincoln

as Obligee, hereinafter called Owner, in the penal sum of Three Thousand Five Hundred Fifty One Dollars and Fifty Seven Cents ($3,551.57) for the payment whereof Contractor and Surety bind themselves, their heirs, executors, administrators, successors, and assigns, jointly and severally, firmly by these presents.

WHEREAS, Contractor has by written agreement, dated

entered into a contract with Owner for:

Industrial Avenue Repairs

in accordance with the General Conditions, the Drawings and Specifications, which contract is by reference Incorporated herein, and made a part hereof, and is referred to as the Contract.

NOW, THEREFORE, the condition of this obligation is such that, if Contractor shall remedy any defects due to faulty materials or workmanship which shall appear within a period of 1 **year** from the date of substantial completion of the work provided for in the Contract, then this obligation to be void; otherwise to remain in full force and effect.

PROVIDED, HOWEVER, that Owner shall give Contractor and Surety notice of observed defects with reasonable promptness.

SIGNED and sealed this 12th day of September, 2025

CONSOLIDATED ENGINEERING INC CORPORATE SEAL 2016 CALIFORNIA

Consolidated Engineering, Inc
Principal (Seal)

IN THE PRESENCE OF:

CASEY CURTIN PRESIDENT Title

Old Republic Surety Company

By Nicole S. Moon
Nicole S. Moon Attorney-in-Fact

ACKNOWLEDGMENT

A notary public or other officer completing this certificate verifies only the identity of the individual who signed the document to which this certificate is attached, and not the truthfulness, accuracy, or validity of that document.

State of California
County of Sacramento)

On 9/12/25 before me, Tina S. Salas, Notary Public
(insert name and title of the officer)

personally appeared Nicole S. Moon,
who proved to me on the basis of satisfactory evidence to be the person(s) whose name(s) is/are subscribed to the within instrument and acknowledged to me that he/she/they executed the same in his/her/their authorized capacity(ies), and that by his/her/their signature(s) on the instrument the person(s), or the entity upon behalf of which the person(s) acted, executed the instrument.

I certify under PENALTY OF PERJURY under the laws of the State of California that the foregoing paragraph is true and correct.

WITNESS my hand and official seal.

Signature Tina S Salas (Seal)

TINA S. SALAS
Notary Public - California
Sacramento County
Commission # 2409815
My Comm. Expires Jul 4, 2026

OLD REPUBLIC SURETY COMPANY

POWER OF ATTORNEY

KNOW ALL MEN BY THESE PRESENTS: That OLD REPUBLIC SURETY COMPANY, a Wisconsin stock insurance corporation, does make, constitute and appoint:

David Weise, Nicole S. Moon, Catherine A. Pinney, Stephanie Agapoff, Jose Lemus of Rancho Cordova, CA

its true and lawful Attorney(s)-in-Fact, with full power and authority for and on behalf of the company as surety, to execute and deliver and affix the seal of the company thereto (if a seal is required), bonds, undertakings, recognizances or other written obligations in the nature thereof, ***(other than bail bonds, bank depository bonds, mortgage deficiency bonds, mortgage guaranty bonds, guarantees of installment paper and note guaranty bonds, self-insurance workers compensation bonds guaranteeing payment of benefits, or black lung bonds),*** as follows:

ALL WRITTEN INSTRUMENTS

and to bind OLD REPUBLIC SURETY COMPANY thereby, and all of the acts of said Attorneys-in-Fact, pursuant to these presents, are ratified and confirmed. This appointment is made under and by authority of the board of directors at a special meeting held on February 18, 1982.

This Power of Attorney is signed and sealed by facsimile under and by the authority of the following resolutions adopted by the board of directors of the OLD REPUBLIC SURETY COMPANY on February 18,1982.

RESOLVED that, the president, any vice-president or assistant vice president, in conjunction with the secretary or any assistant secretary, may appoint attorneys-in-fact or agents with authority as defined or limited in the instrument evidencing the appointment in each case, for and on behalf of the company to execute and deliver and affix the seal of the company to bonds, undertakings, recognizances, and suretyship obligations of all kinds; and said officers may remove any such attorney-in-fact or agent and revoke any Power of Attorney previously granted to such person.

RESOLVED FURTHER, that any bond, undertaking, recognizance, or suretyship obligation shall be valid and binding upon the Company

(i) when signed by the president, any vice president or assistant vice president, and attested and sealed (if a seal be required) by any secretary or assistant secretary; or

(ii) when signed by the president, any vice president or assistant vice president, secretary or assistant secretary, and countersigned and sealed (if a seal be required) by a duly authorized attorney-in-fact or agent; or

(iii) when duly executed and sealed (if a seal be required) by one or more attorneys-in-fact or agents pursuant to and within the limits of the authority evidenced by the Power of Attorney issued by the company to such person or persons.

RESOLVED FURTHER that the signature of any authorized officer and the seal of the company may be affixed by facsimile to any Power of Attorney or certification thereof authorizing the execution and delivery of any bond, undertaking, recognizance, or other suretyship obligations of the company; and such signature and seal when so used shall have the same force and effect as though manually affixed.

IN WITNESS WHEREOF, OLD REPUBLIC SURETY COMPANY has caused these presents to be signed by its proper officer, and its corporate seal to be affixed this 15th day of August, 2024.

OLD REPUBLIC SURETY COMPANY

Karen J. Haffner
Assistant Secretary

OLD REPUBLIC SURETY COMPANY CORPORATE SEAL 1981

Alan Pavlic
President

STATE OF WISCONSIN, COUNTY OF WAUKESHA - SS

On this 15th day of August, 2024, personally came before me, Alan Pavlic and Karen J Haffner, to me known to be the individuals and officers of the OLD REPUBLIC SURETY COMPANY who executed the above instrument, and they each acknowledged the execution of the same, and being by me duly sworn, did severally depose and say: that they are the said officers of the corporation aforesaid, and that the seal affixed to the above instrument is the seal of the corporation, and that said corporate seal and their signatures as such officers were duly affixed and subscribed to the said instrument by the authority of the board of directors of said corporation.

KATHRYN R. PEARSON NOTARY PUBLIC STATE OF WISCONSIN

Kathryn R. Pearson
Notary Public

My Commission Expires: September 28, 2026
(Expiration of notary's commission does not invalidate this instrument)

CERTIFICATE

I, the undersigned, assistant secretary of the OLD REPUBLIC SURETY COMPANY, a Wisconsin corporation, CERTIFY that the foregoing and attached Power of Attorney remains in full force and has not been revoked; and furthermore, that the Resolutions of the board of directors set forth in the Power of Attorney, are now in force.

OLD REPUBLIC SURETY COMPANY CORPORATE SEAL 1981

Signed and sealed at the City of Brookfield, WI this 12th day of September, 2025.

31 3225

Karen J. Haffner
Assistant Secretary

ORSC 22262 (3-06)

RECORDING REQUEST BY:

City Clerk
City of Lincoln

WHEN RECORDED MAIL TO:

City Clerk
City of Lincoln
600 Sixth Street
Lincoln, California 95648
(Exempt from recording fees Govt. Code 27383)

NOTICE OF COMPLETION

CIP 652 – Industrial Avenue Repairs
Owner: City of Lincoln
600 6th Street
Lincoln, CA 95648
County of Placer
State of California

NOTICE IS HEREBY GIVEN that on the 2nd day of September, 2025, a Final Inspection on the CIP 652 – Industrial Avenue Repair project of the certain work described and awarded in contract to Consolidated Engineering, Inc. and which was entered into on May 13, 2025 was performed, and all work was found to be in accordance with the specifications of said work filed with the City Clerk and adopted by said City.

That said work of the CIP 652 – Industrial Avenue Repairs was completed on September 2nd, 2025, and accepted by the City of Lincoln on September 23, 2025.

That the name of the surety on the contractor's bond for payment on said contract is Old Republic Surety Company, a Wisconsin corporation. The scope of work for this project consisted of grinding and repaving, installing culverts, and re-striping Industrial Avenue between Twelve Bridges Drive, and the SR-65 on ramp in the City of Lincoln, California, for the City of Lincoln.

CITY OF LINCOLN

BY: _____
Sean Scully, City Manager

_____
Date

I certify (or declare) under penalty of perjury that the foregoing is true and correct.

_____ _____
Date Signature

City of Lincoln
600 6th Street
Lincoln, CA 95648
Place

STAFF REPORT

Item Number 7.F

SUBJECT: Adopt a Resolution Accepting the Notice of Completion for Senior Center Meal Pick-Up Area Project, CIP 237 & 238. (Jacob Groeser)

SUBMITTED BY: Jacob Groeser

DEPARTMENT: Engineering

DATE: September 23, 2025

STAFF RECOMMENDATION:

Staff recommends the City Council adopt a resolution accepting the Senior Center Meal Pick-Up Area project, CIP 237 & 238, as complete and authorizing the City Clerk to file the Notice of Completion with the Placer County Recorder (Attachment A).

The total construction cost of the Senior Center Meal Pick-Up Area Project is $367,994 from Fund 2490 through the Capital Improvements Program.

BACKGROUND/INTRODUCTION:

The Capital Improvements Project (CIP) budget for Fiscal Year 2024/25 included CIP 237 & 238 which were eligible for reimbursement through the U.S. Department of Housing and Urban Development. On October 8, 2024, the City Council approved Resolution 2024-207 authorizing the City Manager to execute a Construction Agreement with PBM Construction, Inc. in the amount of $117,875 and authorizing the City Engineer to approve change orders not to exceed $17,681 for the construction of the Lincoln Senior Center Meal Pick-Up Area project.

This project consisted of the installation of a new prefabricated meal pick-up structure, shade structure, and site improvements at the Lincoln Senior Center. These facilities will be used by Seniors First as a part of their meal distribution program, and to host community events.

The project is complete and all change orders have been finalized for a total change order amount of $12,786 or 11% of the original contract amount of $117,875. A summary of change orders is shown below:

CCO No.	Description	Cost

1	Driveway Restoration	$10,224
2	Project Extension	$2,562
	Total	$12,786

FINDINGS/ANALYSIS:

Final inspection of the improvements was performed on August 7 th, 2025. Staff have determined that the work performed by PBM Construction is complete and in conformance with the contract terms. PBM Construction has provided a Guarantee Letter and warranty bond to guarantee the work for a period of one-year from the filing of the attached notice of completion (see Attachment B).

FISCAL IMPACT:

This project is funded in fiscal years 2023/24 and 2024/25 by Fund 2490.

Budgeted

Fund 2490	
CIP 237 Senior Center Meal Pickup	$300,000
CIP 238 Outdoor Eating Area	$473,681
Total	**$773,681**

Actual project costs

Fund 2490	
R.E.Y. Engineers, Inc (Design)	$ 93,154
Blackburn Consulting (Materials Testing)	$ 1,649
Shade Structure	$ 48,974
Box Pop Building	$ 93,556
PBM Construction, Inc. (Construction)	$117,875
Construction Contingency (15%)	$ 12,786
Fund 2490 Total	**$367,994**

The period of performance for this grant originally expired in October of 2024. The City applied for an extension until March 2025 to allow for the prefabricated structures to be designed, constructed, and delivered to the project. The shade structure was not manufactured and delivered to the site within this period which means the labor to install the shade structure and

install additional wiring ($32,471) is not eligible for reimbursement by the Department of Housing and Urban Development.

ATTACHMENTS:
Senior Center NOC.DOC1.StaffReportReso.2025Sept23.jgroeser.docx

Senior Center NOC.DOC2.AttachmentA.2025Sept23.jgroeser.pdf

Senior Center NOC.DOC3.AttachmentB.2025Sept23.jgroeser.docx

RESOLUTION 2025-

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF LINCOLN ACCEPTING THE SENIOR CENTER MEAL PICK-UP AREA PROJECT, CIP 237 & 238, AS COMPLETE AND AUTHORIZING THE CITY CLERK TO FILE THE NOTICE OF COMPLETION WITH THE PLACER COUNTY RECORDER

WHEREAS, on October 8th, 2024, the City Council authorized the City Manager to execute a Construction Agreement with PBM Construction, Inc. for construction of the Senior Center Meal Pick-Up Project; and

WHEREAS, all work with the above contract was completed on August 7th, 2025 in accordance with the contract documents; and

WHEREAS, City staff recommends to the City Council that said completed project be accepted and a Notice of Completion be filed by the City.

NOW THEREFORE BE IT RESOLVED:

Section 1. The City Council of the City of Lincoln authorizes:

A. Construction on the above-mentioned contract be accepted as complete in accordance with the plans and specifications.

B. The City Clerk to execute and record the Notice of Completion on said contract and project on behalf of the City of Lincoln.

C. Finance to release remaining/available funds from the completed project upon notification from the City Engineer or designee.

Section 2. The City Council additionally finds these actions are exempt from the California Environmental Quality Act ("CEQA"), as codified at Public Resources Code §§ 21000, et seq., and as further governed by 14 California Code of Regulations §§ 15000, et seq., because they are not projects as contemplated by 14 C.C.R. § 15378. Even if these actions were subject to CEQA, this resolution is exempt from the requirements of CEQA pursuant to 14 C.C.R. § 15061(b)(3), because there is no possibility it will have a significant effect on the environment.

PASSED AND ADOPTED this 23rd day of September, 2025 by the following vote:

AYES: Councilmembers:
NOES: Councilmembers:
ABSENT: Councilmembers:
ABSTAIN: Councilmembers:

Holly Andreatta, Mayor

ATTEST:

Hope Ithurburn, City Clerk

Bond No. 30223156

MAINTENANCE BOND

Know all men by these presents that we, PBM Construction Inc.

,

as principal, and Western Surety Company

a corporation organized under the laws of the State of South Dakota and duly authorized to transact business in the State of California as Surety, are held and firmly bound unto City of Lincoln

as Obligee in the sum of Thirteen Thousand Sixty Four and 30/100

($13,064.30), for the payment whereof well and truly to be made, the Principal and Surety bind themselves, their heirs, executors, administrators, successors and assigns, jointly and severally, firmly by these presents.

SIGNED, sealed, and dated this September 10, 2025.

WHEREAS the Principal has agreed to provide a one year warranty period in connection with Senior Center Meal Pick-up and Outdoor Eating Area.

NOW, THEREFORE, the condition of the foregoing obligation is such that if the Principal shall indemnify the Obligee for all loss that the Obligee may sustain by reason of the Principal's failure to **maintain** one year warranty period, than this obligation shall be void; otherwise it shall remain in force.

Any suit under this bond must be instituted before expiration of **one** year beyond the date on which **said maintenance period expires.**

PBM Construction Inc.
Principal

By: _____

Western Surety Company
Surety

By: _____
Edward D. Johnson, Attorney-in-Fact

ACKNOWLEDGMENT

A notary public or other officer completing this certificate verifies only the identity of the individual who signed the document to which this certificate is attached, and not the truthfulness, accuracy, or validity of that document.

State of California
County of Placer)

On September 10, 2025 before me, J. A. Shiroma, Notary Public
(insert name and title of the officer)

personally appeared Edward D. Johnson,
who proved to me on the basis of satisfactory evidence to be the person(s) whose name(s) is/are subscribed to the within instrument and acknowledged to me that he/she/they executed the same in his/her/their authorized capacity(ies), and that by his/her/their signature(s) on the instrument the person(s), or the entity upon behalf of which the person(s) acted, executed the instrument.

I certify under PENALTY OF PERJURY under the laws of the State of California that the foregoing paragraph is true and correct.

WITNESS my hand and official seal.

J. A. SHIROMA
Notary Public - California
Placer County
Commission # 2510003
My Comm. Expires Feb 14, 2029

Signature _____ **(Seal)**

Western Surety Company

POWER OF ATTORNEY APPOINTING INDIVIDUAL ATTORNEY-IN-FACT

Know All Men By These Presents, That WESTERN SURETY COMPANY, a South Dakota corporation, is a duly organized and existing corporation having its principal office in the City of Sioux Falls, and State of South Dakota, and that it does by virtue of the signature and seal herein affixed hereby make, constitute and appoint

Kathy Rangel, Robert D Laux, Dona Lisa Buschmann, Edward D Johnson, Julie A Shiroma, Maggie Bender Johnson, Ashley White, Joselynn Campbell, Individually

of Roseville, CA, its true and lawful Attorney(s)-in-Fact with full power and authority hereby conferred to sign, seal and execute for and on its behalf bonds, undertakings and other obligatory instruments of similar nature

- In Unlimited Amounts -

and to bind it thereby as fully and to the same extent as if such instruments were signed by a duly authorized officer of the corporation and all the acts of said Attorney, pursuant to the authority hereby given, are hereby ratified and confirmed.

This Power of Attorney is made and executed pursuant to and by authority of the Authorizing By-Laws and Resolutions printed at the bottom of this page, duly adopted, as indicated, by the shareholders of the corporation.

In Witness Whereof, WESTERN SURETY COMPANY has caused these presents to be signed by its Vice President and its corporate seal to be hereto affixed on this 14th day of May, 2025.

WESTERN SURETY COMPANY

Larry Kasten, Vice President

State of South Dakota
County of Minnehaha } ss

On this 14th day of May, 2025, before me personally came Larry Kasten, to me known, who, being by me duly sworn, did depose and say: that he resides in the City of Sioux Falls, State of South Dakota; that he is a Vice President of WESTERN SURETY COMPANY described in and which executed the above instrument; that he knows the seal of said corporation; that the seal affixed to the said instrument is such corporate seal; that it was so affixed pursuant to authority given by the Board of Directors of said corporation and that he signed his name thereto pursuant to like authority, and acknowledges same to be the act and deed of said corporation.

My commission expires
March 2, 2026

M. BENT
NOTARY PUBLIC
SOUTH DAKOTA

M. Bent, Notary Public

CERTIFICATE

I, Paula Kolsrud, Assistant Secretary of WESTERN SURETY COMPANY do hereby certify that the Power of Attorney hereinabove set forth is still in force, and further certify that the By-Laws and Resolutions of the corporation printed below this certificate are still in force. In testimony whereof I have hereunto subscribed my name and affixed the seal of the said corporation this 10th day of September, 2025.

WESTERN SURETY COMPANY

Paula Kolsrud, Assistant Secretary

Authorizing By-Laws and Resolutions

ADOPTED BY THE SHAREHOLDERS OF WESTERN SURETY COMPANY

This Power of Attorney is made and executed pursuant to and by authority of the following By-Law duly adopted by the shareholders of the Company.

Section 7. All bonds, policies, undertakings, Powers of Attorney, or other obligations of the corporation shall be executed in the corporate name of the Company by the President, Secretary, and Assistant Secretary, Treasurer, or any Vice President, or by such other officers as the Board of Directors may authorize. The President, any Vice President, Secretary, any Assistant Secretary, or the Treasurer may appoint Attorneys in Fact or agents who shall have authority to issue bonds, policies, or undertakings in the name of the Company. The corporate seal is not necessary for the validity of any bonds, policies, undertakings, Powers of Attorney or other obligations of the corporation. The signature of any such officer and the corporate seal may be printed by facsimile.

This Power of Attorney is signed by Larry Kasten, Vice President, who has been authorized pursuant to the above Bylaw to execute power of attorneys on behalf of Western Surety Company.

This Power of Attorney may be signed by digital signature and sealed by a digital or otherwise electronic-formatted corporate seal under and by the authority of the following Resolution adopted by the Board of Directors of the Company by unanimous written consent dated the 27th day of April, 2022:

"RESOLVED: That it is in the best interest of the Company to periodically ratify and confirm any corporate documents signed by digital signatures and to ratify and confirm the use of a digital or otherwise electronic-formatted corporate seal, each to be considered the act and deed of the Company."

Go to www.cnasurety.com > Owner / Obligee Services > Validate Bond Coverage, if you want to verify bond authenticity.

RECORDING REQUEST BY:

City Clerk
City of Lincoln

WHEN RECORDED MAIL TO:

City Clerk
City of Lincoln
600 Sixth Street
Lincoln, California 95648
(Exempt from recording fees Govt. Code 27383)

NOTICE OF COMPLETION

CIP 237 & 238 - Senior Center Meal Pick-Up Project
Owner: City of Lincoln
600 6th Street
Lincoln, CA 95648
County of Placer
State of California

NOTICE IS HEREBY GIVEN that on the 7th day of August, 2025, a Final Inspection on the CIP 237 & 238 – Senior Center Meal Pick-Up project of the certain work described and awarded in contract to PBM Construction, Inc. and which was entered into on October 8, 2024 was performed, and all work was found to be in accordance with the specifications of said work filed with the City Clerk and adopted by said City.

That said work of the CIP 237 & 238 – Senior Center Meal Pick-Up project was completed on August 7th, 2025, and accepted by the City of Lincoln on September 23, 2025.

That the name of the surety on the contractor's bond for payment on said contract is Western Surety Company, a South Dakota corporation. The scope of work for this project consisted installing a prefabricated meal pick-up structure, creation of an outdoor patio and installation of shade structure in the City of Lincoln, California, for the City of Lincoln.

CITY OF LINCOLN

BY: _____
Sean Scully, City Manager

_____
Date

I certify (or declare) under penalty of perjury that the foregoing is true and correct.

_____ _____
Date Signature

City of Lincoln
600 6th Street
Lincoln, CA 95648
Place

STAFF REPORT

Item Number 7.G

SUBJECT: Adopt a Resolution Authorizing the Removal of a Stop Sign on Flightline Drive. (Jacob Groeser)

SUBMITTED BY: Jacob Groeser

DEPARTMENT: Engineering

DATE: September 23, 2025

STAFF RECOMMENDATION:

Staff recommends the City Council adopt a resolution authorizing the City Engineer to remove the stop sign on Flightline Drive in front of the Lincoln Regional Airport and install updated pedestrian improvements.

BACKGROUND/INTRODUCTION:

The stop sign along Flightline Drive in front of the Lincoln Regional Airport has recently been evaluated by the Traffic Safety Committee and was determined to be non-essential.

The purpose of stop signs is to assign right-of-way and ensure traffic flow safely through intersections. The placement of stop signs is regulated by the California Manual of Uniform Traffic Control Devices (CA MUTCD). Stop signs which do not comply with the warrants provided in the CA MUTCD can lead to inconsistent behavior as some drivers ignore the signage.

FINDINGS/ANALYSIS:

The removal of the stop sign will include all work needed to modify related signage and striping. In addition, new pedestrian improvements will be added to ensure drivers are aware that this location is used as a pedestrian crossing to access the adjacent parking lot. (see Attachment A). The City will provide a 30-day notice at the existing stop sign prior to any removal work.

FISCAL IMPACT:

The fiscal impact of this action would be limited to the removal and replacement of several existing traffic signs, minor striping changes, and the installation of a new continental style

crosswalk. These items of work can be completed by Public Works staff and would be paid for by the Streets Division of the Public Services Department.

ATTACHMENTS:
Flightline Drive Stop Sign Removal.DOC1.StaffReportReso.2025Sept23.jgroeser.docx

Flightline Drive Stop Sign Removal.DOC2.SAttachmentA.2025Sept23.jgroeser.pdf

RESOLUTION 2025-

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF LINCOLN AUTHORIZING THE CITY ENGINEER TO REMOVE THE STOP SIGN ON FLIGHTLINE DRIVE IN FRONT OF THE LINCOLN REGIONAL AIRPORT

WHEREAS, the Traffic Safety Committee has evaluated the stop sign on Flightline Drive in front of the Lincoln Regional Airport and deemed it non-essential; and

WHEREAS, the stop sign does not meet the warrants as described in the California Manual of Uniform Traffic Control Devices; and

WHEREAS, a 30-day notice will be provided prior to the removal of the existing stop sign.

NOW THEREFORE BE IT RESOLVED:

Section 1. The City Council of the City of Lincoln authorizes the City Engineer to order the removal of the existing stop sign, and the installation of new pedestrian improvements as shown in the attached Exhibit A.

Section 2. The City Council additionally finds these actions are exempt from the California Environmental Quality Act ("CEQA"), as codified at Public Resources Code §§ 21000, et seq., and as further governed by 14 California Code of Regulations §§ 15000, et seq., because they are not projects as contemplated by 14 C.C.R. § 15378. Even if these actions were subject to CEQA, this resolution is exempt from the requirements of CEQA pursuant to 14 C.C.R. § 15061(b)(3), because there is no possibility it will have a significant effect on the environment.

PASSED AND ADOPTED this 23rd day of September, 2025 by the following vote:

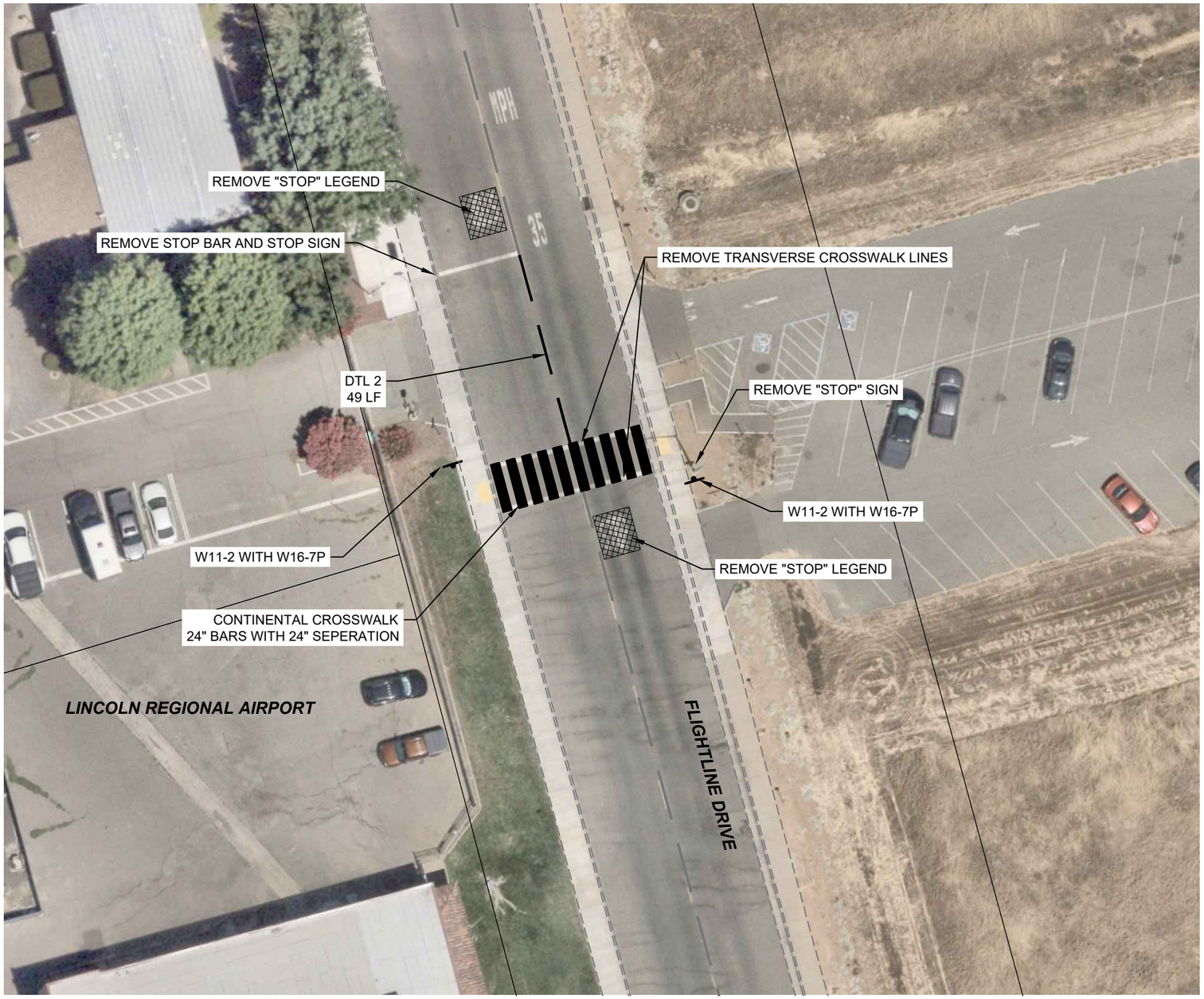
AYES: Councilmembers:
NOES: Councilmembers:
ABSENT: Councilmembers:
ABSTAIN: Councilmembers:

_____
Holly Andreatta, Mayor

ATTEST:

Hope Ithurburn, City Clerk

ATTACHMENT A





W11-2*



W16-7P



W16-9P

CONSTRUCTION NOTES

1. INSTALL NEW STRIPING IN ACCORDANCE WITH THE LATEST VERSION OF THE CA MUTCD.
2. NEW STRIPING SHALL BE THERMOPLASTIC.

FLIGHTLINE DRIVE - STOP SIGN REMOVAL

SHEET 1

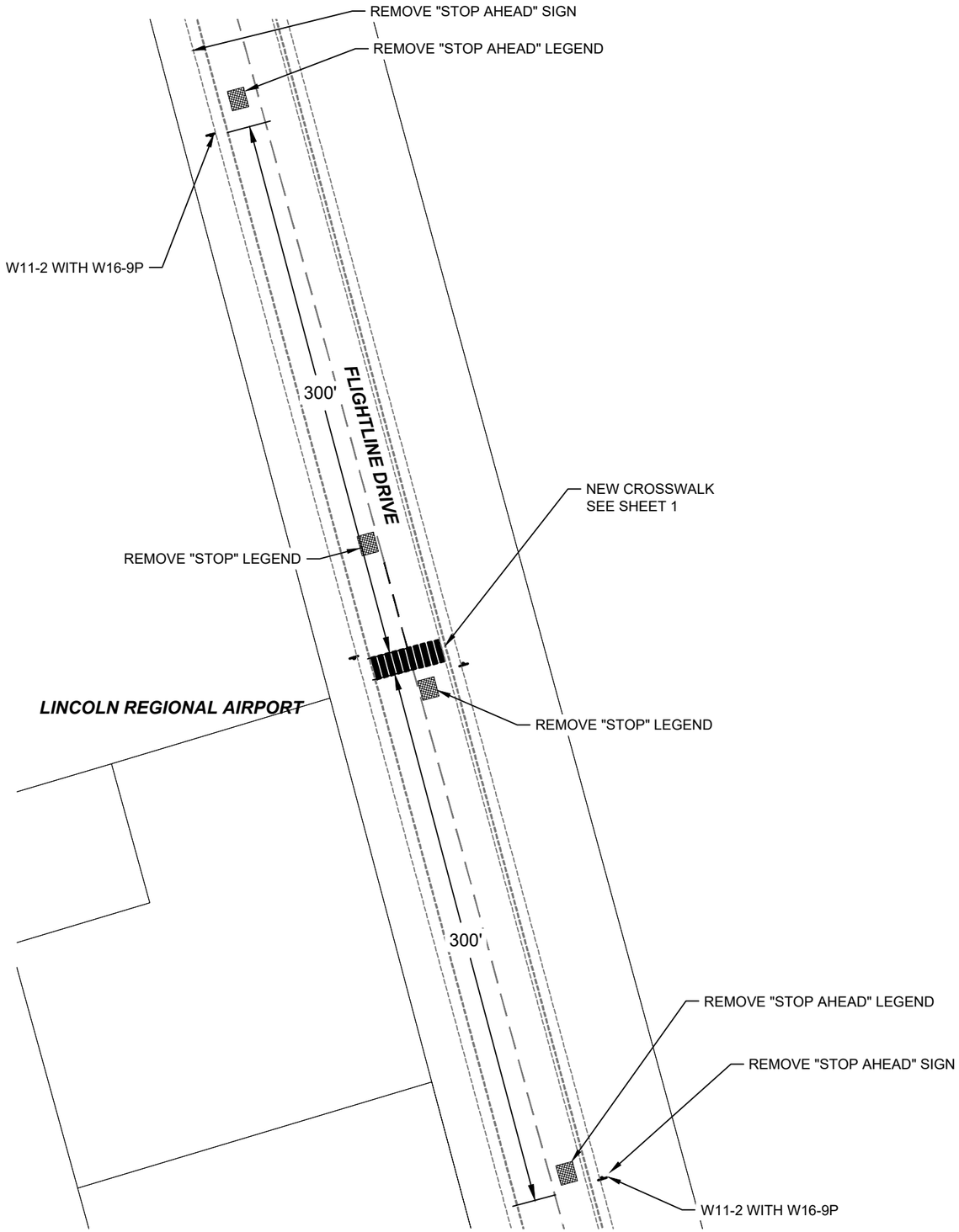
N

30'

0 1"

City of Lincoln

F:\ENGINEERING\Streets\Misc Street\Flightline Drive - Stop Sign Removal\Flightline Drive Stop Sign.dwg





W11-2*



W16-7P



W16-9P

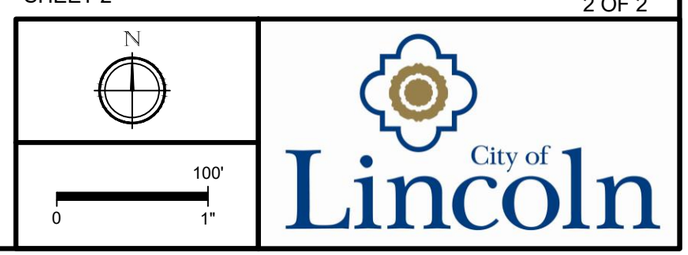
CONSTRUCTION NOTES

1. INSTALL NEW STRIPING IN ACCORDANCE WITH THE LATEST VERSION OF THE CA MUTCD.
2. NEW STRIPING SHALL BE THERMOPLASTIC.

FLIGHTLINE DRIVE - STOP SIGN REMOVAL

SHEET 2

2 OF 2



F:\ENGINEERING\Streets\Misc Street\Flightline Drive - Stop Sign Removal\Flightline Drive Stop Sign.dwg

STAFF REPORT

Item Number 7.H

SUBJECT: Adopt a Resolution Authorizing the City Manager to Execute Fleet Vehicle Lease Agreements for Police and Public Works. (Mike Osborne)

SUBMITTED BY: Mike Osborne

DEPARTMENT: Public Works

DATE: September 23, 2025

STAFF RECOMMENDATION:
Staff recommends that City Council adopt a resolution authorizing the City Manager to execute contracts with Enterprise Fleet Management to lease:

1. Five Dodge Durangos for the Police Department
2. One Ford F350 service truck for the Streets Division
3. One Ford F350 dump truck for the Water Division

BACKGROUND/INTRODUCTION:
The Police Department currently operates several aging vehicles that are becoming increasingly unreliable. Among them are five 2014 and one 2017 patrol units, each with mileages well-over 100,000, and all of which are due for replacement. The deteriorating condition of these vehicles contributes to electronic and mechanical issues leading to operational downtime which undermines the department's mission to respond efficiently and maintain public safety.

Similarly, the Streets Division in Public Works is facing challenges with outdated equipment, most notably a 2001 Dodge Ram 3500 service truck that is in critical need of replacement because of its poor condition and lack of capacity for tools and materials. Upgrading this vehicle is necessary to support the Division's mandate to maintain infrastructure and deliver timely, effective service to the City.

In addition, the Water Division has long faced challenges in efficiently managing excavation and backfill tasks, particularly during water meter replacements and leak repairs. Currently, staff rely on the labor-intensive method of transporting backfill materials using five-gallon buckets, which is both time-consuming and physically demanding. There is a clear need for a more effective solution to streamline operations and reduce strain on workers.

FINDINGS/ANALYSIS:
Leasing vehicles from Enterprise Fleet Management, under cooperative purchasing

Sourcewell contract 030122-EFM, is proposed for procurement of the vehicles listed in this report, the master lease contract with Enterprise Fleet Management having been previously approved by Resolution 2024-125.

The Police Department needs to procure five new Dodge Durangos to replace high-mileage vehicles currently used for patrol and other duties. Due to public safety priorities and the high demand on the patrol fleet, the Public Works Department is supporting the request from the Police Department and proposing to order a fifth Durango by adding funds to CIP V2524 in lieu of the previously budgeted two volunteer vehicles at this time and unencumber funds from CIP V2525 and CIP V2526. In addition, the Streets Division requires a new Ford F350 service truck to replace its aging 2001 model, and the Water Division needs a small dump truck mounted on a Ford F350 chassis to efficiently address ongoing material handling needs.

Consequently, staff recommends that City Council adopt a resolution authorizing the City Manager to execute contracts with Enterprise Fleet Management to lease:

1. Five Dodge Durangos for the Police Department
2. One Ford F350 service truck for the Streets Division
3. One Ford F350 dump truck for the Water Division

ENVIRONMENTAL REVIEW:

This project is not subject to the California Environmental Quality Act ("CEQA"), as codified at Public Resources Code §§ 31000, et seq., and as further governed by 14 California Code of Regulations §§ 15000, et seq., because it is not a project as contemplated by 14 C.C.R. § 15378.

FISCAL IMPACT:

Budgeted (note: CIP V2525 and CIP V2526 will be combined to lease a fifth Durango)

CIP V2524 Four Dodge Durangos	
Fund 1000	$432,142
CIP V2525 One Chevrolet Equinox	
Fund 1000	$ 40,911
CIP V2526 One Chevrolet Colorado	
Fund 1000	$ 46,736
Total for the purchase of five Dodge Durangos	$519,789

Estimated Cost for Five Dodge Durangos

Fund 1000	$519,789

Budgeted

CIP V2528 Ford F350 Service Truck	
Fund 2230	$172,719

Estimated Cost

Fund 2230	$172,719

Budgeted

CIP V2533 F350 Dump Truck	
Fund 7110	$132,563

Estimated Cost F350 Dump Truck
Fund 7110 $132,563

In summary, the costs of all vehicles proposed in this report have been fully budgeted.

ATTACHMENTS:
Resolution.docx

Attachment A Dodge Durango.pdf

Attachment B Ford F350 Service Truck.pdf

Attachment C F350 Dump Truck.pdf

Attachment D Proposed Vehicle Retirements/Proposed Vehicle Replacements/60-Month Vehicle Lease Payment Schedule for 7 Vehicles.pdf

RESOLUTION 2025-XX

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF LINCOLN AUTHORIZING THE CITY MANAGER TO EXECUTE CONTRACTS WITH ENTERPRISE FLEET MANAGEMENT TO LEASE FIVE DODGE DURANGOS FOR THE POLICE DEPARTMENT, ONE FORD F350 SERVICE TRUCK FOR THE STREETS DIVISION, AND ONE FORD F350 DUMP TRUCK FOR THE WATER DIVISION.

WHEREAS, the Police Department has several older vehicles that are in a deteriorated and increasingly unreliable condition; and

WHEREAS, the Streets Division has a 2001 Dodge Ram 3500 service truck that is in critical need of replacement because of its poor condition and lack of capacity for tools and materials; and

WHEREAS, these older vehicles have increasingly frequent mechanical issues, leading to downtime and higher repair expenses, which hinder the goal of efficiently performing essential tasks for the City; and

WHEREAS, the Police Department needs to procure a total of five new Dodge Durangos to address their patrol and other duties; and

WHEREAS, due to public safety priorities and increased patrol demand, the Public Works Department supports the Police Department's request to purchase a fifth Durango by reallocating funds to CIP V2524, in place of two volunteer vehicles, and unencumbering funds from CIP V2525 and V2526; and

WHEREAS, the Streets Division needs a new Ford F350 truck to fill their need for a well-equipped, reliable service vehicle, and

WHEREAS, staff additionally proposes the procurement of a small dump truck on a Ford F350 chassis for the Water Division to facilitate backfill operations after excavations; and

WHEREAS, the costs of all vehicles proposed in this report have been fully budgeted; and

WHEREAS, leasing vehicles from Enterprise Fleet Management, under cooperative purchasing Sourcewell contract 030122-EFM, is proposed for procurement of the vehicles listed in this report, the master lease contract with Enterprise Fleet Management having been previously approved by Resolution 2024-125; and

WHEREAS, these procurements comply with the City's purchasing guidelines consistent with Section 3.24 of the Lincoln Municipal Code; and

NOW, THEREFORE, BE IT RESOLVED, that the City Council hereby authorizes the City Manager to execute a contract with Enterprise Fleet Management to lease five Dodge Durangos for the Police Department, one Ford F350 service truck for the Streets Division, and one Ford F350 dump truck for the Water Division.

PASSED AND ADOPTED this 23rd day of September, 2025 by the following vote:

AYES: Councilmembers:
NOES: Councilmembers:
ABSENT: Councilmembers:
ABSTAIN: Councilmembers

Holly Andreatta, Mayor

ATTEST:

Hope Ithurburn, City Clerk

Attachment A

Dodge Durango



Attachment B

Ford F350 Service Truck



Attachment C

F350 Dump Truck



Attachment D

Proposed Vehicle Retirements and Proposed Vehicle Replacements
60-Month Vehicle Lease Payment Schedule for 7 Vehicles

Vehicles Proposed for Retirement					Proposed New Vehicles		
Department	Year	Make	Model	Current Odometer	Replacement Model Year	Replacement Make	Replacement Model
Police	2014	Dodge	Durango	140,000	2026	Dodge	Durango
Police	2014	Dodge	Durango	138,000	2026	Dodge	Durango
Police	2014	Dodge	Durango	134,000	2026	Dodge	Durango
Police	2014	Dodge	Charger	131,000	2026	Dodge	Durango
Police	2017	Ford	Explorer	115,000	2026	Dodge	Durango
Streets	2001	Dodge	Ram 3500	78,000	2026	Ford	F350

60-Month Vehicle Lease Payment Schedule for 7 Vehicles								
Dept	Vehicle	CIP/Fund	FY25-30 Approved Budget for leasing these 7 vehicles	60-Month Lease Estimated Annual Payments				
				25-26	Future Budgets			
					26-27	27-28	28-29	29-30
PD	5 Durangos	V2524,25,26 Fund 1000	$519,790	$145,088	$91,212	$91,212	$91,212	$101,066
STREETS	F350 SERVICE TRK	CIP V2528 Fund 2230	$172,719	$60,835	$25,400	$25,400	$25,400	$35,684
WATER	F350 DUMP TRK	CIP V2533 Fund 7110	$132,562	$37,649	$21,519	$21,519	$21,519	$30,356
			Annual Cost	$243,572	$138,131	$138,131	$138,131	$167,106
			Total budget for 7 vehicles	$825,071				
			Estimated Total Cost	$825,071				

STAFF REPORT

Item Number 8.A

SUBJECT: Waive full reading and introduce an ORDINANCE by title only, adopting the 2025 California Green Code, Administrative, Building, Fire, Plumbing, Mechanical, Electrical, Energy, Residential, Existing Building Code, and related Construction Codes (LMC Title 15 - Building and Construction) as applicable to all construction within the City of Lincoln. (Will Foote)

SUBMITTED BY: Will Foote

DEPARTMENT: Community Development

DATE: September 23, 2025

STAFF RECOMMENDATION:

1. Conduct a Public Hearing;
2. Waive full reading and introduce an ORDINANCE by title only, adopting the 2025 California Green Code, Administrative, Building, Fire, Plumbing, Mechanical, Electrical, Energy, Residential, Existing Building Code, and related Construction Codes (LMC Title 15 - Building and Construction) as applicable to all construction within the City of Lincoln.

BACKGROUND/INTRODUCTION:

The City's Building and Construction codes are amended every three years to include sections of the most recent versions of the State codes. The State of California Building Standards commission adopts new State standards, which cities and counties are then mandated to follow, with the option of adopting them locally. If codes are not adopted locally, cities and counties are required to follow state codes only. Adopting the 2025 California Building Codes by reference is to allow the city to make potential amendments to the state code, and to enforce the Building Code through the methods and processes contained within the Lincoln Municipal Code (LMC).

The attached ordinance amends Title 15 Building and Construction by reflecting the 2025 California Code of Regulations adoptions:

California Residential Code (LMC Section 15.04.050), California Green Building Code (LMC Section 15.04.060), California Mechanical Code (LMC Section 15.04.070), California Plumbing Code (LMC Section 15.040.080), California Electrical Code (LMC Section 15.04.090), California Energy Code (LMC Section 15.04.100), California Existing Building Code (LMC Section 15.04.110), California Referenced Standards Code (LMC Section 15.04.120), California Administrative Code (LMC Section 15.04.130), California Historical

Code (LMC 15.04.140), California Building Code (LMC Section 15.04.180), and California Building Code (LMC Section 15.04.190).

The California Building Standards Commission allow cities and counties to amend the State standards based on local climatic, geological and topographical conditions, provided that the amendments are not less restrictive than the State requirements. For amendments to be effective, the local governing body must make specific findings that are presented in the Resolution, approve an ordinance adopting the amendments, and file a copy of the express findings and the local ordinance with the California Building Standards Commission. These requirements apply to both new and previously adopted local amendments.

FINDINGS/ANALYSIS:

Staff recommends that the City Council adopt the 2025 California building codes to create consistency with neighboring jurisdictions and provide staff with the necessary tools to effectively provide safety to our community.

ENVIRONMENTAL REVIEW:

California Environmental Quality Act (CEQA) Guidelines section 15060(c)(2) states that a project is not subject to CEQA review where the activity will not result in a direct or reasonably foreseeable indirect physical change to the environment. CEQA Guidelines Section 15061(b)(3) states that a project is exempt from CEQA "where it can be seen with certainty that there is no possibility that the activity in question may have a significant effect on the environment."

The approval of the code amendments set forth in the proposed ordinance does not approve any physical development project, and it would not result in a direct or indirect physical change in the environment. The proposed changes to Title 15 are necessary to maintain consistency with state law and ensure a safe built environment. Many of the standards are already being implemented by the City when reviewing construction projects and would not change how these projects are reviewed and approved. For these reasons, the proposed amendments would not have the potential to result in individually or cumulatively significant effects on the environment and these LMC amendments are exempt from review under CEQA.

FISCAL IMPACT:

These changes to the Municipal Code will have a positive fiscal impact on staff and contractors. The fiscal impacts associated with the Code adoption cycle is accounted for in the department budget. Purchase of books and reference materials, as well as training for departmental staff and public awareness programs were included in the budget. Costs of reviewing plans, issuing building permits and conducting inspections are covered by plan check and permit fees.

ATTACHMENTS:

2025 Building Code Ordinance - DRAFT

ORDINANCE

AN ORDINANCE OF THE CITY COUNCIL OF THE CITY OF LINCOLN, REPEALING AND RE-ENACTING CHAPTER 15.04 OF THE CITY OF LINCOLN MUNICIPAL CODE, REGARDING BUILDING REGULATIONS AND THE ADOPTION BY REFERENCE OF VARIOUS 2025 CALIFORNIA CONSTRUCTION CODES

WHEREAS, model building codes and the California codes on which they are based are updated every three years; and

WHEREAS, the City of Lincoln adopts the California buildings codes into the Lincoln Municipal Code, as allowed by state law, to provide for ease of code administration and enforcement; and

WHEREAS, the California Administrative Code is found in Chapter 15.04 of the Lincoln Municipal Code; and

WHEREAS, the California Building Code is found in Chapter 15.04 of the Lincoln Municipal Code; and

WHEREAS, the California Residential Code is found in Chapter 15.04 of the Lincoln Municipal Code; and

WHEREAS, the California Green Building Standards Code is found in Chapter 15.04 Lincoln Municipal Code; and

WHEREAS, the California Plumbing Code is found in Chapter 15.04 of the Lincoln Municipal Code; and

WHEREAS, the California Electrical Code is found in Chapter 15.04 of the Lincoln Municipal Code; and

WHEREAS, the California Mechanical Code is found in Chapter 15.04 of the Lincoln Municipal Code; and

NOW, THEREFORE, BE IT ORDAINED that the City Council of the City of Lincoln hereby amends Lincoln Municipal Code Title 15 Building and Construction as follows:

Section 1. **Repealed.** Chapters 15.04 of the City of Lincoln Municipal Code are hereby repealed in entirety and re-enacted herein.

Section 2. **Purpose and Authority.** The purpose of this Ordinance is to adopt by reference the 2025 editions of the California Building Standards Code, Title 24- Part 1; Part 2; Part 2.5;

DRAFT

Part 3; Part 4; Part 5; Part 6; Part 8; Part 9; Part 10, Part 11 and Part 12, of the California Code of Regulations, the 1997 Uniform Housing Code, the 1997 Uniform Code for the Abatement of Dangerous Buildings, subject to the definitions, clarifications, and the amendments set forth in this Ordinance. The purpose of this Ordinance is also to provide minimum requirements and standards for the protection of the public safety, health, property and welfare of the City of Lincoln. This Ordinance is adopted under the authority of Government Code Subsection 50022.2 and Health and Safety Code Section 18941.5.

Section 3. **Title.** This Chapter shall be known as the City of Lincoln Construction Code and may be cited as such.

Section 4. **Application.** This Code shall be the exclusive source of regulations for all new construction and any alterations, repairs, relocations, or reconstruction of any building, or any portion thereof, including any electrical, mechanical, gas, plumbing, or fire protection equipment installed on any property or used on or within any building with the City of Lincoln.

Section 5. **Conflicts with other laws, rules, etc.** In the event of any conflict between this Code and any law, rule or regulation of the Federal or State Government occurs, that requirement which establishes the higher standard of safety shall govern. Failure to comply with such standard of safety shall be a violation of this Code. The Authority having jurisdiction shall determine the establishment of the higher standard of safety and interpretation of such standard.

Section 6. **Adopt Lincoln Municipal Code Chapter Related to the California Existing Building Code to be adopted and read as follows**:

Chapter 15.04

ADOPTION OF INTERNATIONAL, UNIFORM & CALIFORNIA CODES

15.04.030 Uniform Housing Code

The Uniform Housing Code, 1997 Edition, International Property Maintenance Code 2024 Edition, International Swimming Pool and Spa Code 2024 Edition, published by the international code council is hereby adopted by reference. One copy of the Uniform Housing Code 1997 Edition, International Property Maintenance Code 2024 Edition, International Swimming Pool and Spa Code 2024 Edition, is accessible to the public at the Building Division.

15.04.040 Uniform Code for the Abatement of Dangerous Buildings. The Uniform Code for the Abatement of Dangerous Buildings, 1997 Edition, published by the International Conference of Building Officials, is hereby adopted by reference. One copy of The Uniform Code for the Abatement of Dangerous Buildings, 1997 Edition, is on file in the office of the Community Development Department/Building Division for use and examination by the public.

15.04.050 California Residential Code (CRC), Part 2.5. International Residential Code with California Amendments, 2025 Edition as published by the International Code Council,

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establishing minimum standards to safeguard life, health, property and public welfare for residential construction including Appendix Chapter H (Patio Covers), with the changes and additions as set forth herein is hereby adopted as referenced. One copy of the California Residential Code is on file in the office of the Development Services Department/ Building Division for use and examination by the public.

15.04.060 California Green Building Code (CGBC), Part 11. The California Green Building Code 2025 Edition, published by the International Code Council California Building standards Commission, is hereby adopted by reference. One copy of the California Green Building Code is on file in the office of the Community Development Department/Building Division for use and examination by the public.

15.04.070 California Mechanical Code (CMC), Part 4. The Uniform Mechanical Code with California Amendments, 2025 Edition, published by the International Association of Plumbing and Mechanical Officials and the International Code Council, is hereby adopted by reference. One copy of the Uniform Mechanical Code with California Amendments is on file in the office of the Development Services Department/ Building Division for use and examination by the public.

15.04.080 California Plumbing Code (CPC), Part 5. The Uniform Plumbing Code with California Amendments, 2025 Edition, published by the International Association of Plumbing and Mechanical Officials, is hereby adopted by reference. One copy of the Uniform Plumbing Code with California Amendments is on file in the office of the Community Development Department/Building Division for use and examination by the public.

15.04.090 California Electrical Code (CEC), Part 3. The National Electrical Code with California Amendments, 2025 Edition, published by the National Fire Protection Association, is hereby adopted by reference. There is one copy of the National Electric Code on file in the office of the Development Services Department/ Building Division for use and examination by the public.

15.04.100 California Energy Code (CEC), Part 6. The California Energy Code 2025 Editions of the Residential and Non-residential regulations, as published by the International Code Council and California Energy Commission, providing provisions to safeguard the public health, safety and welfare by regulating and controlling the design, construction, installation, quality of materials, location, operation and maintenance or use of energy and energy systems. The California Energy Code 2025 Edition is hereby adopted by reference. There is one copy of the California Energy Code 2025 Edition on file in the office of the Community Development Department/Building Division for use and examination by the public.

15.04.110 California Existing Building Code, Part 10. California Existing Building Code 2025 Edition, published by the International Code Council, providing provisions for the minimum requirements and standards for the protection of public health, safety and welfare. The California Existing Building Code 2025 Edition is hereby adopted by reference. There is one copy

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of the California Existing Building Code 2025 Edition on file in the office of the Community Development Department/Building Division for use and examination by the public.

15.04.120 California Referenced Standards Code, Part 12. California Referenced Standards Code, 2025 Edition, published by the International Code Council providing provisions for the minimum requirements and standards for the protection of the public health, safety and welfare. The California Referenced Standards Code 2025 edition is hereby adopted by reference. There is one copy of the California Referenced Standards Code 2025 Edition on file in the office of the Community Development Department/Building Division for use and examination by the public.

15.04.130 California Administrative Code (CAC), Part 1 California Administrative Code, 2025 Edition, published by the International Code Council establishing administrative regulations and procedures concerning the construction and reconstruction, alteration and additions to buildings. The California Administrative Code 2025 Edition is hereby adopted by reference. There is one copy of the California Administrative Code on file in the office of the Community Development Department/Building Division for use and examination by the public.

15.04.140 California Historical Code (CHC) Part 8. California Historical Code, 2025 Edition, Published by the International Code Council. The California Historical Code 2025 Edition is hereby adopted by reference. There is one copy of the California Historical Code on file in the office of the Community Development Department/Building Division for use and examination by the public.

15.04.150 The National Fire Protection Association 13 and 13 D Standards for the Installation of Sprinkler Systems. The National Fire Protection Associations current 13 and 13D Standards for the Installation of Sprinkler Systems, 2025 Edition is hereby adopted by reference. There is one copy of the National Fire Protection Association 13 and 13 D Standards for the Installation of Sprinkler Systems, 2025 Edition, on file in the office of the Community Development Department/Building Division for use and examination by the public.

15.04.160 California Fire Code (CFC), Part 9 The California Fire Code 2025 edition as published by the International Code Council including Appendix Chapter 4, Appendix Chapter A, B, BB, C, CC, D, E, F, G, H, I, and J with the changes and additions as set forth herein is hereby adopted by reference. There is one copy of the International Fire Code/California Fire Code on file in the office of the Community Development Department/Building Division for use and examination by the public.

15.04.170 California Fire Code. The International Fire Code with California amendments is amended to read as follows:

California Fire Code, Section 903 is amended to read as follows:

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An automatic fire-extinguishing system shall be installed in the occupancies and locations as set forth in this section. In the event of any conflict between this Code and any law, rule or regulation of the State of California or any other jurisdiction, that requirement which establishes the higher standard of safety shall govern. Failure to comply with such standard of safety shall be a violation of this Code.

California Fire Code, Section 903.2: Where required an automatic sprinkler system shall be installed:

1. In all new construction including residential structures.

2. In all other buildings or structures, when:

(a) There is a change of occupancy classification as defined in the International Building or Fire Code with California Amendments; or

(b) There are alterations or repairs within any 12-month period which exceed twenty-five percent (25%) of the assessed value of the existing building or structure.

(c) An automatic sprinkler system shall be installed in all factory-built homes including but not limited to; mobile homes, manufactured homes and multi-family manufactured homes with two or more dwelling units in accordance with Title 25 of the California Code of Regulations.

Exception**s**:

Group (B) occupancies
Exception: B occupancies with a gross floor area of 750 square feet or less with an occupant load of ten (10) or less (includes employees).

Group (M) occupancies
Exception: For temporary (M) occupancies only by approval of the fire code official.

Group (S) occupancies
Exception: Buildings with a gross floor area of 1,000 square feet or less and the type of materials stored must be submitted to and approved by the fire code official.

Group (U) occupancies
Exception: Buildings with a gross floor area of 1,000 square feet or less and maintains a safe fire separation from adjacent occupancies as approved by the code official.

California Fire Code, Section 903.3.1.3: NFPA 13D Sprinkler Systems is amended to read as follows:

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Automatic fire sprinkler systems required to be installed in one-and two-family dwellings and townhouses pursuant to the California Fire Code shall be permitted to be designed and installed throughout in accordance with NFPA 13D or the California Residential Code, Section R313.3. Each fire sprinkler riser is required to have installed a water flow switch and a 120-volt horn strobe at the exterior. The exterior flow alarm horn strobe shall be located on the exterior of the building at or near the front or side corner facing the fronting street. The horn strobe shall be loud enough to notify the occupants that water is flowing. The fire riser shall be installed pursuant to the City of Lincoln, Public Facilities Improvement Standards and as specified herein. In the event of any conflict between this Code and any law, rule or regulation of the State of California or any other jurisdiction, that requirement which establishes the higher standard of safety shall govern as determined by the fire code official or building official.

15.04.180 California Building Code (CBC). The California Building Code with California Amendments, 2025 Edition published by the International Code Council and the California Building Standards Commission establishing minimum standards to safeguard life, health, property and public welfare by regulating the design, construction, quality of materials, use, occupancy, location and maintenance of all buildings and structures within this jurisdiction including Administrative Chapters, Divisions I & II; the Appendix Chapter I, Patio Covers; and Appendix Chapter J, Grading with the changes and additions as set forth herein is hereby adopted by reference with the following revisions:

California Building Code, Chapter 1, Scope and Administration,

Section 105.2 "Work Exempt from Permit", "Building", item 1 is amended to read as follows:

1. One-story detached utility occupancy accessory buildings used as tool and storage sheds, playhouses or similar uses as determined by the authority having jurisdiction, provided the square footage does not exceed 120 square feet, with no utilities [water, sewer or electrical] attached or established in the structure and the structure is a single story structure less than 16 feet in height built entirely above grade and is not located in a maintenance easement, on a public utilities easement, or in front and side street setbacks as required by the Zoning Code of the City of Lincoln. The structure shall not exceed the height requirements set forth in the City of Lincoln Zoning Code. The eave overhangs shall not extend more than 24 inches (610 mm) beyond the exterior wall of the structure. The location on the property for the purposes of fire protection shall be in compliance with the currently adopted Residential Building Code and/or the California Building Code. All construction shall be in compliance with acceptable standards for construction as outlined in the currently adopted uniform and international Codes with California Amendments. All construction shall be in compliance with currently adopted zoning and municipal code regulations related to accessory structures such as sheds including; but not limited to setbacks and building height requirements.

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Section 105.2 “Work Exempt from Permit”, “Building”, items 3 [oil derricks], and 5 [water tanks] are hereby deleted.

Section 105.2 “Work Exempt from Permit”, “Building”, Item 9 is amended to read as follows:

Prefabricated swimming pools accessory to a Group R-3 occupancy that are less than 24 inches (610mm) deep, do not exceed 5,000 gallons (18925L) and are installed entirely above grade are exempt from a building permit provided they have fencing installed in accordance with the City of Lincoln pool fencing regulations adopted by the City of Lincoln, Municipal Code, Chapter 15.20.

Section 105.2 “Work Exempt from Permit”, “Building”, item 10 is hereby deleted. [Shade cloth structures]

Section 105.5 “Expiration” is amended to read as follows:

Every permit issued by the Building Official under the provisions of this code shall expire and become null and void after one year from the date of issuance of said permit.

Any permit holder holding an unexpired permit for which work has commenced may apply for an extension provided no changes have been made to the original plans. The fee will not be charged for a one-time 6-month extension provided the permit is not expired and additional extension for another 6 months can be applied for and a fee of (see current master fee schedule) is paid for the extension. No permit shall be extended without first being approved by the Building Official or his or her designee. Once a permit has expired a new permit can be applied for and fees shall be charged based on the valuation for the work that is left to perform under the original permit issued.

If a permit expires without commencement of work, a new permit shall be obtained before work can commence. This shall constitute a new application, complete plans, and full payment of all permit fees.

For the purpose of this section, commencement of work shall be defined as; the inspection and successful completion of the entire foundation system for the permitted structure, including the placing of the concrete. If the permit is for something other than a structure, the Building Official will determine if the amount of work completed shows a good faith effort was made to complete work authorized by the permit.

15.04.190 California Building Code, Chapter 9 Fire Protection Systems. The following sections of the California Building Code Chapter 9 are amended to read as follows:

California Building Code, Section 903 amended--Automatic fire-extinguishing systems. Section 903 of the California Building Code is amended to read as follows:

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Section 903 is amended as follows:

An automatic fire-extinguishing system shall be installed in the occupancies and locations as set forth in this section. In the event of any conflict between this Code and any law, rule or regulation of the State of California or any other jurisdiction, that requirement which establishes the higher standard of safety shall govern. Failure to comply with such standard of safety shall be a violation of this Code.

Section 903.2: An automatic sprinkler system shall be installed:

1. In all new construction including residential structures.

2. In all other buildings or structures, when:

(a) There is a change of occupancy classification as defined in the International Building Code with California Amendments; or

(b) There are alterations, additions or repairs within any 12-month period which exceed twenty-five percent (25%) of the current assessed value of the existing building or structure. The assessed value is determined by the Placer County Assessor.

(c) An automatic sprinkler system shall be installed in all factory-built homes including but not limited to; mobile homes, manufactured homes and multi-family manufactured homes with two or more dwelling units in accordance with Title 25 of the California Code of Regulations.

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Exceptions:

Group (B) occupancies
Exception: B occupancies with a gross floor area of 750 square feet or less with an occupant load of ten (10) or less (includes employees).

Group (M) occupancies
Exception: For temporary (M) occupancies only by approval of the fire code official.

Group (S) occupancies
Exception: Buildings with a gross floor area of 1,000 square feet or less and the type of materials stored must be submitted to and approved by the fire code official.

Group (U) occupancies
Exception: Buildings with a gross floor area of 1,000 square feet or less and maintains a safe fire separation from adjacent occupancies as approved by the code official.

Section 903.3.1.3: NFPA 13 D Sprinkler Systems is amended to read as follows:

Automatic fire sprinkler systems required to be installed in one-and two-family dwellings and townhouses pursuant to the California Building Code shall be permitted to be designed and installed throughout in accordance with NFPA 13D or the California Residential Code, Section R313.3. Each fire sprinkler riser required to be installed shall have installed a water flow switch and a 120-volt horn strobe installed at the exterior. The exterior flow horn strobe shall be located on the exterior of the building at or near the front or side corner facing the fronting street. The horn strobe shall be loud enough to notify the occupants that water is flowing. The fire riser shall be installed pursuant to the City of Lincoln, Public Facilities Standards and as specified herein. In the event of any conflict between this Code and any law, rule or regulation of the State of California or any other jurisdiction, that requirement which establishes the higher standard of safety shall govern as determined by the fire code official or building official.

15.04.200 California Building Code, Appendix J amended--Excavation and Grading. All references to the "Building Official" within this appendix are hereby amended to read "City Engineer". All grading operations within the City of Lincoln shall be performed in accordance with the provisions of the Building Code, the City of Lincoln Grading Ordinance and any other regulations of the City pertaining to grading operations. The following sections of Appendix J of the California Building Code are hereby amended to read as follows:

Section J101.2 "Flood Hazard Areas" is amended to read as follows: The provisions of this chapter shall not apply to grading, excavation and earthwork construction, including fills and embankments, in floodways within flood hazard areas where design flood elevations are specified. All grading in flood hazard areas shall be performed in accordance with the City of Lincoln Flood Ordinance, Federal Emergency Management Agency (FEMA) guidelines and any other regulations of the City pertaining to grading operations.

"Other Hazards." Whenever the City Engineer determines that any existing excavation or embankment or fill on private property or alterations to drainage affecting adjoining property has become a hazard to life and limb, or endangers property, or adversely affects the safety, use, stability or capacity of a public way, drainage channel, the owner of the property upon which the excavation or fill is located, or other person or agent in control of said property, upon receipt of notice in writing from the City Engineer, shall within the period specified therein repair or eliminate the hazard and be in conformance with the requirements of the California Building Code and any other grading regulations of the City of Lincoln. The City Engineer or his designee shall have the authority to issue a "Stop work Notice" for violations of the grading provisions of this Code.

"Grading Designation." If the City Engineer determines that special conditions or unusual hazards exist, grading shall conform to the requirements for engineered grading.

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Section J103.1 “Permits Required” Except as specified and amended in Section J103.2 of this chapter, no person shall perform any grading over ten (10) cubic yards without first having obtained a grading permit from the City Engineer, Department of Public services. A separate permit shall be obtained for each site, and may cover both excavations and fills. Any site disturbance/grading over one (1) acre in size or a development project requires an additional storm water permit from the State Water Resources Department (National Pollutants Discharge Elimination System, NPDES). In the event of any conflict between this Code and any law, rule or regulation of the State of California, that requirement which establishes the higher standard of safety shall govern. Failure to comply with such standard of safety shall be a violation of this Code.

Section J103.2 “Exemptions” Section J103.2 Exemptions is amended as follows: Items 2, 5 and 6 are hereby deleted.

“Fees.” Fees shall be assessed in accordance with the currently established “Master Fee Schedule” of the City of Lincoln and this section.

“Plan Review Deposit.” When a plan or other data are required to be submitted, a plan review deposit shall be paid at the time of submitting plans and specifications for review. Said plan review deposit shall be 1% of the contractor's cost for the grading project or five hundred dollars, whichever is greater. Separate plan review fees shall apply to retaining walls or major drainage structures as required elsewhere in this code.

“Grading Permit Deposit (Inspections).” A deposit for each grading permit shall be paid to the City Engineer. Said permit deposit shall be 4% of the contractor's cost for the grading project or one-thousand dollars, whichever is greater. Separate permits and fees shall apply to retaining walls or major drainage structures as required elsewhere in this code. There shall be no separate charge for standard terrace drains and similar facilities.

“Preparation of Ground.” The preparation of ground shall be determined at the time of plan review by the City Engineer.

Section J1061 “Maximum Slope” Except as specified elsewhere in this section, cut and fill slopes shall be set back from site boundaries in accordance with this section and the Public Services Design Criteria and Procedures Manuel and Public Facilities Improvement Standards. Setback dimensions shall be horizontal distances measured perpendicular to the site boundary; a building setback letter may be required. All setbacks to be approved by the City Engineer.

Section J110.1 Erosion Control, “General” shall be amended to add the following language: Erosion control shall be in accordance with the "Erosion and Sediment Control Guidelines of the High Sierra Resource Conservation District” and the City of Lincoln Erosion Control grading requirements. Storm Water Protection Plans shall be enforced in accordance with the Public Facilities Improvement Standards and Design Criteria and Procedures Manuel and all other Federal and State requirements. One copy of the California Building Code is on file in the office

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of the Community Development Department/Building Division for use and examination by the public.

15.04.210 California Residential Code (CRC). The following sections of the California Residential Code are amended to read as follows:

Section 1.1.5 "Referenced Standards" is amended to include reference to the Uniform Plumbing Code with California Amendments, Uniform Mechanical Code with California Amendments and the National Electrical Code NFPA 70 with California Amendments as recognized Standards for residential construction of one and two-family dwellings.

Section R105.2. "Work Exempt from Permit", "Building", item 1 is amended to read as follows:

1. One-story detached residential accessory buildings used as tool and storage sheds, playhouses or similar uses as determined by the authority having jurisdiction, provided the square footage does not exceed 120 square feet with no utilities [water, sewer or electrical] attached or established in the structure and the structure is a single story structure less than 16 feet in height built entirely above grade and is not located in a maintenance easement, on a public utilities easement, or in front and side street setbacks as required by the Zoning Code of the City of Lincoln. The structure shall not exceed the height requirements set forth in the City of Lincoln Zoning Code. The eave overhangs shall not extend more than 24 inches (610 mm) beyond the exterior wall of the structure. The location on the property for the purposes of fire protection shall be in compliance with the currently adopted Residential Building Code and/or the California Building Code. All construction shall be in compliance with acceptable standards for construction as outlined in the currently adopted uniform and international Codes with California Amendments. All construction shall be in compliance with currently adopted zoning and municipal code regulations related to accessory structures such as sheds including; but not limited to setbacks and building height requirements.

Section R105.2 "Work Exempt from Permit", "Building", item 4 is hereby deleted.

Section R105.2 "Work Exempt from Permit", "Building", Item 5 is amended to read as follows:

Sidewalks and driveways provided they are not part of the public way and considered an accessible path of travel required by this Code.

Section R105.2 "Work Exempt from Permit", "Building", Item 7 is amended to read as follows:

Prefabricated swimming pools accessory to a Group R-3 occupancy that are less than 24 inches (610mm) deep, do not exceed 5,000 gallons (18925L) and are installed entirely above grade are

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exempt from building permit provided they have fencing installed in accordance with the City of Lincoln pool fencing regulations adopted by the City of Lincoln, Municipal Code, Chapter 15.20.

Section R105.5 "Expiration", is amended to read as follows:

Every permit issued by the Building Official under the provisions of this code shall expire and become null and void after one year from the date of issuance of said permit.

Any permit holder holding an unexpired permit for which work has commenced may apply for an extension provided no changes have been made to the original plans. The fee will not be charged for a one-time extension provided the permit is not expired subsequent extensions shall be charged based on the valuation for the work that is left to perform under the original permit issued. No permit shall be extended without first being approved by the Building Official or his or her designee.

If a permit expires without commencement of work, a new permit shall be obtained before work can commence. This shall constitute a new application, complete plans, and full payment of all permit fees.

For the purpose of this section, commencement of work shall be defined as; the inspection and successful completion of the entire foundation system for the permitted structure, including the placing of the concrete. If the permit is for something other than a structure, the Building Official will determine if the amount of work completed shows a good faith effort was made to complete work authorized by the permit.

Section R313.1.1 is revised to read as follows:

Automatic fire sprinkler systems required to be installed in townhouses pursuant to the California Residential Code shall be permitted to be designed and installed throughout in accordance with NFPA 13D or the California Residential Code, Section R313.3. Each fire sprinkler riser required to be installed shall have installed a water flow switch and a 120-volt horn strobe at the exterior. The exterior flow alarm horn strobe shall be located on the exterior of the building at or near the front or side corner facing the fronting street. The horn strobe shall be loud enough to notify the occupants that water is flowing. The fire riser shall be installed pursuant to the City of Lincoln Public Facilities Improvement Standards and as specified herein. In the event of any conflict between this Code and any law, rule or regulation of the State of California or any other jurisdiction, that requirement which establishes the higher standard of safety shall govern as determined by the fire code official or building official.

Section R313.2.1 is revised to read as follows:

Automatic fire sprinkler systems required to be installed in one-and two-family dwellings pursuant to the California Residential Code shall be permitted to be designed and installed throughout in accordance with NFPA 13D or the California Residential Code, Section R313.3.

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Each fire sprinkler riser required to be installed shall have installed a water flow switch and a 120-volt horn strobe at the exterior. The exterior flow alarm horn strobe shall be located on the exterior of the building at or near the front or side corner facing the fronting street. The horn strobe shall be loud enough to notify the occupants that water is flowing. The fire riser shall be installed pursuant to the City of Lincoln Public Works Standards and as specified herein. In the event of any conflict between this Code and any law, rule or regulation of the State of California or any other jurisdiction, that requirement which establishes the higher standard of safety shall govern as determined by the fire code official or building official.

15.04.220 Fees. On buildings, structures, electrical, gas, mechanical, plumbing and fire systems or alterations requiring a permit, a fee for each permit shall be paid as required in accordance with the established fee schedule as adopted by the currently established "Master Fee Schedule" of the City of Lincoln. The fee schedule is based upon the current cost of construction valuation established by either taking the actual contract price or shall be determined by the use of the current edition of "Valuation Data," and the currently adopted edition of the Building Code whichever is higher as published by the International Code Council.

15.04.230 Plan Review Fees. A plan review deposit shall be paid at the time of submitting the submittal documents for plan review based on the valuation of the project. Plan review fees shall be established in accordance with the currently established "Master Fee Schedule" of the City of Lincoln and as set forth in the California Building Code. Said plan review fees are separate fees from the permit fees and are in addition to the permit fees.

15.04.240 Violation--Misdemeanor. Notwithstanding any other provision of any code adopted in this chapter, any person who violates any provision of any code adopted by this chapter by reference, shall be guilty of a misdemeanor and punishable as the same is now or may hereafter be punishable under the laws of the state.

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Section 7. California Environmental Quality Act (CEQA). California Environmental Quality Act (CEQA) Guidelines section 15060(c)(2) states that a project is not subject to CEQA review where the activity will not result in a direct or reasonably foreseeable indirect physical change to the environment. CEQA Guidelines Section 15061(b)(3) states that a project is exempt from CEQA "where it can be seen with certainty that there is no possibility that the activity in question may have a significant effect on the environment."

The approval of the code amendments set forth in the proposed ordinance does not approve any physical development project, and it would not result in a direct or indirect physical change in the environment. The proposed changes to Title 15 are necessary to maintain consistency with state law and ensure a safe built environment. Many of the standards are already being implemented by the City when reviewing construction projects and would not change how these projects are reviewed and approved. For these reasons, the proposed amendments would not have the potential to result in individually or cumulatively significant effects on the environment and these LMC amendments are exempt from review under CEQA.

Section 8. **No Mandatory Duty of Care.** This ordinance is not intended to and shall not be construed or given effect in a manner that imposes upon the City or any officer or employee thereof a mandatory duty of care towards persons and property within or without the City, so as to provide a basis of civil liability for damages, except as otherwise imposed by law.

Section 9. **Severability.** If any section, subsection, sentence, clause, phrase, or portion of this ordinance is for any reason held to be invalid or unconstitutional by the decision of any court of competent jurisdiction, such decision shall not affect the validity of the remaining portions of this ordinance. The City Council hereby declares that it would have adopted this ordinance and each section, subsection, sentence, clause, phrase or portion thereof, irrespective of the fact that any one or more sections, subsections, sentences, clauses, phrases or portions be declared invalid or unconstitutional.

Section 10. **Effective Date and Publication.** This ordinance shall become effective thirty (30) days after its adoption and within fifteen (15) days of the passage of this ordinance, a summary shall be posted in the News Messenger, a newspaper of general circulation within the City. A certified copy of the full text of the Ordinance is posted in the office of the City Clerk and can be viewed on the City of Lincoln's website at: www.lincolnca.gov.

INTRODUCED at a regular meeting of the City Council of the City of Lincoln held on September 23, 2025, by the following vote:

AYES: Councilmembers:
NOES: Councilmembers:
ABSENT: Councilmembers:
ABSTAIN: Councilmembers:

PASSED AND ADOPTED at a regular meeting of the City Council of the City of Lincoln held on ##th day of October, 2025, by the following vote:

AYES: Councilmembers:
NOES: Councilmembers:
ABSENT: Councilmembers:
ABSTAIN: Councilmembers:

Holly Andreatta, Mayor

ATTEST:

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Hope Ithurburn, City Clerk

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STAFF REPORT

Item Number 8.B

SUBJECT:	Receive a Report on 2025 Public Health Goals. (Chris Nelson)
SUBMITTED BY:	Chris Nelson
DEPARTMENT:	Public Works
DATE:	September 23, 2025

STAFF RECOMMENDATION:
Staff recommends that the City Council conduct a public hearing to gather comments on the 2025 Public Health Goal Report, and if no significant changes, accept the attached Public Health Goal Report.

BACKGROUND/INTRODUCTION:
Section 116470(b) of California Health and Safety Code requires a water purveyor serving more than 10,000 service connections to prepare a Public Health Goal Report every three years, and to hold a public hearing sometime after the report is prepared, for the purpose of accepting and responding to public comment.

The triennial report compares the City's drinking water quality with Public Health Goals (PHGs) adopted by California Environmental Protection Agency's (CEPA's) Office of Environmental Health Hazard Assessment (OEHHA) and with Maximum Contaminant Level Goals (MCLGs) adopted by the United Sates Environmental Protection Agency (USEPA). PHGs and MCLGs are not enforceable standards and there are no mandates to meet them.

FINDINGS/ANALYSIS:
Attached is the 2025 report prepared by staff comparing the City's drinking water quality with PHGs adopted by the OEHHA and with MCLGs adopted by the USEPA based on Association of California Water Agencies (ACWA) guidelines. There were two (2) constituents: Arsenic and Perfluorooctane sulfonate included in the 2025 PHG Report. The intent of the report is to provide information to the public in addition to the Annual Consumer Confidence Report (CCR) available to each customer. As detailed in the annual CCR, the City's water system complies with all of the required health-based drinking water standards and maximum contaminant levels, and there are no recommendations in the report for additional actions.

ATTACHMENTS:
Attachment A - 2025 PHG Report.pdf

CITY OF LINCOLN
REPORT ON WATER QUALITY RELATIVE TO PUBLIC HEALTH GOALS
JULY 2025

Background

Provisions of the California Health and Safety Code, Title 22, Section 116470, specify that every three years water utilities larger than 10,000 service connections are required to prepare a special report if their water quality measurements have exceeded any Public Health Goals (PHGs). PHGs are non-enforceable goals established by the California Environmental Protection Agency's (EPA's) Office of Environmental Health Hazard Assessment (OEHHA). The law also requires that where OEHHA has not adopted a PHG for a constituent, the water suppliers are to use the Maximum Contaminant Level Goals (MCLGs) adopted by USEPA. Constituents with a California primary drinking water standard and for which either a PHG or MCLG has been set are to be addressed.

There are a few constituents that are routinely detected in water systems at levels usually well below the drinking water standards for which no PHG nor MCLG has yet been adopted by OEHHA or USEPA including Total Trihalomethanes. The City will address these constituents in a future required report after PHG adoption.

This report provides the information required by law for a detected constituent in the City of Lincoln's water supply between 2022 and 2024 at a level exceeding an applicable PHG or MCLG. Included is the numerical public health risk associated with each constituent, the best treatment technology available that could be used to reduce the constituent level, and an estimate of the cost to install that treatment if it is appropriate and feasible.

What Are PHGs

PHGs are non-enforceable goals set by the California OEHHA, which is part of California EPA and are based solely on public health risk considerations. A PHG is the level that poses no significant health risk if consumed for a lifetime. None of the practical risk-management factors that are considered by the USEPA or the State Water Resources Control Board (SWRCB), Division of Drinking Water (DDW) in setting drinking water standards (such as MCLs) are considered in setting the PHGs. These factors include analytical detection capability, treatment technology available, and benefits and costs. The PHGs are not enforceable and are not required to be met by any public water system. MCLGs are the federal equivalent to PHGs.

Water Quality Data Considered

All of the water quality data collected by our water system in 2022-2024 for purposes of determining compliance with drinking water standards was considered. The 2022, 2023, and 2024 Consumer Confidence Reports, which were delivered to customers in June of 2023, 2024, and 2025, respectively, summarized data collected during this period. The Consumer Confidence Report also contains useful definitions for PHG, MCLG, MCL, microgram per liter, nanograms per liter, and milligram per liter.

Guidelines Followed

The Association of California Water Agencies (ACWA) formed a workgroup that prepared guidelines for water utilities to use in preparing this required report. We used the ACWA guidelines in preparing our report.

Best Available Treatment Technology and Cost Estimates

Both the USEPA and California Division of Drinking Water (DDW) adopt what are known as Best Available Technologies (BAT), which are the best-known methods of reducing contaminant levels to the Maximum Contaminant Level (MCL). Cost can be estimated for such technologies. However, since many PHGs and all MCLGs are set much lower than the MCL, it is not always possible or feasible to determine what treatment is needed to further reduce a constituent downward to or near the PHG or MCLG, many of which are set at zero. Estimating the costs to reduce a constituent to zero is difficult. In some cases, installing treatment to try to further reduce very low levels of one constituent may have adverse effects on other aspects of water quality.

Constituents Detected That Exceed a PHG or a MCLG

The following is a discussion of constituents that were detected in one or more of our drinking water sources at levels above the PHG, or if no PHG, above the MCLG:

Arsenic:

The PHG for Arsenic is 0.004 micrograms per liter (ug/L or parts per billion). The MCL or drinking water standard for arsenic is 10 ug/L. Detected arsenic levels not exceeding the MCL in the discharge from two (2) City Wells. The samples taken in 2023 were:

Moore Well – 2.5 ug/L
Fiddyment Well – 2.3 ug/L

OEHHA has determined that the health risk associated with arsenic is an increased risk of cancer. Numerical health risk data provided by OEHHA determined the health risk associated with the PHG is one (1) excess case of cancer in a million people and the health risk associated with the MCL is two and a half (2.5) excess cases of cancer in 1,000 people over lifetime of exposure.

The BAT for arsenic is Activated Alumina, Coagulation/Filtration, Lime Softening, Ion Exchange and Reverse Osmosis. Of the technologies listed above, all are expensive and would require more extensive consultation beyond the scope of this report, but for

purposes of this report, ion exchange will be selected. If ion exchange treatment were considered for the wells discussed above the annualized capital and O&M costs could range from approximately $2.5 million to $3.4 million per year. That would result in an assumed increased cost for each customer ranging from $103 to $140 per year. Since the arsenic level is below the MCL the City will continue monitoring Moore Well and Fiddyment Well for any changes in arsenic levels.

Perfluorooctane sulfonate (PFOS):

The PHG PFOS is 1 nanogram per liter (ng/L or parts per trillion). The USEPA MCL or drinking water standard for PFOS is 4 ng/L. There is no current State MCL for PFOS. The City detected PFOS from one City Well not exceeding the MCL. The City Well with a detection of PFOS has not been utilized for water supply since 2023. The results of the sample taken in 2024 was:

Airport South (Well #2) – 4 ng/L

OEHHA has determined that the health risk associated with PFOS is an increased risk of cancer. Numerical health risk data provided by OEHHA determined the health risk associated with the PHG is one (1) excess case of cancer in a million people. OEHHA does not have any cancer health risk value listed associated with the USEPA set MCL for PFOS.

Ion exchange, granular activated carbon and reverse osmosis are the technologies available for achieving compliance with the MCL for PFOS. All aforementioned technologies are considered BAT for removing PFOS to the PHG level. It should be pointed out these are theoretical calculations and rough cost estimates. If ion exchange treatment were considered for the well discussed above the annualized capital and O&M costs could range from approximately $0.79 million to $1.05 million per year. That would result in an assumed increased cost for each customer ranging from $32 to $43 per year. Currently the City proactively monitors all wells quarterly to measure any significant changes in PFOS levels. Funding for a comprehensive PFAS impact study has been included in the Fiscal Year 2025/2026 budget.

Recommendations For Further Action

The drinking water quality of the City meets all DDW, and USEPA drinking water standards set to protect public health. To further reduce the levels of the constituents identified in this report that are already meet or are significantly below the health-based MCLs established to provide “safe drinking water”, additional costly treatment processes would be required. The effectiveness of the treatment processes to provide any significant reductions in constituent levels at these already low values is uncertain. The health protection benefits of these further hypothetical reductions are not at all clear and may not be quantifiable. Therefore, no action is proposed at this time.

STAFF REPORT

Item Number 9.A

SUBJECT:	Adopt a Resolution Accepting the Fire Master Plan Study Prepared by AP Triton as a Guiding Document for Fire Department Operations, Staffing, and Future Station Planning. (Fire Chief Mejia)
SUBMITTED BY:	Anthony Mejia
DEPARTMENT:	Fire
DATE:	September 23, 2025

STAFF RECOMMENDATION:
Staff recommends that the City Council receive the Fire Master Plan Study presentation from AP Triton, presented by Frank Blackley, and adopt a resolution accepting the study as a guiding document for the City of Lincoln Fire Department.

BACKGROUND/INTRODUCTION:
The approval of the Village 5 Development Agreement in 2018, covering nearly 4,800 acres of planned residential, commercial, school, and public space, highlighted the significant impact new growth would have on fire and emergency services. To prepare for these demands, the City commissioned a Fire Master Plan to evaluate current capabilities and plan for future service needs.
The AP Triton Fire Master Plan is now being presented to the City Council. The study provides a comprehensive Community Risk Assessment and Standards of Cover analysis, with recommendations for immediate operational adjustments, future staffing levels, and fire station planning. With particular focus on the service demands created by Village 5 and other new developments, the plan serves as a data-driven roadmap to ensure the Lincoln Fire Department is positioned to meet both current and future community needs.

FINDINGS/ANALYSIS:
The AP Triton Fire Master Plan provides a comprehensive review of the Lincoln Fire Department's current operations, resources, and service delivery. The study identifies areas for immediate operational improvements and offers clear recommendations to guide future staffing levels, apparatus needs, and fire station planning. Adoption of the study will allow the City to utilize its findings as a roadmap for operational planning and as a framework for addressing long-term service demands driven by community growth, including the Village 5 development.

ATTACHMENTS:
FD Fire Master Plan RESOLUTION 2025.docx

Lincoln FD Master Plan-CRA-SOC (FINAL REPORT)v.2.pdf

Lincoln Final Presentation.pptx

RESOLUTION 2025 - ###

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF LINCOLN ADOPTING THE A.P. TRITON FIRE MASTER PLAN STUDY AS A GUIDING DOCUMENT FOR FIRE DEPARTMENT OPERATIONS, STAFFING, AND FUTURE STATION PLANNING

WHEREAS, the City of Lincoln Fire Department provides essential fire protection, emergency medical, and life safety services to the residents, businesses, and visitors of the City; and

WHEREAS, the City has experienced and anticipates continued population growth, including the development of Village 5, which will significantly increase demand for fire and emergency services; and

WHEREAS, in response to these growth pressures, the City commissioned AP Triton to prepare a comprehensive Fire Master Plan, including a Community Risk Assessment and Standards of Cover analysis, to evaluate current conditions and identify future needs; and

WHEREAS, the AP Triton Fire Master Plan provides recommendations for immediate operational improvements, staffing enhancements, apparatus replacement, and the planning and siting of future fire stations; and

WHEREAS, the City Council recognizes the importance of adopting this plan as a guiding framework to ensure that fire and emergency services keep pace with the community's current and future needs.

NOW, THEREFORE, BE IT RESOLVED that the City Council of the City of Lincoln authorizes:

1. The City Council hereby adopts the AP Triton Fire Master Plan Study as a guiding document for the Lincoln Fire Department.

2. The recommendations within the study shall be used to inform operational planning, future staffing considerations, apparatus and equipment needs, and fire station location planning.

3. This adoption does not, by itself, constitute a funding commitment, but provides the framework for future decisions through the City's budgetary and capital planning processes.

PASSED AND ADOPTED this 23rd day of September, 2025.

AYES: COUNCILMEMBERS:

NOES: COUNCILMEMBERS:

ABSENT: COUNCILMEMBERS:

_____
Holly Andreatta, Mayor

ATTEST:

City Clerk

City of Lincoln
Fire Department
Lincoln, California

MASTER PLAN

Community Risk Assessment & Standards of Cover

July 2025

AP TRITON

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Acknowledgments

AP Triton wishes to extend its sincere appreciation to each of the individuals from the individuals and organizations participating in this study and whose contributions and assistance made this project possible.

Our sincere appreciation is extended to each of you!

Lincoln Fire Department

Matt Alves
Public Safety Chief

Aaron Bjorgum
Fire Captain

Anthony Mejia
Deputy Fire Chief

Lincoln City Council & Administration

Holly Andreatta
Mayor

Ben Brown
Mayor Pro Tem

Richard Pearl
Council Member

John Reedy
Council Member

Whitney Eklund
Council Member

Sean Scully
City Manager

And to each of the firefighters, officers, and support staff who daily serve the citizens and visitors of the City of Lincoln and Placer County.

Executive Summary

The City of Lincoln, situated in Placer County on the edge of the Sierra Nevada foothills, is a growing community with distinct historical roots, a diverse population, and increasing public safety demands. The Lincoln Fire Department (LFD), established in 1896, has evolved from an all-volunteer organization to a fully staffed professional agency serving over 53,000 residents across 20 square miles. With the city's population expected to continue rising, particularly in areas like Village 5A, the LFD confronts greater responsibilities in protecting lives, property, and the environment. This Master Plan provides a thorough review of the department's current resources, capabilities, and strategic needs to ensure the community's safety and preparedness.

LFD operates three stations, supported by a Deputy Fire Chief, three Battalion Chiefs, and a Public Safety Chief. The department aims to maintain at least ten personnel on duty daily. All stations are in fair to good condition and were designed with future growth in mind, but lack accommodations for female firefighters—an issue that must be addressed to meet future staffing diversity goals. The department responds to a wide range of emergencies, including fires, medical incidents, hazardous materials, and wildland-urban interface (WUI) threats. It also plays a crucial role in public education, fire investigations, and community risk reduction.

A central feature of this plan is the Community Risk Assessment (CRA), which examines various hazard categories, including structural fires, wildland fires, hazardous materials, and emergency medical services (EMS). The CRA highlights areas of high risk due to rapid urban development, particularly in WUI zones. Special emphasis is placed on target hazards such as assisted living facilities, commercial occupancies, and schools. Population growth has increased the demand for fire and EMS services, with the department responding to a significant volume of calls annually. At-risk populations, including young children and seniors, further complicate service challenges.

The Standards of Cover (SOC) portion of the plan assesses resource deployment, performance, and operational capacity. LFD currently does not formally adopt performance benchmarks but tracks metrics such as call processing, turnout time, and travel time. Industry best practices emphasize that adequate staffing, appropriate tools, and timely responses are essential for effective fire suppression and medical intervention. The analysis identifies the need for improvements in both apparatus and facilities. While frontline vehicles are generally in good condition, some wildland and reserve vehicles are outdated and should be replaced. Facilities like fire stations also require modernization to meet operational and inclusion needs.

Training, certification, and continuing education remain a priority for the LFD. The department provides training in technical rescue, hazardous materials response, and EMS. Collaboration with regional entities such as the Sierra-Sacramento Valley EMS Agency ensures effective emergency medical service delivery. Additionally, the City engages community members and implements educational programs to prevent emergencies and promote safety, especially among high-risk groups and schoolchildren. Fire investigations and pre-incident surveys further inform risk mitigation efforts.

The plan also highlights the significance of aligning with national standards and industry best practices. These standards include benchmarks set by the Insurance Services Office (ISO), operational standards from the National Fire Protection Association (NFPA), and accreditation frameworks provided by the Center for Public Safety Excellence (CPSE). Integrating these standards enhances risk classification, improves response effectiveness, and supports ISO ratings that can lower insurance premiums for residents. By aligning with these models, the Lincoln Fire Department seeks to enhance service delivery, build public trust, and promote ongoing organizational improvement.

The Master Plan outlines clear short-term, mid-term, and long-term recommendations. LFD should adopt response performance goals, and begin planning for additional infrastructure and personnel, particularly to support development in Village 5A. Actions include constructing a new fire station, increasing staff, and investing in apparatus and equipment. Other goals emphasize keeping pace with city growth, updating policies, and expanding service delivery capabilities. Specific milestones and funding mechanisms, such as the City's development agreement with Richland Developers, support these objectives.

Finally, the Master Plan emphasizes proactive planning and risk-informed decision-making. It calls for integrating demographic data, growth projections, and environmental risks into future service models. Given the city's evolving landscape, which includes significant developments and changing population needs, the plan identifies the necessity for an agile, scalable emergency services infrastructure. The plan also highlights the importance of equity and inclusion, resilience in infrastructure, and strategic partnerships with regional agencies to create a more responsive and adaptive fire department.

The Lincoln Fire Department Master Plan illustrates the City's commitment to public safety and organizational excellence. Through a comprehensive assessment, strategic foresight, and alignment with national standards, the LFD is well-positioned to meet its community's current and future needs. With projected population growth, increasing service demand, and a changing risk environment, the Master Plan serves as a vital roadmap to guide the department in fulfilling its mission of protecting life, property, and the environment with honor, courage, and devotion to duty.

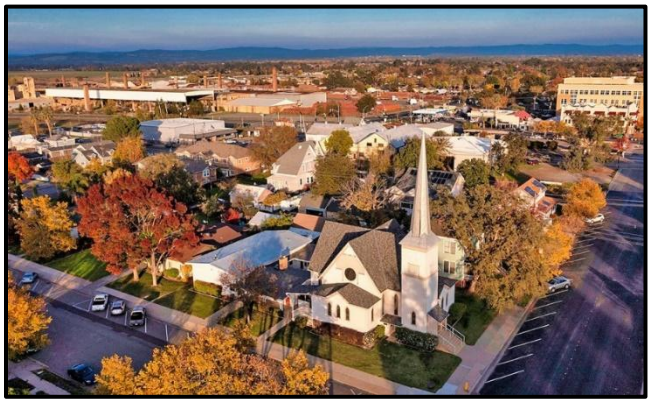
Section I:
EVALUATION OF CURRENT CONDITIONS

Description of the Community Served

City of Lincoln

The City of Lincoln is in Placer County on the eastern side of the Sacramento Valley at the base of the Sierra Nevada foothills. The city is approximately 164 feet above sea level and encompasses 20.1 square miles. California Highway 65 connects to Interstate 80, which is about ten miles to the south and east.[1] The average temperature ranges from a high of 96°F in July to a low of 35°F in December, and precipitation has averaged nearly 12 inches annually between 2011 and 2023. Lincoln's estimated 2023 population from the California Department of Finance is 52,313.

Figure 1: Lincoln, California



The Nisenan people were the first inhabitants of the area where Lincoln now exists. They were a part of the Maidu Native Americans, who had lived in this part of California for more than 5,000 years. Spanish fur traders began exploring the area in the early 1800s, and by the 1840s, Europeans began moving into the area, creating farms and ranches. The gold rush increased the area's population and was where the California Central Railroad terminated. In 1859, Lincoln was established and named after the railroad president, Charles Lincoln Wilson, but it was not incorporated until 1890.

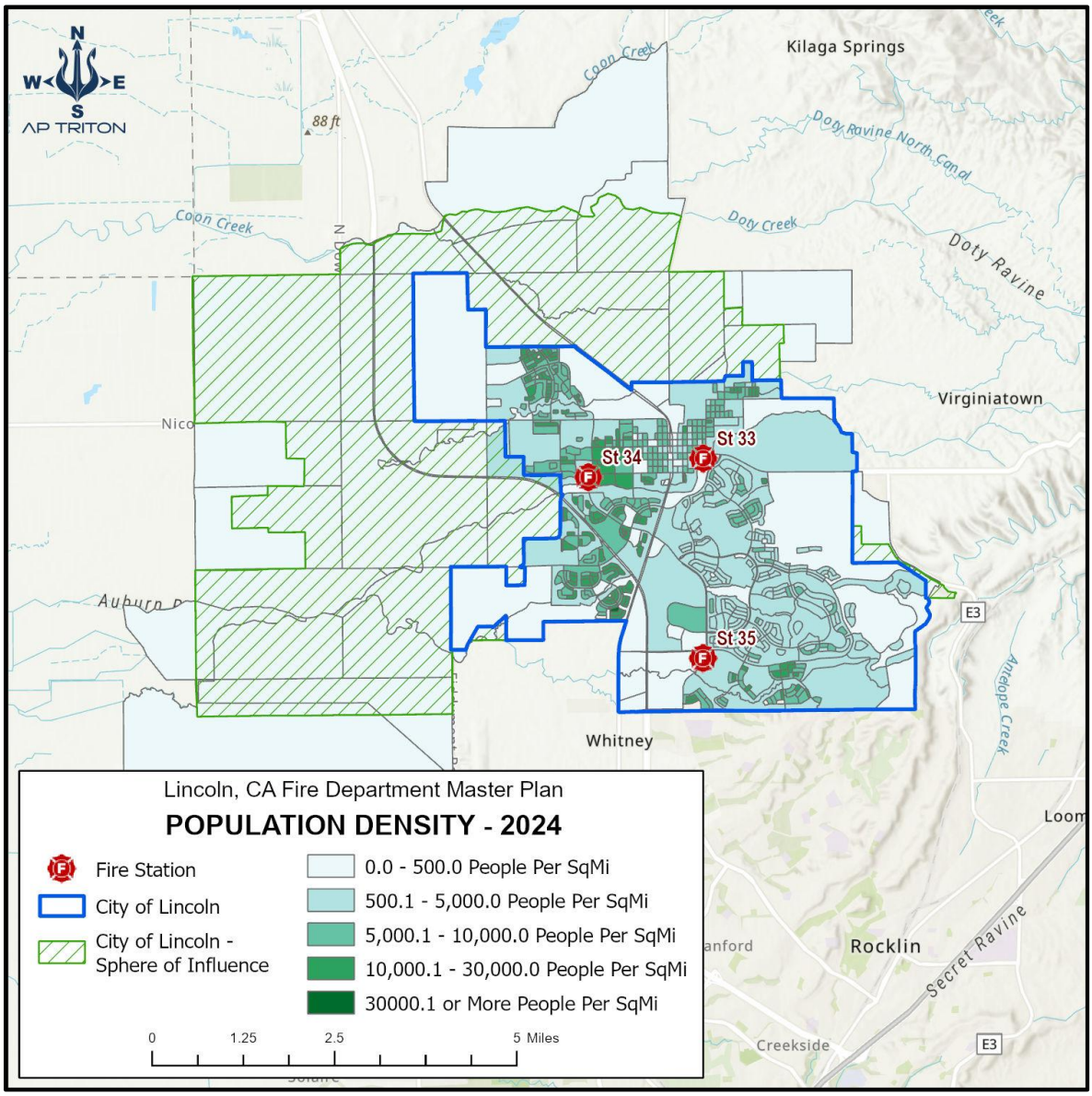
As Lincoln expanded, it became the hub of transportation and trading in Western Placer County, and in 1873, coal was discovered. The discovery of coal also uncovered a high-quality clay, which had been the city's leading industry.[2]

[1] Placer County Local Hazard Mitigation Plan Update, June 2021.
[2] Downtown Lincoln, A Brief History of Lincoln, California.

Governance

The City of Lincoln uses a Council/Manager form of government. The City Council sets policies, approves ordinances, adopts the annual budget, appoints committee members, and hires the City Manager and Attorney. The City Council is elected to staggered four-year terms and elects the Mayor and Vice-Mayor. The meeting of the City Council takes place on the second and fourth Tuesday of each month, except can fluctuate during November and December because of the holidays.[3]

Figure 2: Population Density of Lincoln (2024)



[3] City of Lincoln website, https://www.lincolnca.gov/en/our-government/council.aspx.

Placer County

Placer County encompasses 1,506 square miles and has six incorporated cities and towns. The county was established in 1851 from parts of Sutter and Yuba Counties. Thousands of miners came to Placer County during the Gold Rush, which caused the county to grow because of the services provided to the miners.

The county seat is in Auburn, which was previously the county seat of Sutter County. The estimated population of the county in 2022 was 403,608. The county extends westward from the Nevada state line in the Sierra Nevada mountains to the Central Valley of California. The county includes Lake Tahoe and parts of the Eldorado and Tahoe National Forests. The county is governed by a five-person board of supervisors from five districts.

Overview of the Lincoln Fire Department

The following section entails a general overview of the various components and services provided by the Lincoln Fire Department (LFD).

History of the Lincoln Fire Department

The City of Lincoln was incorporated in August 1890 in Placer County. The Lincoln Fire Department was established on November 14, 1896, with the formation of Lincoln Hose Company #1. Like many organized fire services of that time, it was composed of volunteers from the community.

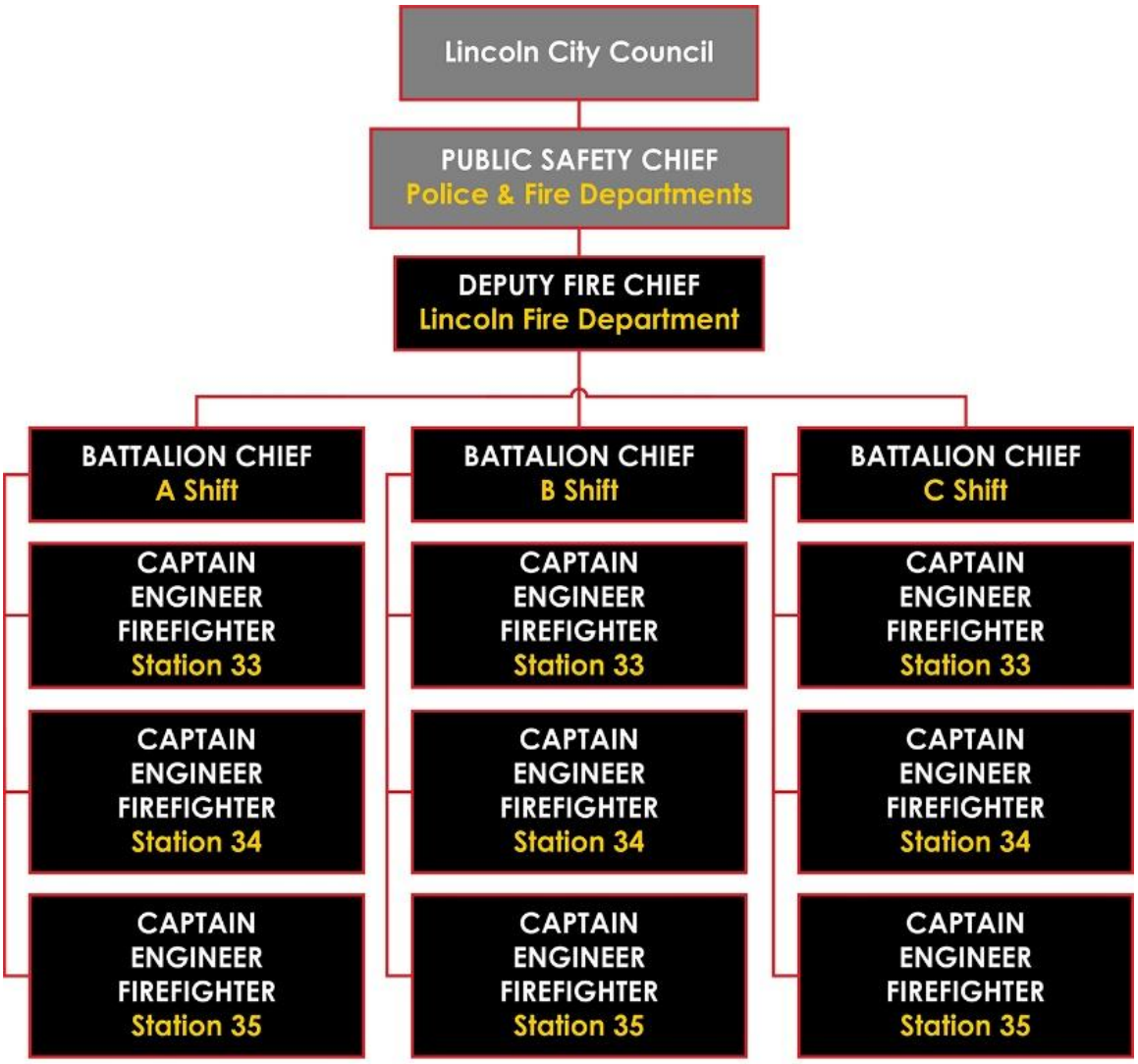
Amid the rapid growth of the city in the mid-1990s and the increasing demand for public safety services, the department began moving away from its reliance on volunteer fire personnel and initiated full-time staffing in 2001. Today, the Lincoln Fire Department aims to maintain a minimum of ten personnel on duty daily. LFD responds to various emergency and non-emergency situations, including fires, medical emergencies, and hazardous incidents.

Organization Structure

Governance & Line of Authority

The City of Lincoln is a general law city governed by a City Council/City Manager form of government. The five-member elected Lincoln City Council oversees the City Manager, who provides administrative direction to the Public Safety Chief (PSC). The PSC manages the Lincoln Fire Department and Lincoln Police Department. The next figure is an illustration of the current LFD organization chart.

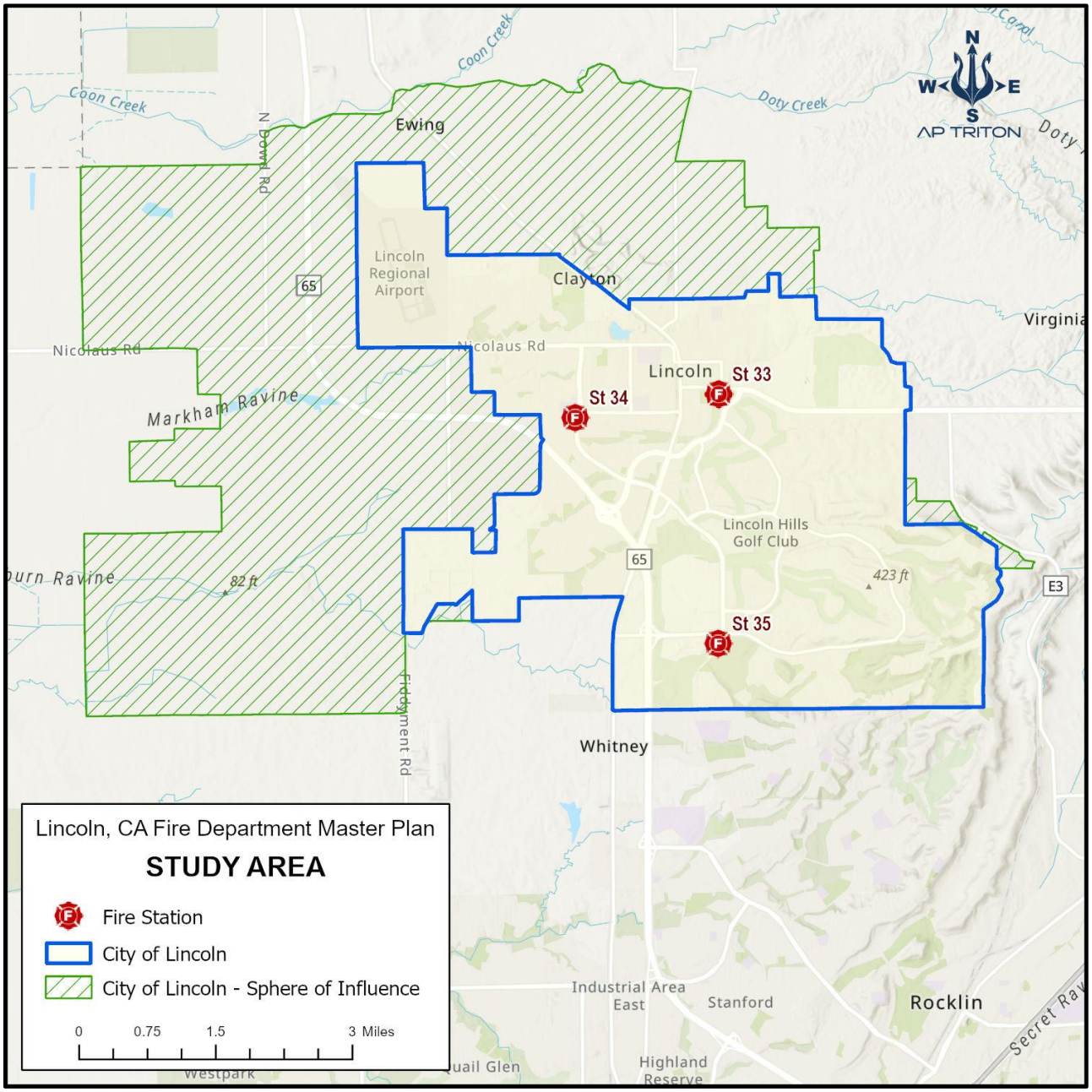
Figure 3: LFD Organization Chart (2024)



LFD Response Area

The Lincoln Fire Department's response area comprises nearly 24 square miles in Placer County, with an estimated 2020 population of 48,584 persons. However, the 2024 population estimate is 53,231 residents.[4] The following figure shows LFD's service area.

Figure 4: LFD Response Area



[4] California Department of Finance.

Operations & Deployment

LFD provides traditional fire protection, wildland firefighting, and Medical First-Response (MFR) primarily at the Basic Life Support (BLS) level; however, some advanced skills are utilized for certain cases. The Lincoln Fire Department does not provide technical rescue operations or mitigation for hazardous material incidents.

LFD deploys its apparatus and personnel from three staffed fire stations in locations throughout the city. Minimum staffing includes nine Firefighters and company officers and one shift Battalion Chief.

In 2025, the Insurance Services Office (ISO) assigned the Lincoln Fire Department a Public Protection Classification (PPC®) grade of Class 2/2X. The PPC grade primarily impacts businesses' insurance costs. Class 1 represents the highest grade, and 10 is the lowest.

Other Services Provided by LFD

In addition to emergency operations, LFD provides various prevention programs, including fire inspections, code enforcement, plan reviews, fire-cause investigations, and public education programs. These will be discussed in more detail later in the report.

Other Emergency Services Resources in the Region

Mutual & Automatic Aid Resources

The following figure shows that the Lincoln Fire Department has several resources available for mutual aid and automatic aid responses.

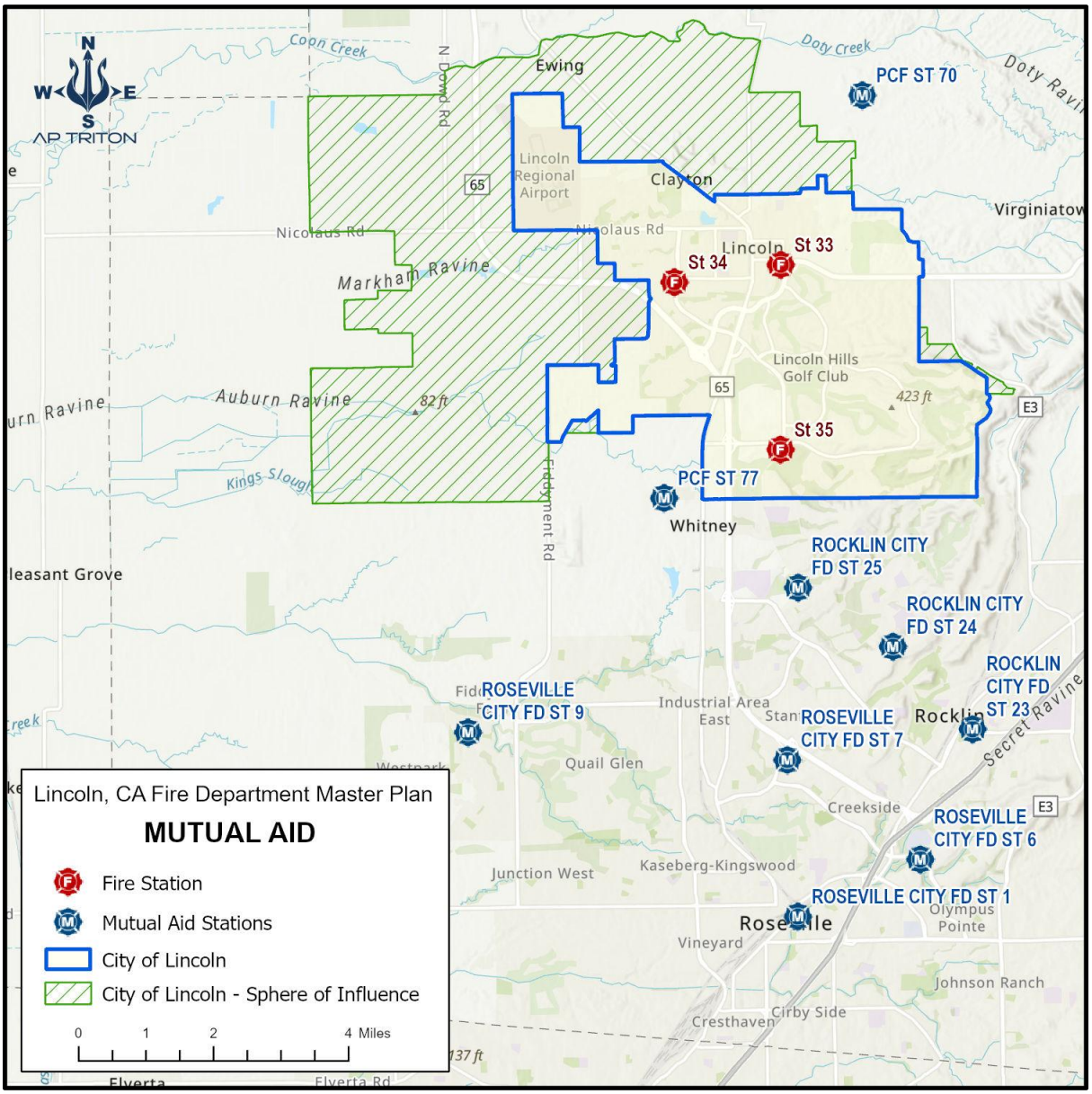
Figure 5: Mutual & Automatic Aid Resources Available to LFD

Agency Name	Station Number	No. of Engines	No. of Aerials	No. of Personnel
Rocklin Fire Department	#23	2	0	3
	#24	1	1	5
	#25	2	0	3
CAL FIRE Placer County	#70	1	0	2
	#77	2	1	7
	#180	2	0	7
Roseville Fire Department	#7	1	1	7
	#6	1	0	3
	#9	1	0	3
	#1	1	1	7

The Rocklin Fire Department can also provide a breathing support system, a Battalion Chief, and a Type 3 wildland engine. CAL FIRE Placer County has substantial resources, including a hazardous materials unit, USAR apparatus, and a Battalion Chief.

The Roseville Fire Department also has a hazardous materials unit, brush trucks, and a Battalion Chief. The following figure shows the locations of various mutual aid fire stations in relation to the City of Lincoln and the Lincoln Fire Department stations.

Figure 6: Mutual & Automatic Aid Fire Stations



Financial Overview

Lincoln's 2023–2025 biennial budget is the City's first budget presented in a biennium framework, enabling a long-term approach to fiscal planning. The current budget seeks to address structural deficits, diversify revenue streams, and maintain critical public services—including public safety services.

The City has set a target of maintaining 0.85 sworn police officers and 0.66 firefighters per 1,000 residents. With a population of just over 52,000, this equates to approximately 45 police officers and 35 firefighters. Both departments are below these targets. To address this shortfall, the City hired nine firefighters using American Rescue Plan Act (ARPA) funding. This funding is scheduled to expire in 2027, and the published budget reflects that timeline. The General Fund forecast includes 100% of these personnel costs in future years.

The Capital Improvement Plan of the biennium budget identifies and funds certain capital projects for the fire department. This includes a perimeter fence at Station 35 and the replacement of multiple vehicles, apparatus, and equipment. Other projects are planned for the future to address Americans with Disabilities Act (ADA) upgrades necessary for ADA Title II compliance. Many capital projects have been delayed due to insufficient funding, which is a common problem nationwide. However, delaying replacements and upgrades will only worsen the funding shortage as costs for materials, equipment, and labor continue to rise faster than revenue.

The General Fund is budgeted at $55 million for the biennium, with property and sales taxes being the largest sources of revenue. Property and sales taxes account for 54% and 22% of the revenue, respectively. The current budget includes modest annual growth projections. However, the expected growth of these streams is unlikely to keep up with increasing personnel and materials costs, highlighting the City's structural deficit. Addressing this deficit can be managed in two ways: 1) increasing and diversifying revenue, or 2) modifying and reducing expenses.

Historical Revenues

The fire department accounts for 28% of the City's General Fund expenditures, and the General Fund makes up 80.5% of the fire department's revenue. This makes the department more vulnerable to General Fund limitations and more likely to face cuts if other departments or funds become dependent on General Fund subsidies. This highlights the need to right-size and stabilize other City funds, especially the Water, Wastewater, and Solid Waste enterprise utility funds. These funds have not had significant rate increases for many years and are at risk of insolvency. Rate increases must comply with Proposition 218, separate from the City's budgeting process.

The next largest revenue fund for the fire department in this biennium budget is the Standard Allowance Fund, which serves as the disbursement fund for American Rescue Plan Act (ARPA) funds. This funding is limited in duration, and upon its completion, the costs allocated to these funds will be absorbed by the General Fund. The department also receives money from the Public Safety Tax Share agreement with Placer County. For fire, this agreement provides just under $700,000 in the current biennium, all of which is allocated to personnel accounts. A 2023 article in Gold Country Media noted that replacing this revenue for the City would require a 17% increase in sales tax revenue ($10 million in new business sales) based on the City's 1% of the 7.25% sales tax.[5] Even with current annexation and development conversations on the table, no development would be able to happen quickly enough to make the necessary revenue impact. The department allocated to Professional Services expenses. Funds are received from license and permit costs, as well as additional fees for services within the City of Lincoln.

[5] Gold Country Media, https://goldcountrymedia.com/news/297167/city-hall-beat-crime-in-lincoln-statistics-and-funding/.

The following figure illustrates the revenue sources for LFD from FY 2021 to FY 2025.

Figure 7: FY 2021–FY 2025 Revenue

Revenue Source	FY2021 Actuals	FY2022 Actuals	FY2023 Actuals	FY2024 Actuals	FY2025 Projected
General Fund	5,730,898	5,892,988	6,258,441	6,385,409	7,704,255
Public Safety Tax Share	—	—	66,232	650,140	129,929
Standard Allowance	—	—	1,064,491	1,090,784	1,235,722
Development Services	88,909	96,566	117,770	112,573	241,897
Total	**5,819,807**	**5,989,554**	**7,506,934**	**8,238,906**	**9,311,803**

Historical Expenses

Personnel costs have made up between 88% and 90% of the fire department's expenses over the past five years. This includes benefits and pension obligations for employees. Materials, services, and fees accounted for roughly 8–9% of actual expenses, while capital expenses ranged from 2–3% annually, depending on the year. Without reducing the workforce, there is little opportunity to influence actual spending; decreasing staff would conflict with all established staffing goals aimed at meeting increasing demand. Personnel expenses are heavily influenced by the individuals in those positions. The provided financial data does not include details on bargained premium costs; however, an older and more tenured workforce generally leads to higher personnel expenses. Larger vacation accruals are linked to increased overtime costs to cover absences and payouts of employees leaving the department, which are influenced by employees' tenure with the City.

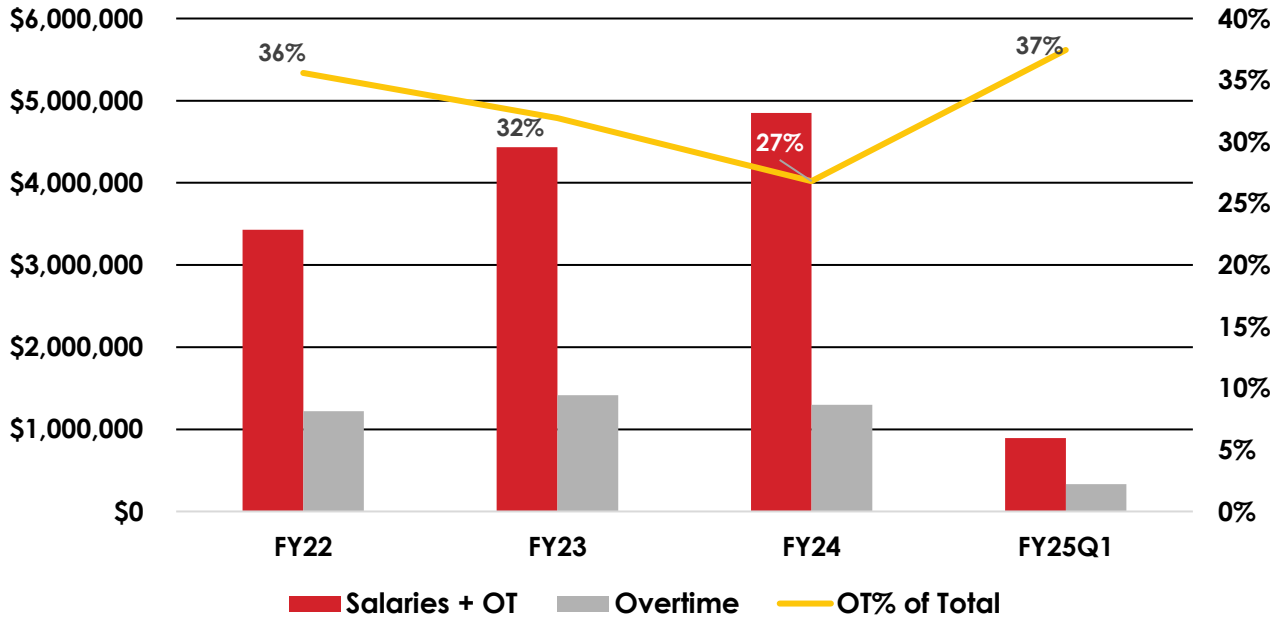
The following figure provides the operational expenses for LFD for the last five years:

Figure 8: FY 2021–FY 2025 Expenses for LFD

Expense Categories	FY2021 Actuals	FY2022 Actuals	FY2023 Actuals	FY2024 Actuals	FY2025 Projected
Salaries	3,574,591	3,430,374	4,474,457	4,827,496	5,165,409
Benefits	1,279,854	1,399,009	1,561,922	1,861,812	2,078,134
Pension Obligation	285,855	347,584	466,052	480,558	655,698
OPEB Annual Liability	60,720	115,600	159,432	229,299	300,018
Other Operating Costs	315,610	362,678	483,940	499,673	586,749
Professional Services	145,591	157,512	184,175	163,270	348,997
Capital Outlay	157,586	176,798	176,955	176,798	176,798
Total	**5,819,807**	**5,989,554**	**7,506,934**	**8,238,906**	**9,311,803**

The department has used a significant amount of overtime over the past four years (no detailed expense data was provided for FY 2021). Overtime, including salary and mutual aid overtime, accounts for at least 25% and up to 37% of all paid salary time, excluding benefits. Sometimes, overtime is necessary to operate efficiently. There will always be some level of overtime. For example, covering a period when an employee is on approved leave is usually less expensive with overtime pay than hiring an additional employee to work straight time, which would also require covering benefits. However, the trend of overtime use in the department over the last four years indicates that adding more staff within the current size and staffing model could be beneficial. Spending $1.3 million on overtime in one fiscal year suggests that hiring additional straight-time staff to cover daily operational gaps would be a worthwhile investment to reduce overtime and ensure minimum staffing levels.

Figure 9: Overtime Percentage of Salary Expense



The fire department will encounter funding challenges if the City's General Fund continues to depend on current revenue streams. Options for increasing and diversifying revenue include expanding opportunities to collect commercial sales tax, exploring public-private partnerships or other regional collaborations, and reviewing utility users' taxes. Each of these options requires careful consideration—the current population in Lincoln is higher than average, with 27.9% of residents over 65. Proposition 218 mandates voter approval for rate increases, and a sizable portion of the population on fixed incomes may be less inclined to support additional tax measures, regardless of who benefits.

Capital Improvement Plan/Fund

LFD's Capital Improvement Projects (CIP) are managed centrally through the City. Within this plan, project inclusion within the budget is based on priorities related to the availability of funding as well as critical infrastructure needs. The plan covers the department's fleet and facilities, as well as maintenance and replacement. Though the CIP plan has multiple dedicated funding sources, all of the fire department's projects are funded within the General Fund. Given the structural deficit issues in the General Fund, it is unclear how this will specifically put the department at risk in the coming years without additional revenue sources to address the gap.

Village 5A Financial Impact

The annexation of Village 5A offers a unique chance to increase revenue through anticipated development. Public Services, as detailed in the Village 5 Specific Plan (V5SP), include Police and Fire Protection provided by the City of Lincoln. The village is expected to add nearly 20,000 residents to the service area, which, based on the City's staffing goals, would require adding 17 police officers and 13 firefighters to current staffing levels. Expanding the population and service area also requires additional considerations, such as staffing to manage higher call volumes, vehicles, apparatus, and new facilities for expanded services. The personnel costs for the 13 firefighters would be around $3 million. One-time expenses for facility builds, apparatus, technology, and other capital costs would be additional.

Developer fees, along with property and sales tax from the full V5SP, could potentially cover this amount, including Community Facilities Districts and Fees. However, the timing of development phases compared to public safety expenses will not align until after the V5SP build-out is complete. Onboarding fire personnel, building a fire station, and acquiring fire apparatus require a significant amount of lead time. If the goal is to have a station (or stations) ready to serve the growing population as soon as development permits new residents and visitors, the City of Lincoln and Lincoln Fire Department will need to prioritize using developer fees for these projects. If developer fees are flexible, the City might also consider using these revenues for training personnel and later replacing funds for capital and infrastructure expenses when property and sales tax revenues are realized.

Management Components

Managing today's fire service can be quite complex. A progressive department must address various elements, including maintaining a stable and qualified workforce, addressing increasing health and safety concerns, meeting community expectations, ensuring adequate and timely emergency responses, and providing stewardship over limited financial resources.

In addition to these organizational challenges, managing a fire department requires establishing key elements, including the department's mission, vision, and values; setting goals and objectives; identifying critical internal issues and challenges; providing channels for internal and external communication; keeping accurate and up-to-date records; and developing effective planning processes.

Foundational Elements

Vision, Core Values & Mission Statement

The City of Lincoln's Vision Statement: ***America's Hometown – A City of Opportunity,*** currently guides the fire department in the absence of a department-specific one. LFD has crafted the following mission statement and organizational core values. These foundational elements guide the department's culture and help to set policy priorities, goals, objectives, and direction for the fire department's future.

LFD Mission Statement

The members of the Lincoln Fire Department serve the community and the citizens of Lincoln by protecting life, property, and the environment while being courteous, respectful, and safe in the performance of their duties.

LFD Core Values

Honor

We honor the Fire Service by reflecting the high standards set by those who provide excellent service and the Firefighters that have gone before us.

Courage

We exhibit the mental and moral courage to do what is right even when faced with temptation under adverse conditions.

Devotion to Duty

By embracing our mission and core values we dedicate our service to those we are sworn to protect.

Management Goals & Objectives

The approved FY 2023–25 biannual City Budget includes the department-specific goals listed below. They support the fire department's strategic priorities throughout the adopted two-year budget. Additionally, the City's current Strategic Plan emphasizes increasing Public Safety Service levels, specifically setting a goal of achieving a ratio of 0.66 firefighters for every 1,000 residents.

- **Organization Efficiency and Team Cohesion:** Continue to support probationary employees to reach a successful completion of probation.
- **Organization Efficiency and Team Cohesion:** Bolster Reserve Firefighter Program.
- **Organization Efficiency and Team Cohesion:** Bolster CERT team membership and activity.
- **Organization Efficiency and Team Cohesion:** Implementation of Lexipol Policy Manual.
- **Organization Efficiency and Team Cohesion:** Conduct joint training with the Police Department.
- **Organization Efficiency and Team Cohesion:** Complete Engineer hiring process.
- **Organization Efficiency and Team Cohesion:** Update Municipal Code (Fireworks & Burning).
- **Organization Efficiency and Team Cohesion:** Add additional administrative support within the Fire Department.
- **Infrastructure:** Research/explore additional grant opportunities.
- **Infrastructure:** Update fire station alerting systems.
- **Infrastructure:** Continue to improve breathing apparatus equipment.
- **Infrastructure:** Make additional fleet enhancements.
- **Infrastructure:** Continue to meet CSFM-mandated inspection needs (schools and multi-family residential).

Fire Department Leadership

The Lincoln Fire Department operates as the Fire Division within the City's Public Safety Department. In July 2019, the Lincoln Fire and Police Departments were unified under a single administration. Until the recent establishment and hiring of the Deputy Fire Chief position, the department was overseen by three shift Battalion Chiefs, who reported directly to the Public Safety Director. The Fire Department's leadership includes a Public Safety Chief (Police Chief), a Deputy Fire Chief, and three Battalion Chiefs. The Deputy Fire Chief reports to the Public Safety Chief, supervises the three Battalion Chiefs, and manages the daily operations of the fire department and all of its personnel.

Planning for Fire Protection & EMS

The dynamic nature of emergency services requires the Lincoln Fire Department to plan proactively for future challenges and operational demands. As fireground safety standards evolve and new technologies, equipment, and procedures are introduced, fire departments must be prepared to adapt quickly to maintain compliance, safety, and efficiency. Establishing internal processes to regularly evaluate these changes enables the department to remain adaptable and effective.

Developing a formal continuous improvement process allows LFD to identify which programs are functioning efficiently, which require modification, and which may need to be discontinued. Strategic organizational planning ensures that the department is shaping its future intentionally—rather than reacting to change without structure. When guided by internal performance metrics and external community indicators, planning serves as a foundation for informed, forward-looking decision-making.

Although LFD has not yet formally adopted organizational mission, vision, or values statements, a working group has been established to develop these foundational components. Once complete, these statements will provide clarity of purpose and alignment for departmental initiatives.

Historically, LFD's planning efforts have been closely tied to the budget development process. As the City of Lincoln continues to grow and evolve, the department would benefit from implementing a comprehensive planning framework that incorporates input from the community, including residents and local businesses. This inclusive approach will help ensure that service levels, priorities, and investments reflect the needs and expectations of those LFD serves.

To be truly effective, an emergency services agency must plan across five key levels of focus:

Figure 10: Planning for the Future

Planning Level	Description
1. Tactical Planning	The development of strategies for potential emergency incidents.
2. Operational Planning	The organization of day-to-day activities, as primarily outlined by a department's standard operating guidelines and procedures. This includes the integration of the agency into other local, regional, or national response networks.
3. Master Planning	Preparation for the long-term effectiveness of the agency as the operating environment changes over time.
4. Strategic Planning	The process of *identifying* an organization's mission, vision, and values *and prioritizing goals and objectives* for things that need to be accomplished in the near future.
5. Emergency Management Planning	The process of identifying potential critical risks and threats facing a community with the intent to mitigate their impacts and positively impact recovery.

Tactical Planning

A firefighter's first visit to a building occurs during a fire or other emergency. This is also when the internal environment is the least conducive for responding personnel. During a fire, visibility is at or near zero due to smoke and a lack of familiarity with a building. A firefighter can quickly become disoriented or injured by an unfamiliar internal layout, equipment, or other hazards they may encounter.

It is critically important that firefighters and command staff have comprehensive, accurate information to identify hazards, direct operations, and built-in fire protection features. This can only be accomplished by building familiarization tours, developing pre-fire plans, and conducting on-site or tabletop simulation exercises.

A defined list of "target hazards" should be developed, and aggressive efforts should be taken to ensure response crews have ready access to the plans.

Target hazards are defined by:

- Buildings with large potential occupant loads.
- Buildings with populations who are partially or entirely non-ambulatory.
- Buildings of considerable size (greater than 12,000 square feet).
- Buildings that contain process hazards, such as hazardous materials or equipment.

Pre-incident plans should be easy to use, and quick-reference tools should be available for company officers and command staff. At a minimum, a pre-incident plan should include information such as:

- Building construction
- Occupant characteristics
- Incorporated fire protection systems
- Capabilities of public or industrial responding personnel
- Water supply
- Exposure factors
- Facility layouts

NFPA 1620 provides excellent information on developing and using pre-incident plans and should be used as a reference. Once pre-incident plans are established and updated, training should be provided to all personnel who may respond to an incident at those locations. LFD is currently using Visio software for pre-incident planning but is migrating to First Due, which is an improved platform for completing and retrieving information than the current system.

Operational Planning

Operational planning connects tactical and strategic planning by turning long-term goals into daily operations and resource management. This process ensures the LFD remains prepared and effective, ready to handle emergencies, and contributes to the community's safety and well-being. Operational planning also establishes minimum staffing policies, standardized response protocols, regional incident command, mutual aid, automatic aid (locally and regionally), resource identification, and disaster planning. These plans or guides allow an organization to prepare for emergency operations and ensure an adequate response internally and from outside resources.

This planning is developed to:

- Identify community risks;
- Determine the resources needed to mitigate an incident or risk;
- Creating a response plan for notification of necessary resources for the incident; and
- Manage the incident until its conclusion.

LFD uses a regional incident command system during an emergency and has contracted with a third party (Lexipol) to help implement departmental policies and procedures. These should be reviewed annually to ensure they meet established guidelines or need modification.

With minimal policies and procedures, LFD has contracted with Lexipol, which assists public safety agencies in developing state-specific policy manuals and resources to support and manage behavioral and physical health risks. A draft has been developed and is under review by the union. It is expected to be implemented by the summer of 2025.

Additionally, the LFD has created an Operations Group comprised of 11 firefighters of all ranks, tasked with developing an in-depth Operations Guide that establishes operational guidelines for efficiency and standardization within the department. This guide aligns with all standards set by FIRESCOPE to ensure consistency in incident response and resource management. Furthermore, LFD is in the implementation phase of establishing Tablet Command, a technology-driven incident command system that enhances real-time accountability and response efficiency during emergencies.

Master Planning

Adopting a master plan is needed to provide an organization with a blueprint for the future. The process should ultimately involve all members of the City and input from the community. The City has recognized the need for this process, and this study will assist in answering the following questions:

- Where is the organization today?
- Where do we need to be in the future? and,
- How do we get there?

A master plan is particularly essential in a community undergoing change or growth, and it is crucial to effectively identify needs and plan for an emergency response agency's future. This master plan is designed to provide a view of the organization in a 10- to 15-year timeframe and includes a community risk assessment and standards of cover deployment analysis. Implementation of the master plan findings should use a strategic planning process to determine how the plan is implemented.

Lincoln has not undertaken a master planning process before initiating this study. The master planning process provides the City insight into its current situation based on evaluating current conditions. The master plan projects LFD's future needs and strategies for meeting the recommendations.

Strategic Planning

A strategic plan involves a three- to five-year planning window and establishes prioritized goals and objectives for the organization. This planning approach is critical after the master plan has been completed. A master plan identifies multiple recommendations and future strategies, which are evaluated and prioritized within the strategic plan.

Establishing a community-focused strategic plan accomplishes the following:

- Development of a mission statement based on current and future services.
- Development of a forward-looking vision statement for the agency.
- Establish the current values of the agency.
- Assessing the strengths, weaknesses, opportunities, and challenges of the agency.
- Determining the community's service priorities.
- Understanding of the community's expectations of the agency.
- Establishment of realistic goals and objectives for the future.

- Identify tasks for each objective with timelines.
- Determine outcomes for each measurable performance objective and target.

A strategic plan is not a stagnant tool kept on a shelf but should be maintained and reviewed consistently and updated as needed. The strategic plan can be used to create a work plan for the organization, which allows LFD to monitor progress. These documents can guide the agency as it plans for the future. It gives the agency a defined purpose, direction, and path to improve services.

This master plan provides a list of recommendations and advice for changes and new initiatives. Strategic planning is considered the most effective method to prioritize and plan. The master plan guides LFD as the organization develops and implements a strategic plan.

Emergency Management Planning

Emergency management, once a lower priority for many communities, has become an essential component of public safety operations. Prior to the terrorist attacks of September 11, 2001, emergency management was largely disconnected from daily life. Since then, the creation of federal agencies such as the Department of Homeland Security (DHS) and the Transportation Security Administration (TSA) has led to significant advancements in national preparedness, including the coordination of threat warnings, transportation screenings, and security measures at public venues.

At the local level, emergency management plays a critical role in helping governments, businesses, and residents prepare for, mitigate, respond to, and recover from disasters. This is achieved through the development and regular maintenance of emergency action plans, coordination of training and exercises, and ongoing updates that reflect emerging threats and evolving best practices. These efforts help reduce risks, limit the consequences of emergencies, and strengthen community resilience.

The City of Lincoln maintains an Emergency Operations Plan (EOP), last updated in 2004, with an update anticipated in the near future. The City's Director of Public Safety currently serves as the Emergency Management Director, and Placer County provides supplemental emergency management services upon request. The County also assists with Emergency Operations Center (EOC) readiness and Incident Command System (ICS) training to ensure City personnel are equipped for coordinated response efforts.

As the Lincoln Fire Department evolves from a smaller organization into a more capable and comprehensive agency, its emergency planning responsibilities must evolve as well. This master plan serves as a strategic guide for enhancing the City's fire protection and life safety services while supporting the integration of emergency management principles into daily operations and long-term planning.

Staffing & Personnel

Operational Staffing

Like many other communities in California, Lincoln experienced a significant downsizing period following the 'Great Recession' of the early 2000s. It took nearly a decade for the City to regain the financial ability to hire the additional firefighters necessary to maintain a staffing level of three personnel across its three fire companies. With funding from the American Rescue Plan Act, nine new firefighters were added in late 2022. The department currently operates with three engine companies, each staffed by a Fire Captain, Fire Engineer, and firefighter. LFD follows a three-platoon staffing plan, with line personnel working a 96/48 schedule. Each shift is supervised by an on-duty Battalion Chief who works the same schedule as the line personnel. The Deputy Chief is responsible for managing all administrative and operational aspects of the fire department while reporting to the Public Safety Chief (Police Chief).

Figure 11: LFD Staffing

Position	FTEs
Fire Chief	0
Deputy Chief	1
Battalion Chief	3
Captain	9
Fire Engineer	9
Firefighter	9
Total FTEs	**31**

Staffing & Personnel

The fire service has traditionally depended on personnel to deliver emergency services that enhance community safety and protect property and lives. Today, fire departments must regard their employees as their most valuable assets. Without sufficient administrative and support staff to manage supervision, command, and control, operational personnel may find it difficult to perform satisfactorily. An organization's ability to meet its obligations and mission relies on proactive recruiting, management, and maintenance of adequate staffing. Consistency, fairness, safety, and opportunities for personal and professional growth are vital values for a healthy fire service organizational culture.

This is especially true in departments that are evolving and adapting to meet current emergency response challenges. The size and structure of a fire department's staffing depend on the organization's specific needs. These needs must directly align with the community's requirements and available funding; a configuration that works for one department may not necessarily fit another.

Administrative, Support & Operational Staffing

Fire service staff functions are divided into two distinct groups: administrative and operational. For an agency to function effectively, both groups must have the necessary resources to carry out their tasks. Allocating resources to balance the two can be challenging, but adequate staffing is essential.

Planning, organizing, directing, coordinating, and evaluating each of the various programs within a fire department are typical responsibilities of the administration and support personnel. This list is not exhaustive and may include other elements as needed. It is essential to understand that tasks associated with each function often occur simultaneously.

This requires the fire administration and associated City support staff to concentrate on multiple areas simultaneously to effectively address the fire department's organizational needs. The LFD's current organizational structure, as a component of the City of Lincoln Public Safety Department, administratively places many typical fire department support services in a shared relationship with the police department and other City Departments (e.g., HR, Finance, Personnel, and Public Works).

Policies, Rules, & Regulations

LFD policies and procedures are migrating to Lexipol®, where they will be managed and maintained. LFD conducts policy reviews as necessary, with the most recent review completed in 2022. The policies developed between LFD and Lexipol® primarily target sworn department personnel. Additionally, the City of Lincoln Human Resource Department maintains rules and regulations for fire department personnel in the City's Personnel Manual.

Standard Operating Guidelines (SOGs)
LFD is developing various standard operating guidelines (SOGs) for specific operational processes. These formal guidelines address fire ground operations, engine company evolutions, and training exercises, all based on internal and external industry sources. LFD staff have reviewed recognized best practices and standards while creating these policies and procedures. The staff is evaluating each of these as they adopt and integrate them into the Lexipol system. Although this process is incomplete, AP Triton has reviewed several drafts provided by LFD and supports the department's efforts in this area.

Job Descriptions
The City of Lincoln's Human Resources Department maintains job descriptions for all municipal positions, including those within the fire department. Job descriptions for existing fire department positions are available on the City's website. AP Triton reviewed these descriptions and found them to be consistent with those used by fire departments of comparable size, structure, and operational scope.

Application & Recruitment Process
LFD has established an internal task force composed of line personnel to support firefighter recruitment efforts. The department utilizes a combination of traditional print, written, and social media platforms to engage potential candidates. Outreach initiatives to local high schools, colleges, and regional fire academies also support recruitment and marketing objectives. Full-time firefighter positions are publicly posted on the City of Lincoln's website. The department also provides a Fire Department Employment Informational Packet online, offering applicants an overview of the hiring process.

The LFD hiring process includes several screening steps: a qualifications review, reference and background checks, structured interviews, and a psychological evaluation. Candidates must pass the Candidate Physical Ability Test (CPAT) prior to applying. Upon receiving a conditional offer, selected applicants must also complete a comprehensive medical examination, consistent with NFPA 1582 guidelines.

Performance Reviews, Testing, Measurement, & Promotional Process
LFD conducts annual performance evaluations for all full-time and permanent personnel. Probationary firefighters currently have an 18-month probationary period, with evaluations monthly. The City HR department oversees all department performance reviews, testing, measurement, and recruitment/promotional processes.

Disciplinary Process

LFD's disciplinary process is governed by the City of Lincoln's Personnel Rules and Regulations and the applicable Memoranda of Understanding (MOUs) for represented employee groups within the department. Additionally, all disciplinary actions involving fire personnel are subject to the provisions of the California Firefighters Procedural Bill of Rights Act, which ensures procedural protections for fire service employees during investigations and disciplinary proceedings.

Health, Wellness, & Safety

LFD maintains a Health and Wellness Program that includes access to peer counselors and assigns a designated firefighter to oversee department fitness equipment. The department is in the process of implementing a Health and Fitness Program modeled after NFPA 1582: Standard on Comprehensive Occupational Medical Program for Fire Departments. These efforts reflect a commitment to firefighter physical and mental readiness.

Counseling Services

The City of Lincoln provides all fire department employees with access to counseling services through the ACI Specialty Benefits Employee Assistance Program (EAP). Additionally, members of IAFF Local 522 benefit from peer support programs and post-incident debriefing teams. Through the department's partnership with Cordico by Lexipol®, all LFD personnel have 24/7 access to confidential mental health resources, stress management tools, and wellness content tailored to the unique needs of public safety professionals.

Critical Tasking Analysis

Each type of emergency incident—whether fire, medical, rescue, or hazardous materials—requires the completion of specific critical tasks to achieve a successful outcome. These tasks must be supported by an appropriate number of trained personnel and the correct types of apparatus. Effective incident response depends on the ability to carry out multiple operations simultaneously; when staffing is insufficient, the incident commander is forced to prioritize and sequence tasks, which can delay key interventions and compromise outcomes.

Fire incidents, in particular, involve two essential components: **life safety** and **fire flow**.

- **Life safety tasks** are driven by the number of occupants within a structure, their locations, conditions, and ability to self-evacuate. These tasks include search, rescue, and evacuation.
- **Fire flow tasks** focus on delivering an adequate volume of water to suppress the fire and create a tenable environment for interior firefighting operations.

To perform these tasks effectively and concurrently, a minimum number of personnel must be present on scene. The key tasks typically required at a structure fire incident include:

- Incident command
- Scene safety
- Search and rescue
- Fire attack
- Water supply
- Pump operation
- Ventilation
- Backup/rapid intervention

This same concept of critical tasking applies to non-fire emergencies as well. Medical calls, technical rescues, and hazardous materials incidents demand the coordination of multiple concurrent actions. Whether it is stabilizing patients, securing hazardous zones, or performing extrication, the department's ability to quickly mobilize the necessary resources and personnel is a defining factor in operational success.

The Commission on Fire Accreditation International (CFAI) provides general staffing recommendations based on incident risk levels. These are outlined below:

Figure 12: Critical Task Analysis—Risk Level Description

RISK LEVEL	DESCRIPTION
LOW RISK	Minor incidents such as small fires (fire flow < 250 GPM), single-patient non-life-threatening medical incidents, minor rescues, small fuel spills, or wildland fires without extreme behavior.
MODERATE RISK	Includes fires in single-family homes or comparably sized commercial structures (fire flow 250–1,000 GPM), life-threatening medical emergencies, technical rescues, hazardous materials calls, and larger wildland fires.
HIGH RISK	Events involving large commercial structures requiring sustained fire attack (fire flow > 1,000 GPM), mass-casualty medical incidents, large-scale hazardous materials releases, high-risk rescues, and wildland fires with extreme conditions.

In summary, identifying the critical tasks associated with various incident types—and ensuring adequate staffing and apparatus to perform them concurrently—is essential to meeting service delivery expectations and maintaining firefighter and civilian safety. This analysis forms a foundational element of effective deployment planning and Standards of Cover development.

Fire Incidents

Low Fire Risk Incidents

The following figures illustrate the personnel required to perform all critical tasks for a low fire risk incident and compare those needs against current alarm assignments. These incidents typically involve small, well-contained fires with minimal threat to life or property but still require an effective and coordinated response to ensure safety and operational control.

Figure 13: Critical Task Analysis—Low Fire Risk

Task Description	Personnel Needed
Command	1
Size-Up (360°)	1
Engineer (driver or pump operator)	1
Fire Attack	1
Effective Response Force:	**4**

Figure 14: Alarm Assignments—Low Fire Risk Incident

Unit Description	LFD		Auto Aid		Mutual Aid		
	Units	Staff	Units	Staff	Units	Staff	
Engine/Pumper	1	3					
Staff Available:		**3**					**3**
Staff Needed:							**4**
Deficiency:							**-1**

Moderate Fire Risk Incidents

For moderate fire risk incidents—such as fires in single-family homes or similarly sized structures—the figures below identify the minimum personnel needed to perform key tasks and assess how current staffing compares. These events require additional coordination, a larger fire flow, and simultaneous operations to support life safety and fire control.

Figure 15: Critical Task Analysis—Moderate Fire Risk

Task Description	Personnel Needed
Command	1
Safety	1
Size up (360°)	1
Driver/Engine or Pump Operator	2
Fire Attack	2
Effective Response Force:	**7**

Figure 16: Alarm Assignments—Moderate Fire Risk Incident

Unit Description	LFD		Auto Aid		Mutual Aid		
	Units	Staff	Units	Staff	Units	Staff	
Engine/Pumper	2	6					
Totals:		**6**					**Totals**
Staff Available:		**6**					**6**
Staff Needed:							**7**
Deficiency:							**-1**

High Fire Risk Incidents

High-risk fire incidents involve larger commercial or multi-unit structures where extended fire attack, rescue, and ventilation efforts are necessary. The following figures outline the range of critical functions required and evaluate whether available personnel meet the needs of such complex operations.

Figure 17: Critical Task Analysis—High Fire Risk

Task Description	Personnel Needed
Command/Support	1
Safety	1
Size up (360°)	1
Driver/Engine or Pump Operator	1
Water Supply	1
Standpipe/Sprinkler Control	1
Fire Attack	2
Search & Rescue	3
Ventilation/Utilities	3
Back-up Line	3
Rapid Intervention Team	3
Effective Response Force:	**20**

Figure 18: Alarm Assignments—High Fire Risk Incident

Unit Description	LFD		Auto Aid		Mutual Aid		
	Units	Staff	Units	Staff	Units	Staff	
Engine/Pumper	3	9	1	3			
Ladder/Aerial			2	6			
Battalion Chief	1	1	1	1			
Totals:	**4**	**10**	**1**	**10**			**Totals**
Staff Available:		**10**		**10**			**20**
Staff Needed:							**20**
Deficiency: None							**0**

Maximum Fire Risk Incidents

Maximum-risk incidents, such as fires in high-rise or large industrial facilities, demand extensive tasking and multi-unit coordination. The following figures detail the full range of required operational roles and assess staffing adequacy in meeting the demands of these high-impact events.

Figure 19: Critical Task Analysis—Maximum Fire Risk

Task Description	Personnel Needed
Command/Support	1
Safety	1
Size up (360°)	1
Driver/Engine or Pump Operator	1
Water Supply	1
Standpipe/Sprinkler Control	1
Fire Attack	6
Search & Rescue	3
Ventilation/Utilities	3
Back-up Line	2
Rapid Intervention Team (Two Teams)	6
Effective Response Force:	**26**

Figure 20: Alarm Assignments—Maximum Fire Risk Incident

Unit Description	LFD		Auto Aid		Mutual Aid		
	Units	Staff	Units	Staff	Units	Staff	
Engine/Pumper	3	9	5	15			
Ladder/Aerial			3	9			
Rescue							
Battalion Chief	1	1	2	2			
EMS							
Totals:	**4**	**10**	**10**	**26**			**Totals**
Staff Available:		**10**		**26**			**36**
Staff Needed:							**26**
Deficiency: None							**10**

EMS Incidents

Low EMS Risk Incidents

Low-risk EMS incidents typically involve single patients and require basic life support care. The following figures provide an overview of the personnel needed to safely manage these incidents and how current alarm assignments meet those demands.

Figure 21: Critical Task Analysis—Low EMS Risk

Task Description	Personnel Needed
Safety	1
Documentation	1
Basic Life Support Treatment	2
Effective Response Force:	**4**

Figure 22: Alarm Assignments—Low EMS Risk Incident

Unit Description	LFD		Auto Aid		Mutual Aid		
	Units	Staff	Units	Staff	Units	Staff	
EMS Unit			1	2			
Fire Unit	1	3					
Totals:	**1**	**3**	**1**	**2**			**Totals**
Staff Available:		**3**		**2**			**5**
Staff Needed:							**4**
Deficiency: None							**1**

Moderate EMS Risk Incidents

Moderate-risk EMS incidents typically involve serious medical conditions requiring both basic and advanced life support. The following figures define critical tasks and compare staffing needs to currently available response resources.

Figure 23: Critical Task Analysis—Moderate EMS Risk

Task Description	Personnel Needed
Safety	1
Basic Life Support Treatment	2
Advanced Life Support Treatment	2
Effective Response Force:	**5**

Figure 24: Alarm Assignments—Moderate EMS Risk Incident

Unit Description	LFD		Auto Aid		Mutual Aid		
	Units	Staff	Units	Staff	Units	Staff	
EMS Unit			1	2			
Fire Unit	1	3					
Totals:	**1**	**3**	**1**	**2**			**Totals**
Staff Available:		**3**		**2**			**5**
Staff Needed:							**5**
Deficiency: None							**0**

High EMS Risk Incidents

High-risk EMS incidents include multiple patients or complex care situations where triage, treatment, and transport must be coordinated simultaneously. The following figures outline the full range of required roles and indicate whether current assignments are sufficient to support these operations.

Figure 25: Critical Task Analysis—High EMS Risk

Task Description	Personnel Needed
Command/Support	1
Safety	1
Triage Group	2
Basic Life Support Treatment	4
Advanced Life Support Treatment	4
Transport Group	2
Effective Response Force:	**14**

Figure 26: Alarm Assignments—High EMS Risk Incident

Unit Description	LFD		Auto Aid		Mutual Aid		
	Units	Staff	Units	Staff	Units	Staff	
EMS Unit							
Fire Unit	4	10	2	4			
Totals:	**4**	**10**	**2**	**4**			**Totals**
Staff Available:		**10**		**4**			**14**
Staff Needed:							**14**
Deficiency: None							**0**

Maximum EMS Risk Incidents

For maximum-risk EMS events, such as mass casualty incidents, a high number of personnel are needed across multiple command, treatment, and support functions. The following figures demonstrate the critical staffing requirements and the degree to which existing resources meet or fall short of those needs.

Figure 27: Critical Task Analysis—Maximum EMS Risk

Task Description	Personnel Needed
Command	2
Safety	1
Operations	3
Triage Group	3
Basic Life Support Treatment	3
Advanced Life Support Treatment	4
Evacuation Group	3
Transport Group	3
Staging	1
Effective Response Force:	**23**

Figure 28: Alarm Assignments—Maximum EMS Risk Incident

Unit Description	LFD		Auto Aid		Mutual Aid		
	Units	Staff	Units	Staff	Units	Staff	
EMS Unit			2	4			
Fire Unit	20	20	2	4			
Staff Available:		**20**		**4**			**24**
Staff Needed:							**23**
Deficiency: None							**1**

Wildland Incidents

Low Wildland Risk Incidents

The following figures present the minimum critical tasks and staffing for low-risk wildland fires. These incidents typically involve small fires without complex weather or fuel conditions, yet still require effective coordination of fire attack and safety functions.

Figure 29: Critical Task Analysis—Low Wildland Risk

Task Description	Personnel Needed
Safety	1
Engineer (driver or pump operator)	1
Fire Attack	1
Effective Response Force:	**3**

Figure 30: Alarm Assignments—Low Wildland Risk Incident

Unit Description	LFD		Auto Aid		Mutual Aid		
	Units	Staff	Units	Staff	Units	Staff	
Fire Unit	1	3					
Totals:	**1**	**3**					**Totals**
Staff Available:		**3**					**3**
Staff Needed:							**3**
Deficiency:							**0**

Moderate Wildland Risk Incidents

Moderate wildland fires demand additional resources to manage flank divisions and water supply operations. The following figures outline the essential personnel needed and evaluate current alarm assignments against those operational requirements.

Figure 31: Critical Task Analysis—Moderate Wildland Risk

Task Description	Personnel Needed
Command	1
Safety	1
Driver/Engine or Pump Operator	1
Flank Divisions	3
Water Supply	1
Effective Response Force:	**7**

Figure 32: Alarm Assignments—Moderate Wildland Risk Incident

Unit Description	LFD		Auto Aid		Mutual Aid		
	Units	Staff	Units	Staff	Units	Staff	
Fire Unit	3	7					
Totals:	**3**	**7**					**Totals**
Staff Available:		**7**					**7**
Staff Needed:							**7**
Deficiency:							**0**

High Wildland Risk Incidents

High-risk wildland fires involve aggressive fire behavior and the need for structure protection and broader incident command functions. The following figures detail required tasking and assess whether available staffing can meet those needs under complex and fast-evolving conditions.

Figure 33: Critical Task Analysis—High Wildland Risk

Task Description	Personnel Needed
Command	1
Safety	1
Recon Group	1
Lookout	2
Driver/Engine or Pump Operator	1
Flank Divisions	3
Water Supply	1
Holding	3
Structure Protection	3
Staging	1
Effective Response Force:	**17**

Figure 34: Alarm Assignments—High Wildland Risk Incident

Unit Description	LFD		Auto Aid		Mutual Aid		
	Units	Staff	Units	Staff	Units	Staff	
Fire Unit	6	14					
Totals:	**6**	**14**					**Totals**
Staff Available:		**14**					**14**
Staff Needed:							**17**
Deficiency:							**-3**

Technical Rescue Incidents

Low Technical Rescue Risk Incidents

Low-risk technical rescue incidents, such as routine vehicle extrications, still require specific technical and medical tasks. The following figures outline those responsibilities and compare personnel requirements to current staffing levels.

Figure 35: Critical Task Analysis—Low Technical Rescue Risk

Task Description	Personnel Needed
Command	1
Safety	1
Basic Life Support Treatment	1
Extrication/Hazard Mitigation	1
Effective Response Force:	**4**

Figure 36: Alarm Assignments—Low Technical Rescue Risk Incident

Unit Description	LFD		Auto Aid		Mutual Aid		
	Units	Staff	Units	Staff	Units	Staff	
Fire Unit	1	3					
Totals:	**1**	**3**					**Totals**
Staff Available:		**3**					**3**
Staff Needed:							**4**
Deficiency:							**-1**

Moderate Technical Rescue Risk Incidents

These figures identify the critical tasks and effective response force needed for moderate-risk technical rescue incidents involving confined spaces, complex extrications, or similar events requiring advanced rescue and EMS functions.

Figure 37: Critical Task Analysis—Moderate Technical Rescue Risk

Task Description	Personnel Needed
Command	1
Safety	1
Size Up (360°)	1
Basic Life Support Treatment	2
Advanced Life Support Treatment	2
Extrication/Hazard Mitigation	3
Effective Response Force:	**10**

Figure 38: Alarm Assignments—Moderate Technical Rescue Risk Incident

Unit Description	LFD		Auto Aid		Mutual Aid		
	Units	Staff	Units	Staff	Units	Staff	
EMS Unit			1	2			
Fire Unit	3	7					
Totals:	**3**	**7**		**2**			**Totals**
Staff Available:		**7**		**2**			**9**
Staff Needed:							**10**
Deficiency:							**-1**

High Technical Rescue Risk Incidents

High-risk technical rescues demand specialized teams for operations, treatment, and scene support. The following figures summarize the task-based staffing requirements and measure the current response model's ability to meet those operational demands.

Figure 39: Critical Task Analysis—High Technical Rescue Risk

Task Description	Personnel Needed
Command/Support	1
Safety	1
Size Up (360°)	1
Operations	9
Rescue Teams	4
Rescue Support Group	1
Basic Life Support Treatment	3
Advanced Life Support Treatment	2
Effective Response Force:	**22**

Figure 40: Alarm Assignments—High Technical Rescue Risk Incident

Unit Description	LFD		Auto Aid		Mutual Aid		
	Units	Staff	Units	Staff	Units	Staff	
EMS Unit			1	2			
Fire Unit	4	10	5	13			
Rescue							
Totals:	**4**	**10**	**6**	**15**			**Totals**
Staff Available:		**10**		**15**			**25**
Staff Needed:							**22**
Deficiency: None							**3**

Maximum Technical Rescue Risk Incidents

Maximum-risk rescues often involve unstable structures or time-intensive operations requiring comprehensive coordination and EMS integration. The following figures illustrate the full array of personnel required and compare those needs to available staffing through current alarm protocols.

Figure 41: Critical Task Analysis—Maximum Technical Rescue Risk

Task Description	Personnel Needed
Command/Support	2
Safety	1
Size Up (360°)	1
Operations	9
Entry team leader and teams	2
Rescue Support Group	2
Basic Life Support Treatment	3
Advanced Life Support Treatment	4
Staging	1
Effective Response Force:	**25**

Figure 42: Alarm Assignments—Maximum Technical Rescue Risk Incident

Unit Description	LFD		Auto Aid		Mutual Aid		
	Units	Staff	Units	Staff	Units	Staff	
EMS Unit			2	4			
Fire Unit	3	9	5	13			
Totals:	**3**	**9**	**7**	**17**			**Totals**
Staff Available:		**9**		**17**			**26**
Staff Needed:							**25**
Deficiency:							**-1**

HazMat Incidents

Low HazMat Risk Incidents

The following figures outline the staffing requirements for low-risk hazardous materials incidents, typically involving minor spills or contained exposures. They also provide a comparison between required staffing and current unit assignments.

Figure 43: Critical Task Analysis—Low HazMat Risk

Task Description	Personnel Needed
Command	1
Safety	1
Size-Up (360°)	1
Hazard Mitigation	5
Effective Response Force:	**8**

Figure 44: Alarm Assignments—Low HazMat Risk Incident

Unit Description	LFD		Auto Aid		Mutual Aid		
	Units	Staff	Units	Staff	Units	Staff	
Fire Unit	2	4					
Totals:	**2**	**4**					**Totals**
Staff Available:		**4**					**4**
Staff Needed:							**8**
Deficiency:							**-4**

Moderate HazMat Risk Incidents

Moderate-risk HazMat incidents require a coordinated response including decontamination, hazard mitigation, and medical support. The following figures summarize the personnel needed to manage these functions and assess alignment with current response capabilities.

Figure 45: Critical Task Analysis—Moderate HazMat Risk

Task Description	Personnel Needed
Command	1
Safety	1
Size up (360°)	1
Pump Operations/Decontamination	1
Hazmat Group Supervisor	1
Hazard Mitigation	6
EMS Unit	2
Effective Response Force:	**13**

Figure 46: Alarm Assignments—Moderate HazMat Risk Incident

Unit Description	LFD		Auto Aid		Mutual Aid		
	Units	Staff	Units	Staff	Units	Staff	
EMS Unit			1	2			
Fire Unit	3	7					
Rescue	1				1	4	
Totals:	**4**	**7**	**1**	**2**	**1**	**4**	**Totals**
Staff Available:		**7**		**2**		**4**	**13**
Staff Needed:							**13**
Deficiency:							**0**

High HazMat Risk Incidents

High-risk HazMat events involve large-scale releases or unknown substances and require multiple entry teams, backup crews, and support functions. The following figures detail these needs and evaluate current staffing against the required effective response force.

Figure 47: Critical Task Analysis—High HazMat Risk

Task Description	Personnel Needed
Command/Support	1
Safety	1
Size Up (360°)	1
Operations	9
Entry Team Officer and Team	4
Back-up Entry Team	4
HazMat Support Group	3
Decon Group	6
Medical Group	6
Effective Response Force:	**35**

Figure 48: Alarm Assignments—High HazMat Risk Incident

Unit Description	LFD		Auto Aid		Mutual Aid		
	Units	Staff	Units	Staff	Units	Staff	
EMS Unit			4	8			
Fire Unit	4	10	3	9			
Rescue					1	4	
Totals:	**4**	**10**	**7**	**17**	**1**	**4**	**Totals**
Staff Available:		**10**		**17**		**4**	**31**
Staff Needed:							**35**
Deficiency:							**-4**

Maximum HazMat Risk Incidents

Maximum-risk HazMat scenarios require extensive mitigation operations, medical management, and staging across a broad area. The following figures show the expected tasking and compare the department's available staffing to the level necessary for these highly complex emergencies.

Figure 49: Critical Task Analysis—Maximum HazMat Risk

Task Description	Personnel Needed
Command/Support	1
Safety	1
Size Up (360°)	1
Operations	9
Entry Team Officer and Team	4
Back-up Entry Team	4
HazMat Support Group	3
Decon Group	6
Medical Group	6
Staging	1
EMS	6
Effective Response Force:	**42**

Figure 50: Alarm Assignments—Maximum HazMat Risk Incident

Unit Description	LFD		Auto Aid		Mutual Aid		
	Units	Staff	Units	Staff	Units	Staff	
EMS Unit			3	6			
Fire Unit	5	11	3	9			
Rescue					1	4	
Totals:	**5**	**11**	**6**	**15**	**1**	**4**	**Totals**
Staff Available:		**11**		**15**		**4**	**30**
Staff Needed:							**42**
Deficiency:							**-12**

ARFF Incidents

Low ARFF Risk Incidents

Low-risk ARFF incidents typically involve minor emergencies or precautionary landings. The following figures outline the basic tasking and staffing levels necessary for an effective response, based on current standards and resources.

Figure 51: Critical Task Analysis—Low ARFF Risk

Task Description	Personnel Needed
Command	1
Size Up (360°)	1
Fire/Rescue Standby	1
Effective Response Force:	**3**

Figure 52: Alarm Assignments—Low ARFF Risk Incident

Unit Description	LFD		Auto Aid		Mutual Aid		
	Units	Staff	Units	Staff	Units	Staff	
Fire Unit	1	3					
Totals:	**1**	**3**					**Totals**
Staff Available:		**3**					**3**
Staff Needed:							**3**
Deficiency: None							**0**

Moderate ARFF Risk Incidents

These figures illustrate the staffing and unit assignments required for moderate ARFF risk incidents, which may involve multiple aircraft systems, standby operations, or limited rescue functions.

Figure 53: Critical Task Analysis—Moderate ARFF Risk

Task Description	Personnel Needed
Command	1
Safety	1
Size up (360°)	1
Fire Attack Group Standby	3
Rescue Group Standby	1
Effective Response Force:	**7**

Figure 54: Alarm Assignments—Moderate ARFF Risk Incident

Unit Description	LFD		Auto Aid		Mutual Aid		
	Units	Staff	Units	Staff	Units	Staff	
Fire Unit	3	7					
Totals:	**3**	**7**					**Totals**
Staff Available:		**7**					**7**
Staff Needed:							**7**
Deficiency:							**0**

High ARFF Risk Incidents

High-risk ARFF incidents require robust command, rescue, and fire suppression operations. The following figures define the critical staffing needed to manage such events and compare it with current alarm assignments.

Figure 55: Critical Task Analysis—High ARFF Risk

Task Description	Personnel Needed
Command	1
Safety	1
Size Up (360°)	1
Operations Section	6
Fire Attack Group	6
Rescue Group	3
Medical Group	3
Staging	1
Effective Response Force:	**22**

Figure 56: Alarm Assignments—High ARFF Risk Incident

Unit Description	LFD		Auto Aid		Mutual Aid		
	Units	Staff	Units	Staff	Units	Staff	
Fire Unit	4	10	2	6			
Other:							
Totals:	**4**	**10**	**2**	**6**			**Totals**
Staff Available:		**10**		**6**			**16**
Staff Needed:							**22**
Deficiency:							**-6**

Maximum ARFF Risk Incidents

Maximum-risk ARFF events involve mass casualty potential and require complex coordination of fire suppression, rescue, triage, and transport. The figures that follow provide a comprehensive view of tasking requirements and the extent to which current staffing meets those needs.

Figure 57: Critical Task Analysis—Maximum ARFF Risk

Task Description	Personnel Needed
Command	1
Safety	1
Size Up (360°)	1
Operations Section	1
Fire Attack Group	9
Rescue Group	3
Triage Group	3
Basic Life Support	9
Advanced Life Support	8
Transport Group	3
Staging	3
Effective Response Force:	**42**

Figure 58: Alarm Assignments—Maximum Fire Risk Incident

Unit Description	LFD		Auto Aid		Mutual Aid		
	Units	Staff	Units	Staff	Units	Staff	
ARFF Unit					1	4	
Fire Unit	5	11	6	18			
EMS Unit			4	8			
Totals:	**5**	**11**	**10**	**26**	**1**	**4**	**Totals**
Staff Available:		**11**		**26**		**4**	**41**
Staff Needed:							**42**
Deficiency:							**-1**

Capital Facilities & Equipment

Apparatus, other vehicles, trained personnel, firefighting and emergency medical equipment, and fire stations are the essential capital resources that fire departments use to carry out their missions. No matter how competent or numerous the firefighters are, if appropriate capital equipment is unavailable for operations personnel, it would be impossible for the Lincoln Fire Department to perform its responsibilities effectively.

Since the essential capital assets for emergency operations are facilities, apparatus, and other emergency response vehicles, this portion of the report will address those in the following sections.

Fire Station Features

Fire stations play an integral role in delivering emergency services for several reasons. Primarily, a station's location will dictate response times to emergencies. A poorly located station can mean the difference between confining a fire to a single room and losing the structure or survival from sudden cardiac arrest.

Fire stations also need to be designed to adequately house equipment and apparatus and meet the organization's and its personnel's needs.

Fire station activities should be closely examined to ensure the structure is adequate in size and function. Examples of these functions can include the following:

- Residential living space and sleeping quarters for on-duty personnel (all genders)
- Bathrooms and showers (all genders)
- Training, classroom, and library areas
- Kitchen facilities, appliances, and storage
- The housing and cleaning of apparatus and equipment, including decontamination and disposal of biohazards
- Administrative and management offices, computer stations, and office facilities
- Firefighter fitness area
- Public meeting space

In gathering information from LFD, AP Triton asked the department to rate its fire stations' condition using the criteria in the following figure. The results will be seen in the figures following the criteria description.

Figure 59: Criteria Utilized to Determine Fire Station Condition

Excellent	Like-new condition. No visible structural defects. The facility is clean and well-maintained. The interior layout is conducive to function with no unnecessary impediments to the apparatus bays or offices. No significant defect history. Building design and construction match the building's purposes. Age is typically less than ten years.
Good	The exterior has a good appearance with minor or no defects. Clean lines, good workflow design, and only minor wear on the building interior. The roof and apparatus apron are in good working order, absent any significant full-thickness cracks, crumbling of the apron surface, or visible roof patches or leaks. Building design and construction match the building's purposes. Age is typically less than 20 years.
Fair	The building appears structurally sound with a weathered appearance and minor to moderate non-structural defects. The interior condition shows normal wear and tear but flows effectively to the apparatus bay or offices. Mechanical systems are in working order. Building design and construction may not match the building's purposes well. Shows increasing age-related maintenance but with no critical defects. Age is typically 30 years or more.
Poor	The building appears cosmetically weathered and worn with potential structural defects, although not imminently dangerous or unsafe. Large, multiple full-thickness cracks and crumbling concrete on the apron may exist. The roof has evidence of leaking and has been repaired multiple times. The interior is poorly maintained or showing signs of advanced deterioration with moderate to significant non-structural defects. Problematic age-related maintenance and major defects are evident. It may not be well-suited to its intended purpose. Age is typically greater than 40 years.

The following figures describe the basic features of each of LFD's fire stations.

Figure 60: LFD Station 33

Address/Physical Location:	17 McBean Park Dr, Lincoln, CA 95648
	**General Description:** Fire Station 33 is a 17-year-old, 2-story, 1,700 sq. ft. facility. It has two drive-through apparatus bays and can accommodate multiple apparatus and personnel. Only the first-floor public areas of the station are ADA-compliant. This station appears to be well-maintained and in good condition at this time.
Structure	
Date of Original Construction	2008
General Condition	Good
Seismic Protection	Yes
Auxiliary Power	Yes
ADA Compliant	1st Floor only
Number of Apparatus Bays	Drive-Through: 2 | Back-In: 1 | Total Bays: 3
Total Square Footage	17,000
Facilities Available	
Sleeping Quarters	Bedrooms: 6 | Beds: 11 | Dorm Beds: 0
Maximum Staffing Capability	11 (Total no. staff that can be housed at the station)
Bathroom/Shower Facilities	Yes
Gender Segregation (Y/N)	Bathrooms? N | Showers? N | Bedrooms? N
Exercise/Workout Facilities	Yes
Kitchen Facilities	Yes
Individual Lockers Assigned	Yes
Training/Meeting Rooms	Yes
Washer/Dryer/Extractor	Yes
Safety & Security	
Station Sprinklered	Yes
Smoke & CO Detection	Yes
Decon & Biological Disposal	No
Security System	No
Apparatus Exhaust System	Yes

Figure 61: LFD Station 34

Address/Physical Location:	126 Joiner Parkway, Lincoln, CA 95648
	**General Description:** Fire Station 34 currently serves as the LFD Headquarters. The on-duty Battalion Chief and a 3-person engine company are also located here. The building is protected by an automatic fire sprinkler system and equipped with an auxiliary power generator. Although ADA-compliant, the station facilities do not include gender-specific restrooms, showers, or sleep areas for staff.
Structure	
Date of Original Construction	2008
General Condition	Good
Seismic Protection	Yes
Auxiliary Power	Yes
ADA Compliant	Yes
Number of Apparatus Bays	Drive-Through: | 3 | Back-In: | 1 | Total Bays: | 4
Total Square Footage	20,000
Facilities Available	
Sleeping Quarters	Bedrooms: | 6 | Beds: | 11 | Dorm Beds: | 0
Maximum Staffing Capability	11 | (Total no. staff that can be housed at the station)
Bathroom/Shower Facilities	Yes
Gender Segregation (Y/N)	Bathrooms | N | Showers | N | Bedrooms | N
Exercise/Workout Facilities	Yes
Kitchen Facilities	Yes
Individual Lockers Assigned	Yes
Training/Meeting Rooms	Yes
Washer/Dryer/Extractor	Yes
Safety & Security	
Station Sprinklered	Yes
Smoke & CO Detection	Yes
Decon & Biological Disposal	No
Security System	No
Apparatus Exhaust System	Yes

Figure 62: LFD Station 35

Address/Physical Location:	2525 E Joiner Parkway, Lincoln, CA 95648
	**General Description:** Station 35 is a single-story 6,400 sq. ft. built in 2001. Designed to house one 3-person engine company, this station is the smallest of the three existing LFD stations. Like the other stations, it is protected by a fire sprinkler system and has auxiliary power provided by an on-site generator. It appears to be reasonably well-maintained and in fair condition.
Structure	
Date of Original Construction	2001
General Condition	Fair
Seismic Protection	Some
Auxiliary Power	Yes
ADA Compliant	Yes
Number of Apparatus Bays	Drive-Through: 2 | Back-In: 0 | Total Bays: 2
Total Square Footage	6,400
Facilities Available	
Sleeping Quarters	Bedrooms: 4 | Beds: 4 | Dorm Beds: 0
Maximum Staffing Capability	4 (Total no. staff that can be housed at the station)
Bathroom/Shower Facilities	Yes
Gender Segregation (Y/N)	Bathrooms N | Showers N | Bedrooms N
Exercise/Workout Facilities	Yes
Kitchen Facilities	Yes
Individual Lockers Assigned	Yes
Training/Meeting Rooms	No
Washer/Dryer/Extractor	Yes
Safety & Security	
Station Sprinklered	Yes
Smoke & CO Detection	Yes
Decon & Biological Disposal	No
Security System	No
Apparatus Exhaust System	Yes

Fire Stations Discussion

All of LFD's fire stations appear to be adequately sized to meet the needs of the Town of Lincoln currently. Stations 33 and 34 were both built with the future growth of the community they serve in mind. Both stations are large enough to house multiple companies if the need arises. None of the three stations were classified as being in "Excellent" condition; Stations 33 and 34 were noted to be in "Good" condition, while Station 35 was assessed as being in "Fair" condition.

Figure 63: Summary of FFD Fire Stations

Station	Square Footage	Apparatus Bays	Staffing Capacity	General Condition	Station Age
Station 33	17,000	3	11	Good	17
Station 34	20,000	3	11	Good	17
Station 35	6,400	2	4	Fair	24

Fire Station 33

Station 33, built in 2008, is a two-story, 1,700-square-foot facility. It currently houses a single 3-person engine company that also staffs a Type 3 Wildland engine and the department's 2,000-gallon Water Tender. Only the first-floor public areas of the station are compliant with the Americans with Disabilities Act (ADA).

The station has a fire sprinkler system and auxiliary power supplied by an on-site generator. However, it lacks gender-specific public restrooms, male and female bathrooms, showers, and sleeping areas for staff. Station 33 appears to be well-maintained and in good condition currently.

Fire Station 34

Fire Station 34 is a single-story, 20,000-square-foot facility built in 2008 and currently serves as the LFD Headquarters. All department administrative offices are located in this area. The on-duty battalion chief and a three-person engine company, which also cross-staffs a Type 3 Wildland engine, are stationed here. The building is protected by an automatic fire sprinkler system and equipped with an auxiliary power generator. Although the building is ADA-compliant, it does not offer gender-specific restrooms, bathrooms, or dormitories for staff.

Fire Station 35

Station 35 was built in 2001; it is a single-story 6,400 sq. ft. facility designed to house one 3-person engine company. A fire sprinkler system protects the station, and an on-site generator provides auxiliary power. Considering the facility's age, it appears reasonably well-maintained and in fair condition. Due to its location, the engine company housed here is first due into the 12 Bridges area and the Del Web – Lincoln Hills development.

While all structures require regular maintenance, fire stations demand even more upkeep due to their continuous occupation by at least three adults. The frequent departures and arrivals of heavy equipment also affect the integrity of these facilities. During AP Triton's fire station inspections, they were found to be well-maintained and properly equipped to support the assigned firefighters. However, all three fire stations lack gender-specific bathrooms, showers, and sleeping facilities designed for female fire suppression staff members. Currently, LFD does not have any female firefighters on its roster. In preparation for hiring female firefighters, the department should start planning how to accommodate these new employees within the existing fire station facilities.

Facility Replacement and Expansion

Lincoln is a rapidly growing community and will, in the immediate future, face the following challenge: We need to build several new fire stations to respond adequately to the recently annexed areas. Considerable attention should be given to locating these new facilities in locations across and around the city to ensure that fire companies' response times are enhanced and meet the recognized NFPA standards noted in the Standards of Cover portion of this document.

Facility Maintenance

Consistent maintenance and prompt replacement of specialized equipment ensure the stations remain in good condition. Developing plans to update and repair systems, such as heating and air conditioning (HVAC), generators, roofs, driveways, parking lots, security gates, painting, carpets, and small appliances, can help minimize costs and prolong the lifespan of the buildings.

Apparatus & Vehicles

Clearly, apparatus must be sufficiently reliable to transport firefighters and equipment rapidly and safely to an incident scene. Such vehicles must be properly equipped and function appropriately to ensure that the delivery of emergency services is not compromised.

As part of this study, AP Triton requested that the fire department provide a comprehensive inventory of its fleet, including suppression apparatus, command and support vehicles, specialty units, and other relevant equipment. For each vehicle listed, LFD was asked to rate its condition utilizing the criteria described in the next figure.

Figure 64: Criteria Used to Determine Apparatus & Vehicle Condition

Evaluation Components	Points Assignment Criteria
Age:	One point for every year of age, based on the in-service date.
Miles/Hours:	One point for every 10,000 miles or 1,000 hours
Service:	1, 3, or 5 points are assigned based on the service type received (e.g., a pumper would be given a 5 since it is classified as severe duty service).
Condition:	1, 3, or 5 points are assigned to this category that considers body condition, rust interior condition, accident history, anticipated repairs, etc. The better the condition, the lower the assignment of points.
Reliability:	Points are assigned as 1, 3, or 5, depending on the frequency a vehicle is in for repair (e.g., a 5 would be assigned to a vehicle in the shop two or more times per month on average, while a 1 would be assigned if in the shop on average of once every three months or less.

Point Ranges	Condition Rating	Condition Description
Under 18 points	Condition I	Excellent
18–22 points	Condition II	Good
23–27 points	Condition III	Fair (consider replacement)
28 points or higher	Condition IV	Poor (immediate replacement)

Lincoln Fire Department Apparatus

The following figure lists the inventory of the current frontline apparatus and other vehicles of the Lincoln Fire Department.

Figure 65: Apparatus Inventory

Apparatus	Type	Make	Year	Condition	Status
Type 1 Engines					
E 33 (3433)	Type 1	Pierce	2019	Good	Frontline
E 34 (3434)	Type 1	Pierce	2019	Good	Frontline
E 35 (3435)	Type 1	Spartan/Hi-Tech	2016	Good	Frontline
R 1786	Type 1	Spartan/Hi-Tech	2006	Fair	Reserve
R 1787	Type 1	Spartan/Hi-Tech	2006	Fair	Reserve
Tenders					
WT 33 (1793)	Type II	International E-One	2000	Fair	Frontline
Type 3 and Type 6 Engines					
BR 33 (1763)	Type 3	International E-One	2000	Poor	Frontline
BR 34 (1761)	Type 3	International HME	2015	Good	Frontline
G35 (1751)	Type 6	Ford/Hi-Tech	1999	Poor	Frontline

Figure 66: Command & Staff Vehicles

Unit	Assigned To	Manufacturer	Year	Condition
3401 (3402)	Deputy Chief	Chevrolet SUV	2018	Good
BC 34 (1708)	BC/Duty Chief	Ford F250	2023	Excellent
U 33 (1709)	Utility Vehicle	Ford F150	2024	Excellent
U 34 (1707)	UV/BC Unit	Ford F250	2024	Excellent
U 35 (1710)	Utility Vehicle	Ford F150	2024	Excellent
R (1704)	Utility Vehicle	Dodge 1500	2004	Fair
R (1701)	Utility Vehicle	Dodge SUV	2005	Poor
R (1702)	Utility Vehicle	Dodge SUV	2005	Poor

Note: BC-Battalion Chief, UV-Utility Vehicle

In summary, the overall condition of the Lincoln Fire Department's in-service apparatus, command vehicles, and utility vehicles is typically good to excellent. LFD's Type I apparatus fleet seems to be in good to fair condition.

Due to their age and condition, two of the three Wildland apparatus and the current Water Tender should be assessed for potential replacement. LFD's reserve utility vehicles, which appear to be over 20 years old, are slated for replacement in the 2024–25 budget cycle.

Section II:
SUPPORT PROGRAMS

Emergency Medical Services

The following section entails a general overview of the EMS delivery system in the City of Lincoln and Placer County.

EMS Administration

Regional EMS Administration

The Sierra-Sacramento Valley Emergency Medical Services (S-SV EMS) Agency serves as the Local Emergency Medical Services Agency (LEMSA) for Butte, Colusa, Glenn, Nevada, Shasta, Siskiyou, Sutter, Tehama, Yuba, and Placer counties.

S-SV EMS was founded as a Joint Powers Authority (JPA) with legal responsibilities for planning, developing, implementing, and overseeing all EMS components within our 10-county jurisdiction. This includes:

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

LFD EMS Administration

The responsibility of managing LFD's EMS delivery lies with the Deputy Fire Chief. The fire department does not have an assigned Medical Director. EMS is allocated a specific budget, and has increased each year over the last three years:

- FY 21–22: $25,000
- FY 22–23: $28,750
- FY 23–24: $37,750

LFD utilizes the ImageTrend® RMS system to generate electronic patient-care records (ePCR) for EMS incidents. ImageTrend® is compliant with the National Emergency Medical Services Information System (NEMSIS) and Health Insurance Portability and Accountability Act (HIPAA) standards (as well as the National Fire Incident Reporting System).

Patient refusals are documented. The department has policies that enable patients to request ePCRs while ensuring patient confidentiality and records security.

The Lincoln Fire Department does not have a formal quality management process for evaluating EMS system performance or clinical care. Neither does LFD have a program to address frequent users or "abusers" of the EMS system.

EMS Operations

Medical First Response

Approximately 69% of LFD's annual responses are emergency medical incidents.[6] The Lincoln Fire Department provides medical first-response at the BLS level (with some advanced skills) from its three staffed fire stations. The department's full-time Type 1 engines are equipped with BLS equipment and staffed with certified Firefighter/Emergency Medical Technicians.

Ground Emergency Medical Transport

American Medical Response (AMR) is a national private ambulance service that provides Ground Emergency Medical Transport (GEMT) service to the Lincoln area. AMR provides Advanced Life Support (ALS) as well as Basic Life Support. In addition to emergency operations, AMR provides non-emergency medical transportation management services.

Air Medical Transport

Since Lincoln is within the catchment area of Sutter Roseville Medical Center (SRMC), about 10 miles distant, helicopter scene transport is rarely indicated except in high-acuity pediatric cases and severe burns.

The California Association of Air Medical Services (CALSTAR) is typically utilized when helicopter transport is required. CALSTAR maintains rotor wing bases throughout California, including one about 14 miles from Lincoln in Auburn.

[6] Completed Data Table 8-A: Emergency Medical Services (Fire-Based/Non-Transport).

Communications & Dispatch

The following section describes the dispatch services and emergency communications utilized by the Lincoln Fire Department.

Lincoln Police Department Dispatch Center

The City of Lincoln Police Department (LPD) operates the Lincoln Dispatch Center (LDC) and serves as the community's primary 911 Public Safety Answering Point (PSAP). LDC provides dispatch and communications services for police, fire, and EMS. The Center serves a population of just over 55,000 residents. The Rocklin Police Department's 911 Center serves as the redundant or backup communications facility.

Personnel & Staffing

A Dispatch/Records Supervisor oversees eight 911 Call-Takers/Dispatchers who work 12-hour shifts on a 36-hour/48-hour rotation. The minimum daily staffing is one Call-Taker/Dispatcher. Staff must meet California State training and certification requirements.

Operations

In accordance with a contractual arrangement, LDC transfers callers requiring Emergency Medical Dispatch (EMD) services and pre-arrival instructions to the American Medical Response (AMR) dispatch center.

In 2023, Lincoln Dispatch Center received 10,751 calls for fires, EMS, and other related incidents. The Center reported that over 94% of its calls were answered in 10 seconds or less, with an average call-processing time of just over 69 seconds.

Quality Management Standards

The Lincoln Dispatch Center has not adopted any performance standards or benchmarks. While dispatch activities are evaluated, no formal quality management (QM) or quality assurance (QA) program is in place.

Communications Equipment

The latest Computer-Aided Dispatch (CAD) system is from Sun Ridge System, Inc., which was installed in 2005. LDC uses a digital radio system for the police department and an analog system for the fire department.

The Lincoln Dispatch Center does not have separate funding; expenses are funded through the Lincoln Police Department's general budget. Currently, there are no capital facilities or equipment plans for upgrades or replacement.

Data Collection & Records Management

LDC's CAD system is interfaced with LFD's records management system (RMS). CAD data is automatically downloaded into the ImageTrend® RMS, which LFD utilizes to document all its incidents. The CAD system collects multiple data elements and can export incident data into an Excel format for detailed data analyses.

The following is a list of the data elements collected in the CAD system:

- Dispatch center incident number
- Time call received (911 system access)
- Unit dispatched time
- Time unit began the response
- Time arrived at the scene
- Time unit canceled
- Unit response mode/priority
- Suspect/complainant contact time
- Unit available for service time
- Incident type description
- Incident location street address
- Incident location latitude/longitude
- Unit name/number
- Unit type (engine, ambulance, truck, etc.)

These data elements are helpful when conducting assorted data analyses to determine service demand and operational performance.

Life Safety Services & Public Education

Code Enforcement & Permitting

A primary component of any risk reduction program is to provide a comprehensive fire and life safety inspection and permitting process. The goal is to prevent or mitigate a fire or injury before it occurs.

Building Plan Review

The review process provides information on how the construction may affect LFD's access to the building during an incident, the type of construction, the need for fire protection systems, or a change of use.

Plan reviews should begin when the initial concept is presented for permitting. The initial review allows the fire department to provide suggestions and enforce existing requirements before permitting. For example, the site plan should include fire apparatus access, fire department connection location if a sprinkler system is present, size and height of the building, hydrants, or other features that impact emergency responders.

Proper permit applications and processes are necessary to assist the contractor when submitting plans for review and ultimate approval. Reviewing construction plans allows fire service representatives to ensure code compliance for existing fire sprinkler and alarm systems, emergency lighting, or other processes. In addition, a permitting system allows the organization to require changes to plans if they do not meet code requirements before construction begins.

A third-party company provides all inspections and plan reviews for new construction, such as a new building or tenant improvement. They review fire sprinklers and alarm systems, suppression systems for commercial kitchen hoods, and underground fire mains for fire sprinkler systems. These contractors work through the community development, which issues the permits and tracks the inspections before a final certificate of occupancy is issued.

Fire & Life Safety Inspections

Inspections of commercial buildings and properties allow LFD to reduce risks by educating the public and business owners about why the violation is a safety concern. Fire and life safety inspections utilize three of the *Five E*'s, education, engineering, and enforcement. Each of these provides a method to reduce risks through mitigation or prevention. LFD uses ImageTrend as its records management system to track all properties, buildings, and inspections.

LFD manages all fire code complaints and residential daycare facilities. California Health and Safety Code, Section 13146, outlines the local fire agency's authority and responsibility to inspect certain occupancies, namely:

- For Multi-Family Dwellings, Group R-1 and R-2 occupancies must be inspected annually (13146.2).
- For Residential Care Facilities, Groups R2.1 and R-4 must be inspected upon request of a licensee for a pre-inspection and upon receipt of a licensing request [H&S 13146.2 and 17921(b)].
- High-rise structures more than 75 feet above the lowest floor level with building access must be inspected annually, and the result must be sent to the State Fire Marshal (SFM) within 30 days. If the fire authority does not inspect, the SFM will conduct the inspections and assess a fee to the owner [H&S 13217(a)]. It is noted that there are currently no buildings of this height in the City.
- Public and Private Schools, K-12, Group E-1 must be inspected annually (H&S 13146.3).
- Detention Facilities, Group I-3 must be inspected every two years by the SFM unless the Fire Chief indicates in writing to the SFM that the department will handle the inspections. The Fire Chief must submit inspection reports to the SFM and Board of Corrections within 30 days of inspection. If the SFM conducts the inspection, they may assess a fee to the City (H&S 13146.1).

LFD is not meeting these requirements. Other than the required inspection by the state, there is no requirement to inspect other occupancies. An example of buildings not receiving a periodic inspection is the *Ghost Ship* fire in Oakland, California, which killed 36 people. The fire occurred in a repurposed warehouse without proper permitting, and the building had not been inspected in 30 years and was not listed in the department's RMS.[7] Without these buildings receiving periodic inspections, life safety violations may exist without the knowledge of code enforcement officials and responding operations staff.

National Fire Protection Association (NFPA) 1730: *Standard on Organization and Deployment of Fire Prevention Inspection and Code Enforcement, Plan Review, Investigation, and Public Education Operations* provides a minimum inspection frequency based on the risk. Therefore, LFD should institute an inspection schedule based on NFPA 1730's recommendation, as shown in the following figure.

Figure 67: NFPA 1730 Inspection Frequency[8]

Occupancy Risk Classification	Frequency
High	Annually
Moderate	Biennially
Low	Triennially
Critical Infrastructure	Per AHJ*

*Authority Having Jurisdiction

The following figure is a risk classification based on International Building Code occupancy types to guide the development of a periodic inspection schedule.

[7] NFPA Journal, Ghost Effect, January/February 2018.
[8] NFPA 1730: *Standard on Organization and Deployment of Fire Prevention Inspection and Code Enforcement, Plan Review, Investigation, and Public Education Operations.*

Figure 68: Occupancy Classifications

Risk	IBC Group	Examples
High	A-1, A-2	Nightclubs, restaurants, theaters, airport/cruise ship terminals
	A-3, A-4, A-5	Arenas, museums, religious
	H-1, H-2, H-3, H-4, H-5	Hazardous materials sites (Tier II)
	B	All government & public buildings, other office buildings over two stories
	E	Schools, daycare centers
	I-1, I-2, I-3, I-4	Hospitals, assisted living centers, correctional
	M	Strip malls, closed-air shopping malls, big box stores
	R-1, R-3	Hotels, motels, dormitories, apartments, board & care facilities
	Special Risk	Railroads, interstate highways, airports
	(Target hazard)	Any building with life safety risk beyond the reach of preconnected hose lines > 200 feet
Moderate	B	Outpatient clinics, general business, offices < 3 stories
	F-1	Fabrication or manufacturing of combustible materials
	M	Mercantile, free-standing
	I-2, R-4	Foster group homes, assisted living homes
	S-1	Storage of combustible materials, car repair facilities, hangars
Low	F-2	Fabrication or manufacturing of non-combustibles
	R-1, R-2	1- and 2-family dwellings, foster homes
	S-2	Storage of combustible materials
	U	Barns, silos, and other unclassified buildings

Permitting & Fees

A permit system enables Lincoln to review plans or conduct inspections to ensure code requirements are met. The fees associated with the permit or other types of inspection are designed to recover any costs for the plan reviews or inspections. LFD has an extensive fee schedule for fire alarm and sprinkler systems, kitchen hoods, alternative automatic fire extinguishing systems, and other permits required by the California Fire Code. Except for plan reviews and inspections related to new construction or tenant improvements, no other fees are charged by LFD.

Fire Investigations

Fire causes may include intentional, unintentional, failure of equipment, an act of nature, under investigation, or undetermined. Documenting the types of ignition is required by the National Fire Incident Reporting System (NFIRS) for all fires and is necessary for fire investigations.

Determining the origin and cause of a fire enables LFD to develop prevention programs that minimize future incidents. Any program designed should utilize data to analyze the cause of the fire and reveal trends of potential issues within the community. Data such as name, age, and gender may help identify specific individuals or groups to target with prevention programs like Juvenile Firesetter.

LFD has one state-certified fire investigator, but the company officer conducts most origin and cause investigations. The Sierra Sacramento Arson Task Force and CAL FIRE are available if additional assistance is needed. If there is a criminal investigation, the Lincoln Police Department will assume responsibility.

Fire & Life Safety Education Programs

Preventing or mitigating unintentional injuries or fires is a critical function of a fire department. Educational programs offer the best opportunity to reduce fires and injuries in the community.

A fire and life safety program to reduce risks requires a coordinated approach and should include other partner organizations in the community that may provide the same or similar services. These partnerships allow LFD to become a community partner and build relationships to reduce risks. In addition, developing fire and life safety programs requires a continual review of incident data to determine the types and frequency of responses.

LFD provides public education to local schools and the 55+ communities. All education and community engagement events are forwarded to the Division Chief and assigned to the appropriate stations. Local 522 is very active in the community by sponsoring events for fire prevention. The union sponsors a turkey drive in November and partners with the Salt Mine Church to assist the unhoused population.

Community Risk Reduction Program

The following is part of an overall Community Risk Reduction (CRR) program, defined as "The identification and prioritization of risks followed by the integrated application of resources to improve public safety and reduce increasing call volumes." CRR's primary objective is to examine problems and develop prevention or mitigation strategies to reduce hazards. The goal is to incorporate emergency operations with prevention efforts at the fire station level. This station-level approach is preferred because risks vary between stations or within a station's response area.

Data collected for this master plan and continued analysis in the future create an opportunity to determine if specific hazards are increasing or decreasing based on incident response. Additionally, risks may shift as new developments or demographic changes occur in Lincoln and the overall service area, impacting LFD.

LFD provides risk reduction for the community and focuses on a comprehensive and coordinated effort. When developing strategies, they should use the "Five E's" to develop risk reduction programs, as listed below.

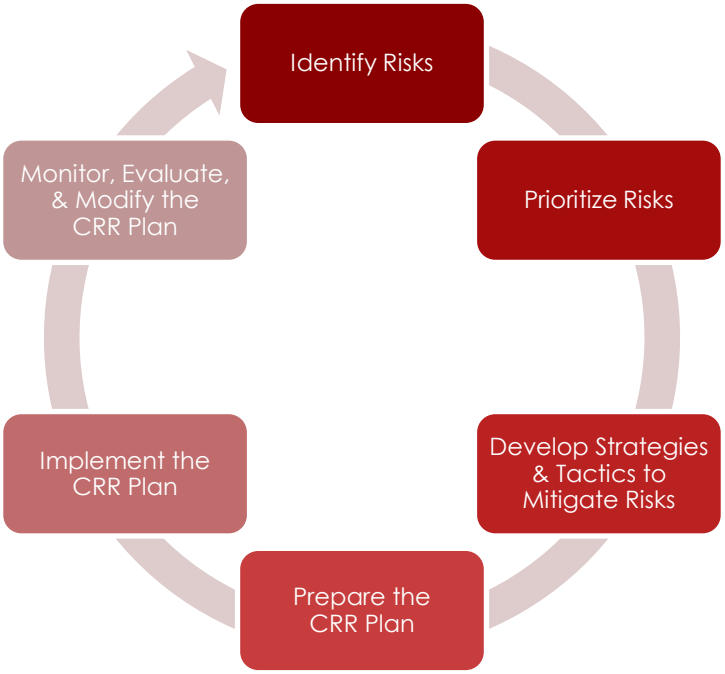
- Education—Will education help the public: who, where, when?
- Engineering—What engineering or technology is available to help?
- Enforcement—Is additional or more substantial enforcement needed?
- Economic Incentives—Could incentives increase compliance?
- Emergency Response—Would changes in response make a difference?

When developing a CRR plan, LFD must determine what strategies have already been implemented in the community to prevent duplication. In addition, outside resources may be available through partnerships with many community organizations such as law enforcement, nonprofits, health departments, EMS, religious, and local businesses. These groups may provide staff with a different perspective and offer additional funding and resources to mitigate limitations within LFD.

Preparing a CRR plan should align with the department's mission and strategic plan. Creating a plan at the station level allows personnel to engage the community they serve. It empowers staff to interact, learn more about their community, and take ownership of the program. Station personnel will begin to understand the importance of collecting accurate data to support their plan, developing strategies using partnerships, gaining their input, soliciting feedback from the community, and deciding what risk to prioritize.

The following figure is one basic methodology offered by Vision 20/20 to identify and analyze risks within a community. In addition, Vision 20/20 includes a coalition of national organizations and experts that exemplify how collaboration, communication, and commitment to data-based solutions can save lives and properties.

Figure 69: The Community Risk Assessment Process



Training & Continuing Medical Education

An extensive training program is essential for providing safe and effective emergency services. Firefighters need to obtain and sustain the required initial training, ongoing fire and special operations training, and continuous medical education to support the service's mission of effectiveness and safety. Training is the second highest priority for line personnel, after operational readiness. Inadequate training could expose both personnel and citizens to avoidable risks, potentially leading to liability for the department.

The initial training for personnel needs to be enhanced with regular, ongoing, and verifiable training sessions. This requires instructors to have access to training facilities, necessary equipment, and high-quality training materials. Such provisions are crucial for skill and knowledge acquisition, retention, and competency. Ideally, training should follow a structured lesson plan to ensure that targeted learning objectives are achieved. Furthermore, compliance with recognized standards and industry best practices is vital, including adherence to NFPA standards, Insurance Services Office (ISO) requirements, and California State Fire Training (SFT) directives. Every manipulative exercise training session must incorporate a safety message and involve a dedicated Safety Officer.

Figure 70: FEMA & USFA's National Fire Service Professional Development Model



This section reviews the Department's training practices, compares them to national standards and best practices, and suggests modifications where appropriate. Staff and AP Triton field visits provided specific information for the LFD.

General Training Competencies

The National Fire Protection Association (NFPA) offers several documents, including NFPA 1001: *Standard for Fire Fighter Professional Qualifications*, and NFPA 1410: *Standard on Training for Emergency Scene Operations. Additionally*, the California State Fire Training (SFT), a division of the Office of State Fire Marshal (OSFM), establishes, develops, and provides standardized training and education for the California fire service.[9]

The LFD utilizes ICS levels 100 to 800 for incident command training and certification programs tailored to personnel rank. The incident command program for the LFD conforms to California SFT guidelines, which are recognized by both the International Fire Service Accreditation Congress (IFSAC) and the International Accreditation for Fire Service Organizations (Pro Board). From a training evolution safety perspective, accountability procedures and general training policies and procedures are established. The training safety procedures are clearly defined and included in each lesson plan.

New LFD hires undergo pre-employment training by completing an external fire academy. Upon successful completion, trainees receive their Firefighter 1 certificate and are promoted to firefighter. They are then assigned to a crew and station to acclimate to LFD operations and culture. Before the end of their probation period, they are expected to complete the FF1 and FF2 probationary task book, which outlines all job performance requirements (JPRs) and job-related tasks as mandated by NFPA 1001 and State Fire Training (SFT).

Probationary firefighters receive monthly evaluations from their assigned Captains, who document their performance, behavior, and conduct and provide feedback to the Firefighters. LFD has implemented six-month and 12-month probationary testing for firefighting and emergency medical services knowledge and skills.

[9] https://osfm.fire.ca.gov/what-we-do/state-fire-training.

All LFD firefighters must possess a National Registry Emergency Medical Technician Certificate (NREMT) as a condition of employment and complete 24 hours of continuing education every two years. Continuing Education (CE) is provided through quarterly EMS training, multi-company drills, and an online EMS training program utilized by the department via Vector Solutions. Basic life support (BLS) skills practice is included annually in CE training.

LFD firefighters receive annual training in Hazardous Materials First Responder Awareness (FRA), wildland firefighting, vehicle extrication, and defensive driving.

The City of Lincoln requires all city employees, including fire department employees, to complete training in anti-discrimination, disability awareness, a drug-free workplace, and anti-harassment. Supervisors must also undergo additional training on anti-harassment and reasonable suspicion of drug and alcohol use.

Training Administration

Administrative program support is essential for program success, but it often faces challenges due to budget constraints or conflicting organizational priorities. A key aspect of effective administration is developing program guidance, encompassing training plans, goals, and defined objectives. These goals and objectives should be communicated at all levels of the organization to ensure program awareness, input, feedback, and support. Although it can be difficult for any organization, consistent messaging across the LFD is crucial for success, especially as the organization evolves to meet the needs of a rapidly growing community.

An on-duty Battalion Chief oversees the LFD training program. Fire Captains assigned to various stations and engine companies conduct in-service and probationary training. Additionally, other department personnel provide specialized training based on their expertise or certification. Currently, no clerical staff is available to support the training program.

Training incorporates NFPA standards and best practices to enhance employee skills and knowledge. Video and computer simulation equipment and hands-on training drills are utilized to maintain and acquire new skills. The total amount allocated for training in the most recent budget was $50,000, which is approximately $1,600 per fire department employee.

Training Schedule

The department's training schedule aims to fulfill the needs of firefighting personnel working a 56-hour schedule divided across three platoons.

To deliver efficient and effective training to fire and EMS personnel, resources are necessary to equip the trainer with the tools needed to provide adequate educational content. In addition to these tools, effective methodologies must be employed to ensure that delivery meets the needs sufficiently.

Training Program Planning

A structured program planning process is a critical element of any training program. For an organization to operate efficiently and effectively, training delivery should be based on:

- Periodic training needs assessments.
- Defined annual program goals based on a needs assessment.
- Specific delivery objectives, addressing program goals.
- A process of performance measuring and monitoring.
- Periodic re-evaluation and modification.
- Pre-incident planning.

It is recommended that an annual training plan be developed or modified based on the preceding criteria, including clearly defined program goals and objectives.

Training Facilities

To be effective and efficient, a modern fire organization should have a centralized training facility that complies with industry standards, such as NFPA 1402: Guide to Building Fire Service Training Centers, which includes classrooms, practice grounds, a training tower, a live-fire building, and training props.

The department lacks a dedicated training facility, which includes a classroom, training props, and a tower. NFPA 1402 recommends that fire training facilities cover at least two acres, feature a three-story tower, and facilitate live fire training.

The department recently acquired a Connex box training prop for practicing firefighting skills, including forcible entry, ladder techniques, search and rescue, and ventilation training. The Connex box buildings can be utilized for smoke-involved training, but they cannot be used for live burns. LFD is considering a service agreement with a college fire training facility to gain access to a live burn training site.

Training Policies, Procedures, and Guides

The department's policies, procedures, and guides provide the foundation for delivering educational content. LFD staff and personnel are actively engaged in developing essential department-wide policies, procedures, and Standard Operating Guidelines (SOGs). The first operations guidelines have been completed and are incorporated in current and future training programs. Developing and adhering to these documents is essential for a successful training program. The LFD can enhance safety, operations, and training performance through policies, procedures, and guides.

Training Delivery Methodology—Competency-Based Training

The industry standard for training is typically based on contact hours. The primary goal is to provide 240 hours of training annually for each firefighter, a criterion used by the Insurance Services Office (ISO) for fire department ratings. Additional minimums relate to state certification maintenance and specialized functions, such as driver training, officer training, and hazardous materials response training. The LFD currently adheres to an hours-based model for fire (20 hours annually per member) and EMS training (24 hours annually per member), which is monitored through the Vector Solutions LMS and entered by individuals, Captains, and the shift Battalion Chiefs. The following figure displays the results of this hours-based model for the specified period based on data provided by the LFD. All training hours include a combination of classroom, online, and practical training.

Figure 71: LFD Training Hours (2024)

Personnel Trained	Hours
Number of Personnel Trained	33
Total Training Hours	6,336
Fire-related Training Hours	5,068
EMS Training Hours	1,268
Other Training Hours	0

An hours-based approach is appropriate and generally effective. However, the shortcoming of this methodology is that sometimes training is delivered merely to meet minimum hour requirements, even when the individuals receiving the training are already fully versed in the subject matter. In this instance, time would be better spent having the students participate in a skills performance demonstration. Once competency in the skill area is demonstrated, the remaining time can be used to address new skills or subject areas.

In a competency-based system, skill performance is evaluated at scheduled intervals to determine whether the person being assessed can perform tasks according to predetermined standards. Skills performed well do not require additional training, while those not performed well are practiced until the standard is achieved. This approach optimizes training time and ensures that members perform at an established level. Specialty skills can be assessed similarly, and further training can be provided. Ideally, the competency-based training approach is used continuously. For instance, each quarter, different skills are evaluated individually.

The LFD typically conducts task-specific practical skills training through monthly proficiency drills. Lesson plans, complete with outlines and objectives, are developed internally within the department.

The LFD conducts multi-company drills annually. Night drills are also part of the LFD's training methodology and occur biannually. The LFD performs post-incident analyses or after-action reviews through safety and company officer surveys, along with' Hot Wash" meetings. Multi-agency drills are conducted yearly with various outside partner agencies. Pre-incident fire planning is currently implemented and is a component of the engine company's monthly training.

Training Records

Each program should adhere to the guidelines established in NFPA 1401: *Recommended Practices for Fire Service Training Reports and Records*, regarding training reports and records. This information is vital for comprehensively evaluating the organization's training program. It becomes especially important when an agency is undergoing a review by ISO and other potential regulatory entities.

The LFD training program adheres to the requirements outlined in NFPA 1401, ensuring that department documents are comprehensive, accurate, consistent, and securely recorded. While implementing these standards, the department consistently logs training events such as course completions, certifications, and skill assessments. Training records are maintained using a robust data management system (Vector Solutions), allowing quick access and inspection while complying with legal and regulatory requirements. This structured approach supports operational readiness and career development by providing verifiable documentation for audits, accreditation, and incident investigations, reinforcing the department's commitment to professionalism and accountability.

Emergency Medical Training and Continuing Education

Training is a fundamental aspect of emergency medical services delivery. Responders need to acquire and maintain the knowledge, skills, and abilities relevant to the level of service they provide within their jurisdiction. Training programs should focus on initial training, skill improvement, and ongoing needs that align with the agency's mission and responsibilities.

LFD currently provides only basic BLS/EMT emergency medical response. AMR offers all ALS interventions for the Town of Lincoln as the ambulance provider for Placer County. Oversight of LFD personnel's EMS certification, training, and continuing education is under the S-SVEMS (Sierra-Sacramento Valley EMS) Joint Powers Authority. This JPA includes Butte, Colusa, Glenn, Nevada, Placer, Shasta, Siskiyou, Sutter, Tehama, and Yuba Counties. LFD personnel can access continuing education courses, CA EMSA training resources, and online training that provides approved CEUs through the JPA. EMT renewal certification via SSVEMS requires successful completion of either a 24-hour refresher course through an authorized EMT training program or at least 24 hours of continuing education (CE) from an approved CE provider.

The department assigns all EMT personnel at least one hour of S-SVEMS-approved online training through Vector Solutions each month. It monitors each employee's EMS training and CE progress monthly.

Special Operations

The Lincoln Fire Department provides Special Operations in a limited capacity. Instead, LFD relies primarily on local and regional mutual aid for significant incidents. The department conducts low-angle, surface water, swift water, and vehicle and machinery rescue.

Technical Rescue

The CAL FIRE/Placer County Fire Department's Technical Rescue Team (TRT) provides emergency response and technical rescue services throughout the region. The TRT typically responds to incidents involving:

- Medical rescues.
- Water rescues.
- Rope rescues.
- Large animal rescues.
- Remote area rescues.

The TRT consists of personnel representing at least 20 agencies throughout the CAL FIRE Nevada-Yuba-Placer Unit. Team members participate in more than 400 hours of training in various disciplines and specialties.

Hazardous Materials Response

Highly trained Firefighters from agencies around the area comprise the Placer County Office of Emergency Services Hazardous Materials Response Team. The Team responds to known and potential hazardous materials incidents within the region. The types of incidents may include:

- Dangerous cargo.
- Biohazards.
- Combustible substances.
- Explosives.
- Corrosive liquids.
- Oxidizing agents.
- Radioactive or asphyxiating materials.
- Toxic substances, pathogenic, or allergenic materials.

Other hazardous conditions may include container leaks or the explosion of compressed gases, liquids, hot materials, chemicals, and acts of terrorism. The Placer County Hazardous Materials Response Team also responds to transportation-related accidents involving oil, chemical, and other liquid spills and industrial and military explosions.

Tactical Emergency Medical Support

The Placer County Fire Department (PCFD) maintains a Tactical Emergency Medical Support Team (TEMS) to provide EMS support to the Placer County Sheriff's Office and Special Enforcement Team (SET).

TEMS comprises specially trained and equipped Firefighters certified as EMTs or Paramedics, one Battalion Chief, and one Division Chief. TEMS responds with the Placer County Sheriff's Office to high-risk operations that include:

- Active shooters.
- High-risk warrant services.
- Hostage situations.
- Bombing incidents.
- Other law enforcement and tactical actions.

Air Operations

The Nevada County Airport serves as the Grass Valley Air Attack Base (GVAAB). The mission of the GVAAB is to provide safe, effective, and efficient aerial firefighting operations when working with multiple agencies. The organization maintains substantial resources that include both helicopter and fixed-wing aircraft.

Section III:
STANDARDS OF COVER & DEPLOYMENT ANALYSIS

Historical System Performance

This section will give LFD a general understanding of relevant response information. It is developed to assist the City with identifying its recent performance and creating a baseline performance expectation. LFD, city, and political leaders can then use this information to understand how their decisions, policies, and outside pressures affect performance.

Research Information

The information within this section was developed from various sources provided by LFD. Detailed information was provided between July 1, 2020, and June 30, 2024. Annual analyses were grouped by fiscal, rather than calendar year, to fully capture the data available. For this report, the fiscal year begins July 1 and ends June 30. Information sources included records management and computer-aided dispatch systems.

Mathematical and technological methodologies must be used judiciously to evaluate something as complex as an emergency incident response. Unfortunately, there are instances of incorrect evaluations leading to severe consequences. This analysis is designed to quantify and analyze available information. The agency should use it as a starting point as it is seeking to improve performance.

Statistical Tools

This section was created using various statistical analysis tools, the primary of which were categorization, percentiles, and regression analysis. These tools paint a clearer picture of historical performance, providing insights that may assist leaders in identifying positive and negative performance trends.

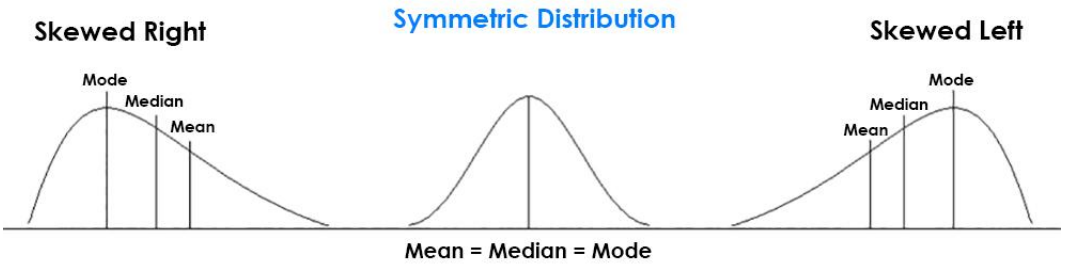
90th Percentile

The time performance measures for this report utilize the 90th percentile metric. While discussing the mathematics behind this measure is outside the scope of this report, it is helpful to understand why it is used.

The most common reason to use this measure is that the fire service industry has adopted it. If a fire agency wishes to judge its performance against standards or other agencies, it must use the 90th percentile. For example, the National Fire Protection Association (NFPA) utilizes the 90th percentile measure in most of its standards. In addition, the Commission on Fire Accreditation International (CFAI) requires reporting performance measures at the 90th percentile.

The statistical reason to use the measure is that it fully captures performance and will identify trends in performance more quickly. Unfortunately, the time performance data used in this study has a skew, making other statistical measures less sensitive and representative. The following figure is a general example of data skew.

Figure 72: Data Skew[10]

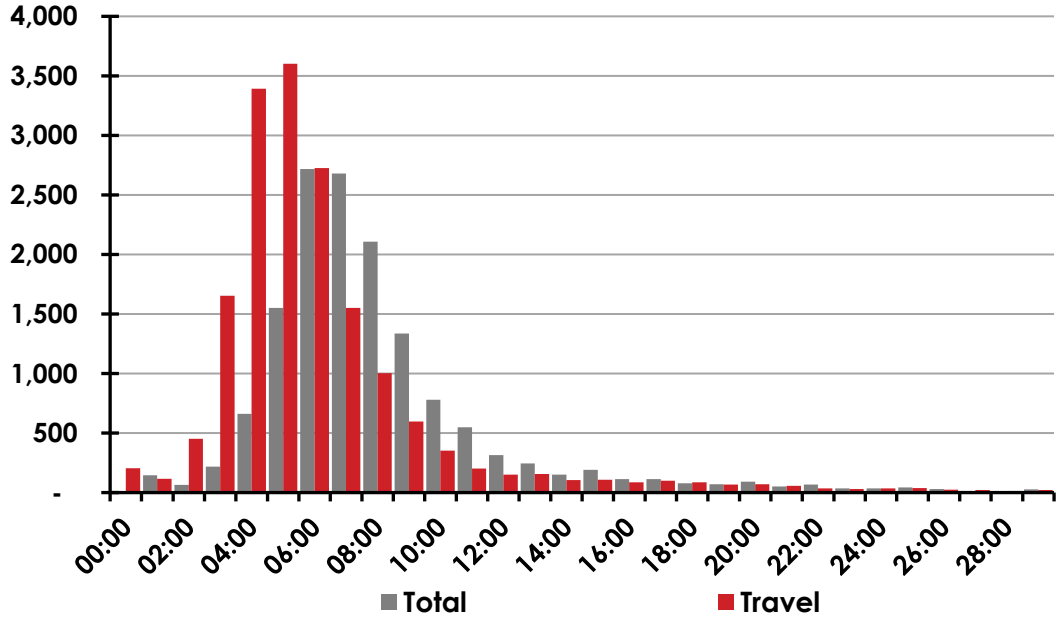


In a symmetric distribution, the mean (average), median (middle of the data), and mode (the most frequent) are all equal. When the distribution skew, these three measures of the middle shift. Using the average, or mean, in left-skewed data would underrepresent the bulk of the performance. While the opposite is true when skewed right. In LFD's case, most of the time-performance data is skewed right. In this case, using the average would over-represent the performance.

The following figure shows this right skew with a histogram of LFD's travel and total time calculations.

[10] Pipis, G. (2020, November 9). *Skewness and Kurtosis in Statistics*. R-Bloggers. https://www.r-bloggers.com/2020/11/skewness-and-kurtosis-in-statistics/.

Figure 73: LFD Data Skew Evaluation



Data Discussion

Detailed data was provided from LFD's primary incident reporting software (RMS) and the computer-aided dispatch (CAD) system. The data provided had already been merged in the record management system, so there was little to no difference in the number or completeness of the information provided in the CAD Unit table and the RMS table.

Data Engineering Findings

The CAD contained 24,900 records for incidents and 107,258 for units, while RMS contained 24,919 incident records. There were 262 incidents with no NFIRS category assigned; these incidents were removed from the analysis, leaving 98.9% of the data captured in CAD. Further examination of the unit records revealed duplicate records for the same unit with varying timestamps for the same incident milestone. In these cases, the earlier timestamp was retained, favoring the response performance outcomes. The final count of unique unit records was 47,134.

There is a high degree of confidence in complete data for 24,638 incidents with 47,134 apparatus responses.

Data Error Handling

Data collection within the various data sets has the potential for significant errors. Although there can be many reasons for incorrect information, these errors are typically a combination of human input and collection errors. Various methods exist to manage these errors, including statistical exclusion, real-time exclusion, formula manipulation, and logic testing.

For LFD, the information in the data fields had limited error-prone data. Therefore, most of the data did not require any statistical intervention. However, some data was excluded by formula or logic tests. The time segment math utilized a logic tree to eliminate negative and null sets. The turnout time was limited to 10 minutes as it was a natural break between the meaningful data and the extremes outside the maximum limit.

A widely available web page was used to measure the drive time between a point on the northwest side of the airport property and a point in McCormick Park. This returned an estimated drive time of 16 minutes. Therefore, travel and total time were limited to 20 minutes, as that was a natural break and realistic time to travel across the service area. These two limitations left 99% of the records available for time analysis.

Service Demand

The first dimension of the analysis is the overall system call load. Because this is a simple count of the incidents by type and location, no data was excluded after engineering. Therefore, detailed data from the two previously discussed systems will be used for most aspects of this analysis, except for the volume projection.

Volume Analysis

A simple volume analysis can indicate how often the district is called upon to respond to an incident. The first look is at the overall call counts grouped by primary categories in the National Fire Incident Reporting System (NFIRS). Establishing the incident jurisdiction required a match between the geocoded information and the provided geographic boundaries. The following figure is the total number of responses recorded by the agency for the entire data set and the percentage of the categorized responses.

Figure 74: Total Incident Count (FY2021–FY2024)

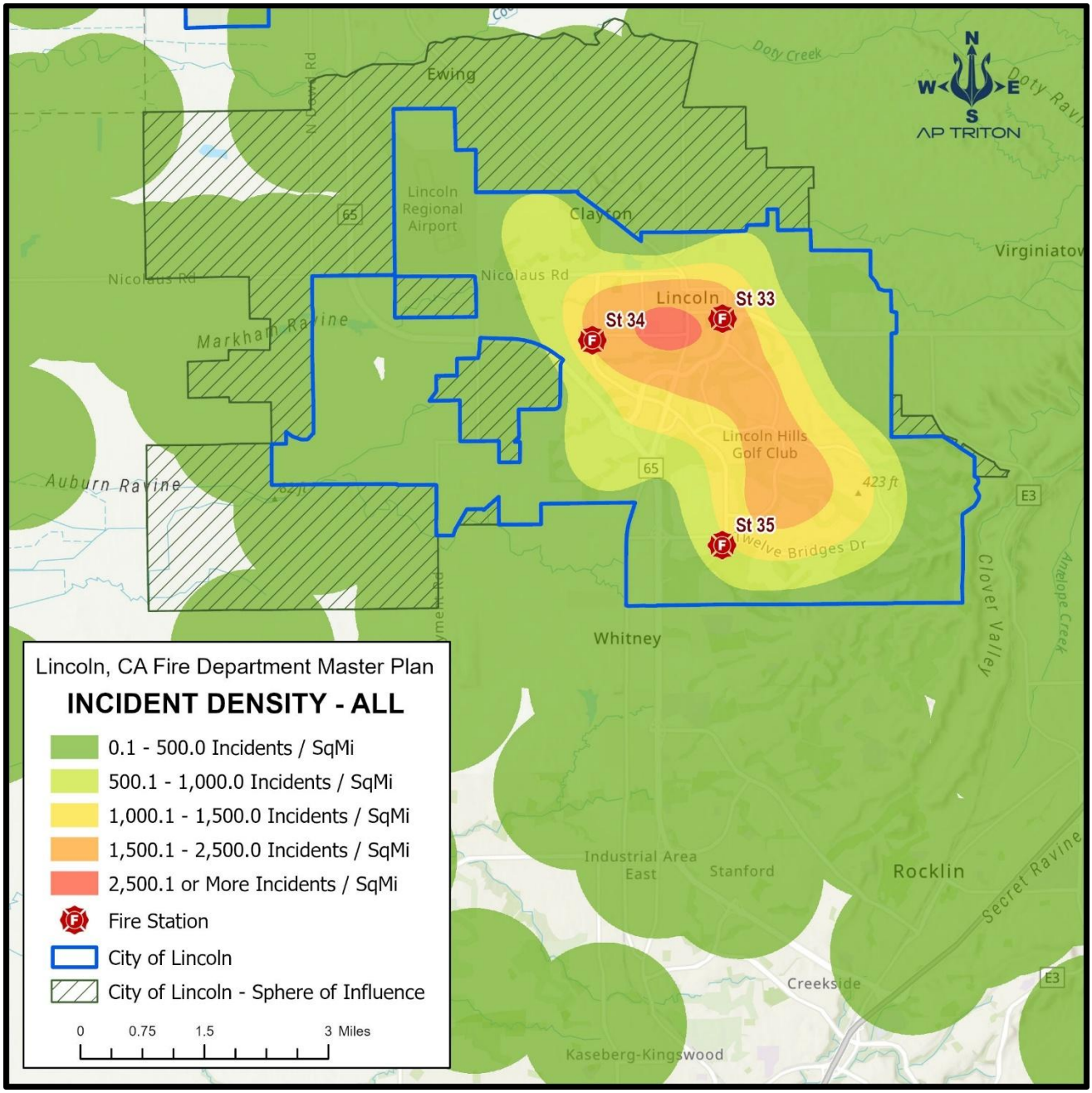
Incident (NIFRS Group)	Quantity	% Total Responses
Lincoln Fire Department Responses		
Fire (100)	580	2.35%
Overpressure (200)	5	0.02%
Rescue-Medical (300)	16,768	68.06%
Hazardous condition (400)	243	0.99%
Service (500)	3,214	13.04%
Good Intent (600)	2,621	10.64%
False Alarm (700)	1,185	4.81%
Disaster (800)	8	0.03%
Special (900)	14	0.06%
Total Responses	24,638	100%
Mutual Aid		
Auto and Mutual Aid Received	246	1.00%
Auto and Mutual Aid Given[1]	1,030	4.18%

Most of LFD's responses are in the Rescue-Medical (300) category. This is a typical distribution for fire agencies that provide medical responses. It is also noteworthy that LFD provides more aid than it receives from the surrounding jurisdictions.

Geographic Analysis

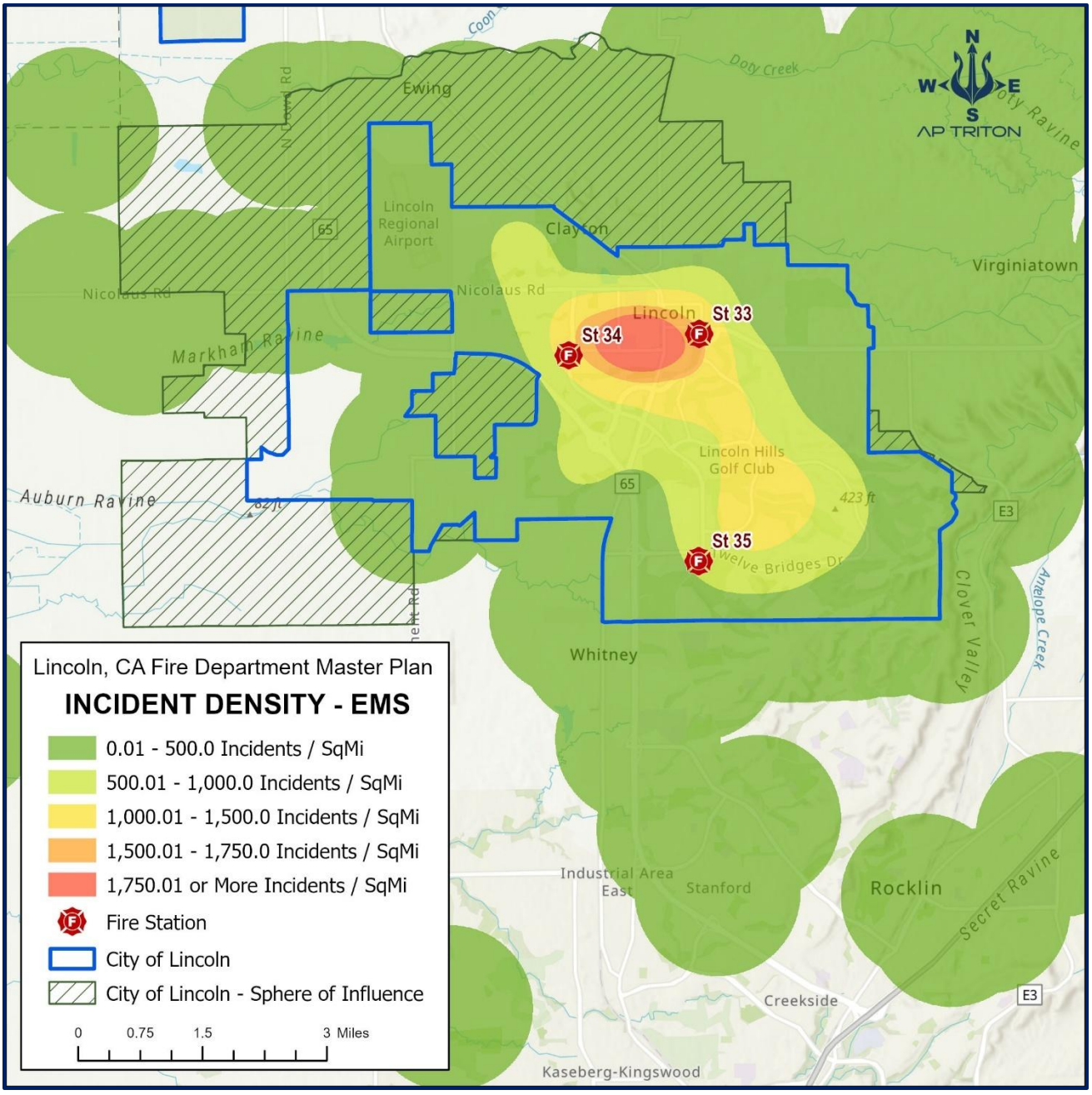
A call density analysis is helpful when reviewing the best location for apparatus placement. It is also useful when evaluating where prevention programs may have the most impact. The next figure geographically represents the incident density for the study period.

Figure 75: Total Incident Density (FY2021–FY2024)



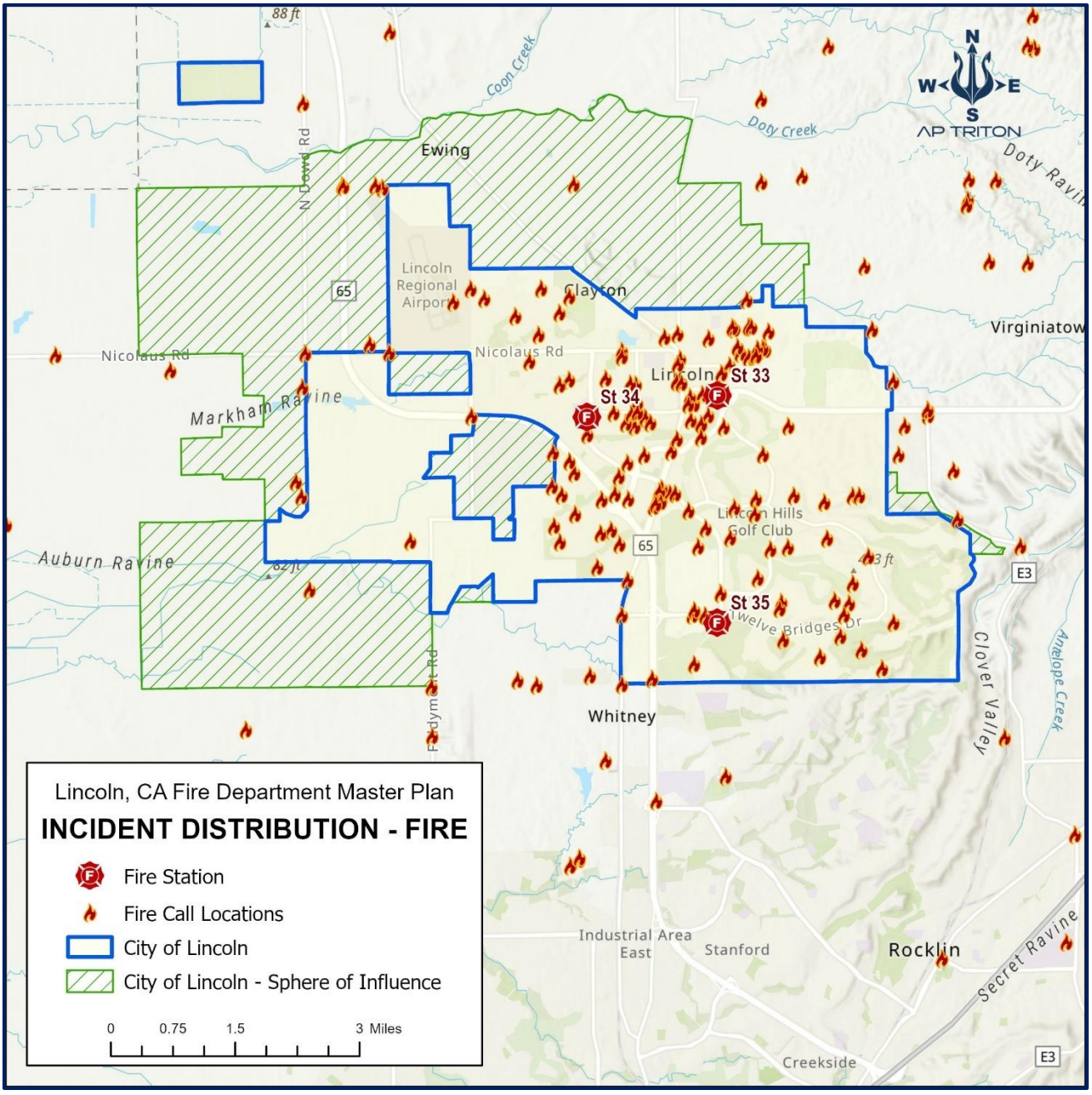
As indicated in the previous figure, incident density is heavily concentrated in the most developed parts of the jurisdiction. This area comprises multi-family dwellings, high-density housing, and some commercial businesses. Incident density is primarily driven by Lincoln's volume of Rescue-Medical (or EMS) incidents. The pattern in the following map is like the overall density, but it shows the EMS incident concentration for the same period.

Figure 76: Rescue-Medical (300) Incident Density (FY2021–FY2024)



While the previous map may provide a general idea of where to focus medical prevention efforts, it does not address the more hazardous incident types. The following map illustrates the distribution of fire incidents within the study period. There are too few fire incidents for an effective density map, so individual incidents are shown. Most fires have occurred between Station 33 and Station 34 in the more densely populated areas of Lincoln.

Figure 77: Fire (100) Incident Distribution (FY2021–FY2024)



Several addresses have more significant incident counts. These locations include senior and assisted living facilities and healthcare facilities. Most of these facilities are located within 1 mile of one another. The following figure shows the top 5 locations by the address where LFD responded.

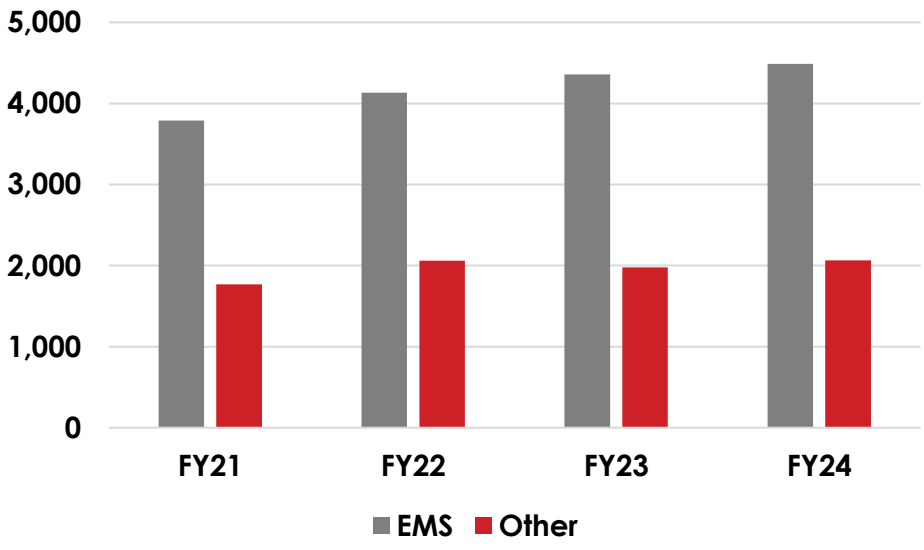
Figure 78: Top Five Most Common Incident Locations (FY2021–FY2024)

Location	Location Type	Incidents
567 3rd St	Assisted Living	605
1550 3rd St	Healthcare	478
550 2nd St	Assisted Living	412
1660 3rd St	Assisted Living	215
77 Lincoln Blvd	Urgent Care	211

Temporal Analysis

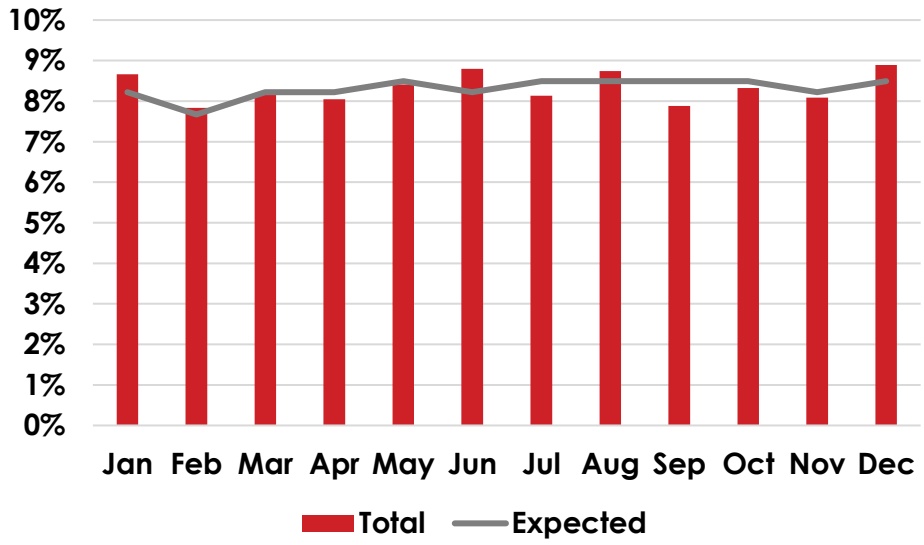
The annual incident count for LFD has generally increased each year, with an overall increase over time of 17%. The following figure shows the fiscal year incident volume broken into emergency medical (EMS) and all other incidents.

Figure 79: Annual Incident Volume (FY2021–FY2024)



Analyzing the incident volume by month, day of the week, and hour is valuable when attempting to schedule events or add staffing. Additionally, months may reveal seasonality for the service needs. At the same time, days and hours may indicate the population movement and activities throughout the days. The following figure analyzes incident volume percentage by month across the analysis period.

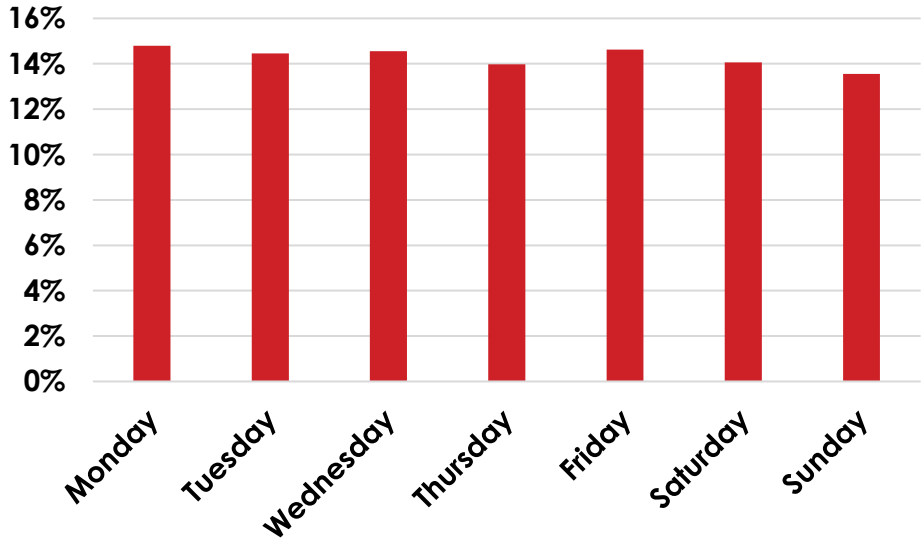
Figure 80: Monthly Call Percentage (FY2021–FY2024)



The data has some slight seasonality, with a lower-than-expected incident volume from September to November. Demand increases slightly in June. It should be noted that the monthly variation is less than ±1% over expected values.

Another dimension for evaluation is the percentage of incidents that occur by day of the week. The following figure is the percentage of incidents that occur by day of the week for the entire study period.

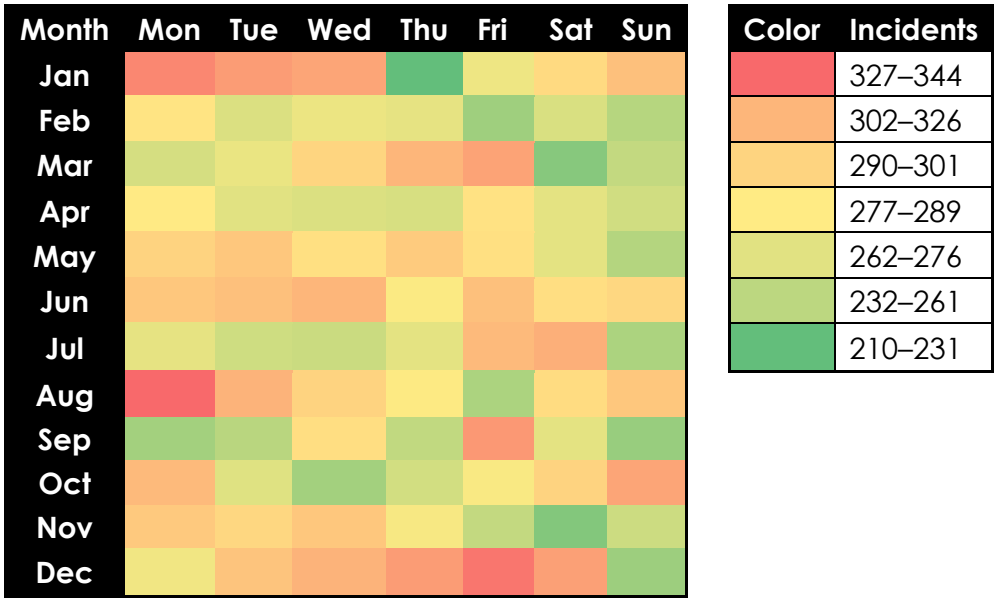
Figure 81: Incident Volume by Day of the Week (FY2021–FY2024)



There is a slight decrease in calls for service on the weekend, with the lightest incident volume on Sundays. This is consistent throughout the year, as shown in the following figure.

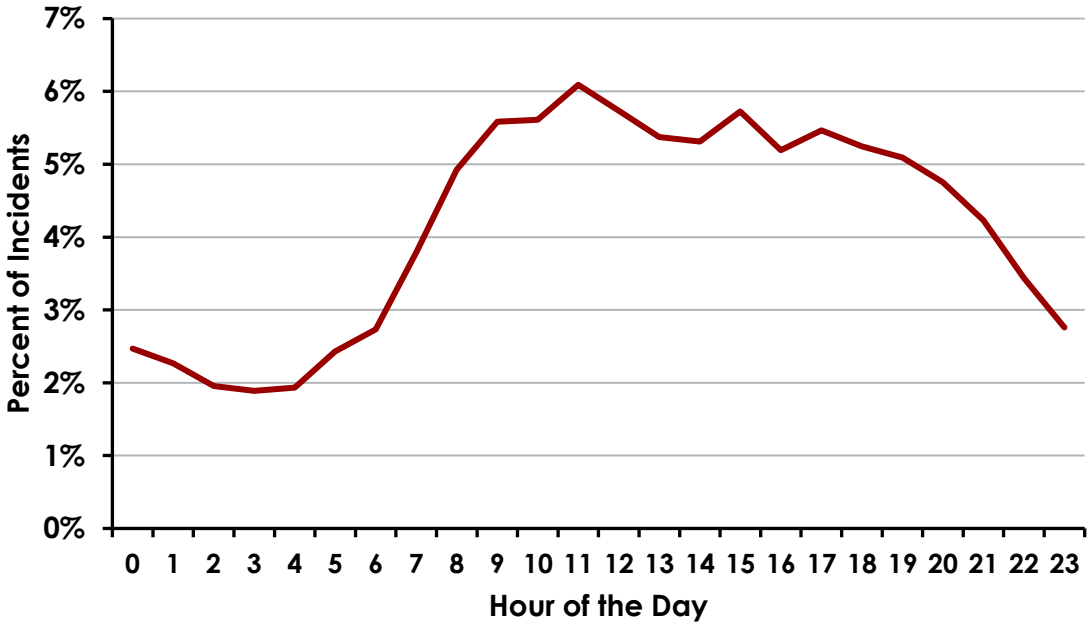
It can be helpful to combine the month and day dimensions to identify potentially significant combinations of the month and weekday. The following figure shows the density of call volume by month and weekday. Unusual patterns appear, such as the drop in volume on Thursdays in January or high volume on Mondays in August.

Figure 82: Incident Heat Map by Month and Weekday (FY2021–FY2024)



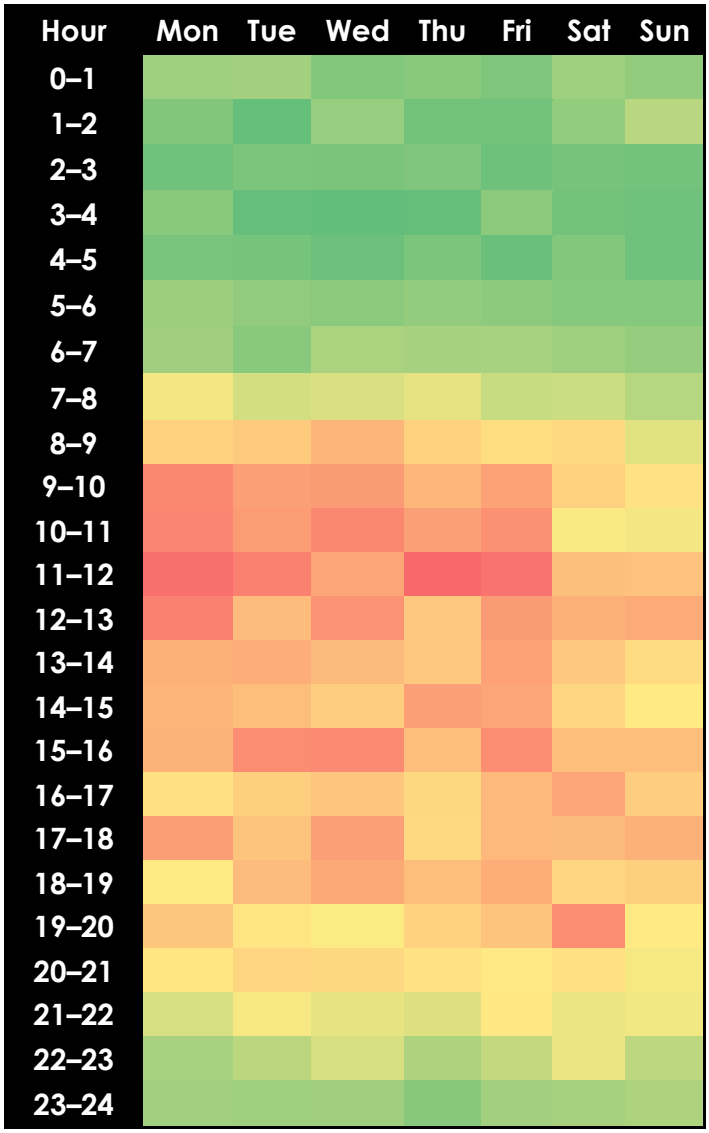
Another analytic dimension is to evaluate call volume across the hours of the day. For example, fire and EMS incidents are distributed unequally throughout most systems throughout the day. The daytime is typically more active than the evening, night, and early morning. The driving force behind this phenomenon is likely that people are awake and moving. The following figure indicates that LFD closely follows this daytime pattern, with nearly 70% of incidents occurring between 8 a.m. and 8 p.m.

Figure 83: Incident Volume by Hour (FY2021–FY2024)



It is essential to understand the combination of the hour of the day and the day of the week. By evaluating that density, some hot spot times can be identified. In LFD's case, the evaluation shows a consistent and statistically significant pattern of increased volume in the daytime, particularly during the workweek. There is also a slightly elevated concentration on Saturday late night. The next figure indicates incident density by the hour and day of the week for all incidents between FY2021 and FY2024.

Figure 84: Incident Density by Hour & Day of Week (FY2021–FY2024)



Color	Incidents
	211–227
	187–210
	172–186
	154–171
	122–153
	90–121
	77–89

Resource Distribution

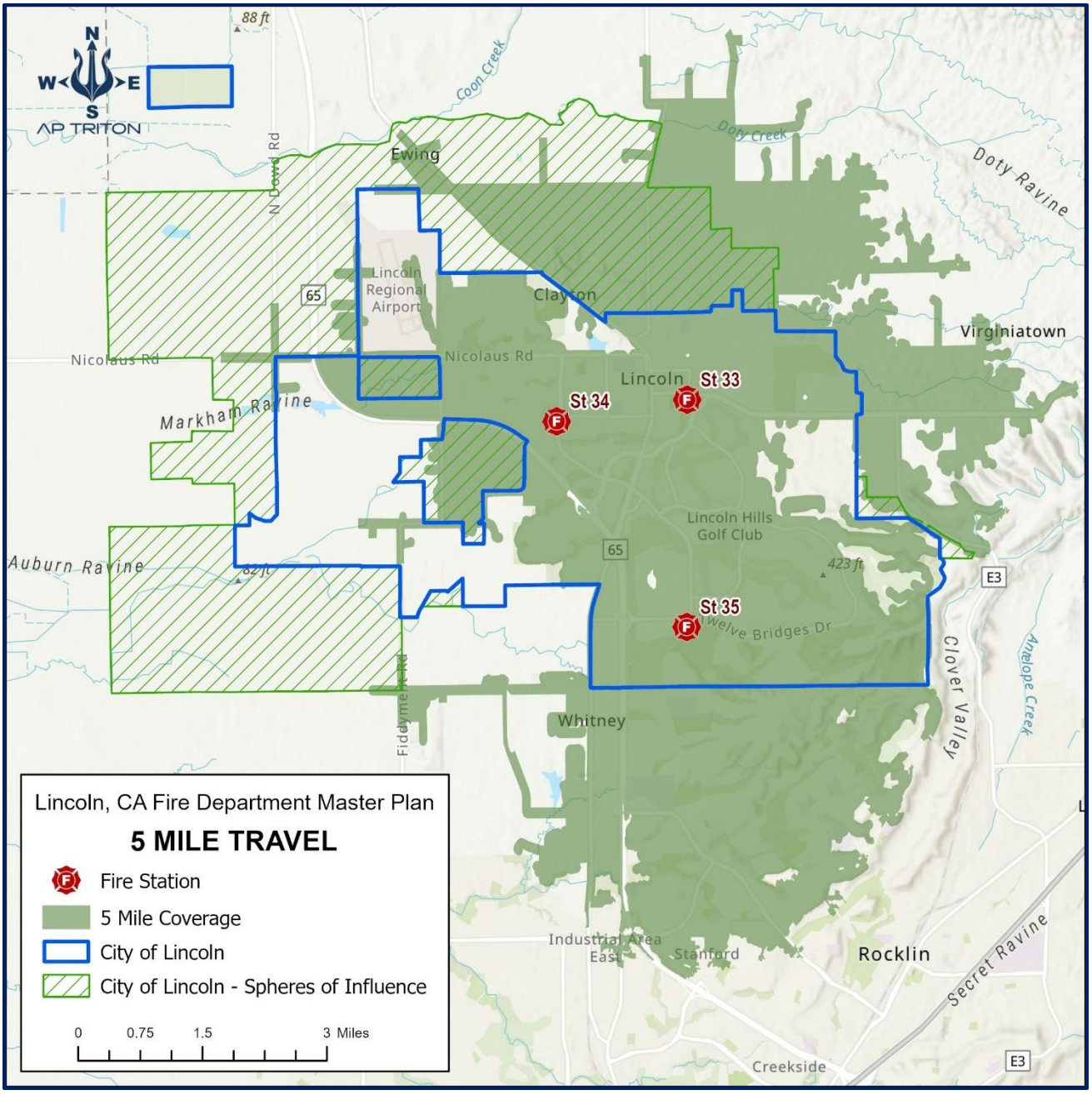
Several key performance metrics help to identify the effectiveness of resource distribution. A broad allocation of resources allows for a more rapid first response to any given area. However, the first unit is only a portion of the deployment question. It is critical to have enough units to respond to incident volumes, types, and severity. It is also essential to attempt to equalize the unit responses.

Geographic Distribution Analysis

Units and stations should be distributed to allow the best chance of reaching an incident in its earliest stages. There are two primary sources for performance standards that address this geographic distribution. The Insurance Services Office (ISO) defines distance, while the National Fire Protection Association (NFPA) utilizes time as a criterion.

The ISO uses 5 miles from a fire station as its standard. The following figure shows the 5-mile travel distance from a fire station. The majority of the City of Lincoln falls within the 5-mile travel area, and the densely populated areas are covered. The recently annexed Village 5 area is beyond the 5-mile coverage.

Figure 85: 5 Mile Travel Distance from All Stations

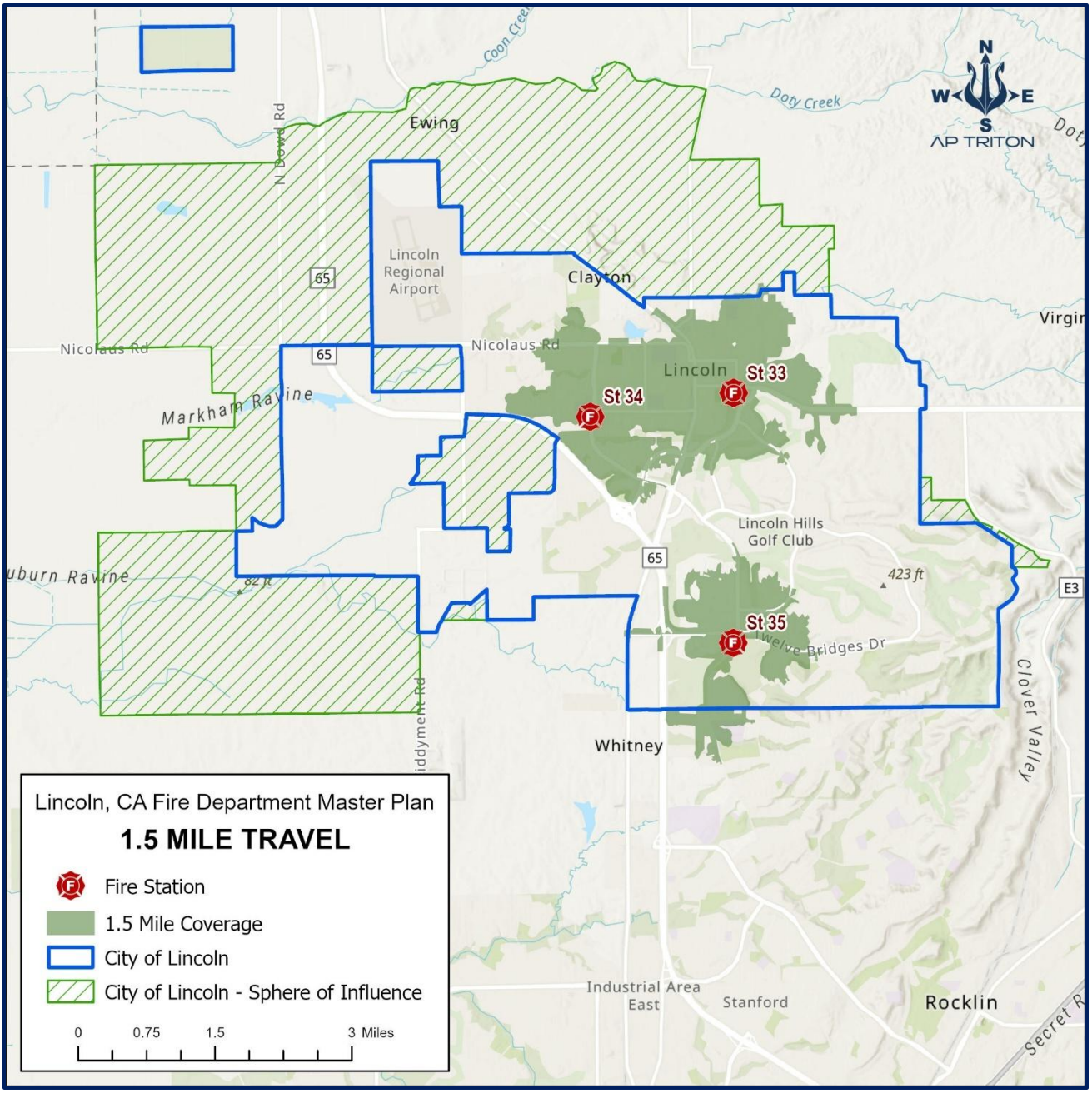


For full credit in an ISO Fire Suppression Rating Schedule (FSRS), any building within the jurisdiction should be within 1.5 miles of an engine company and 2.5 miles of a truck company.[11] LFD has an engine at all fire stations. This provides sufficient coverage for most of the city's population centers.

However, the populated portions of the city south of Ferrari Ranch Rd and east of Del Webb Blvd do not have the same 1.5-mile coverage. The Lincoln Regional Airport is well beyond the reach of Station 34's 1.5-mile area. Village 5, when built out, would be far beyond the 1.5-mile reach of an engine. The following figure shows the 1.5-mile travel distance from each station, as they each house engine companies.

[11]Verisk. (2024). *Criteria for Deployment Analysis of Companies*. https://www.isomitigation.com/ppc/technical/criteria-for-deployment-analysis-of-companies.

Figure 86: 1.5 Mile ISO Engine Coverage



Unit Workload Analysis

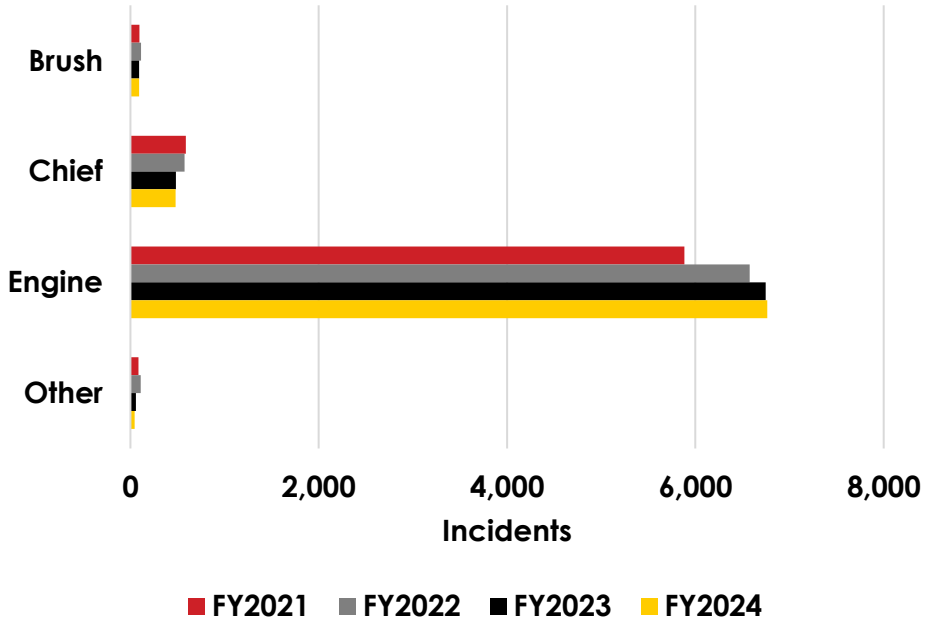
Unit workload should be balanced to maintain readiness, resiliency, and service availability. While it is common for one unit to be busier than others, no crew should carry a load that makes them less effective.

Incidents by Unit

LFD had 15 unique units responding to all incidents in the jurisdiction. However, most unit responses were accomplished by the three frontline engines, two brush trucks, and the battalion chief. The remaining units included reserve engines, specialty units, and other response vehicles. The engines (frontline and reserve) were the primary response units and accounted for approximately 90% of all unit responses.

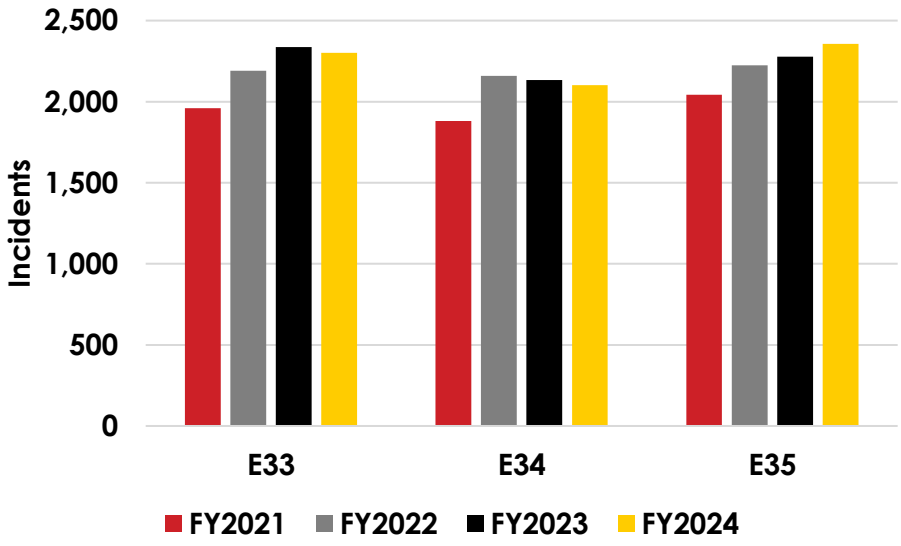
The volume of incidents for brush trucks remained steady over the study period, while battalion/deputy chief incidents and other (specialty and response vehicles) decreased by 18% and 47%, respectively. The engine response volume increased by 15%. The following figure shows the fiscal year volume for each apparatus type within LFD.

Figure 87: Incident Volume by Apparatus Type (FY2021–FY2024)



The workload is not evenly distributed across all units. Each of the three frontline engines responds to approximately 40 times the number of incidents involving the brush trucks. Engine 33, Engine 34, and Engine 35 respond to similar yearly incident volumes, from 2,100 to 2,300 in FY2024. Incident volume for Engine 34 decreased from FY2022 to FY2024, while Engine 35 showed a consistent increase year over year. The following figure shows each unit's response volume over the study period.

Figure 88: Incident Volume by Frontline Engine (FY2021–FY2024)

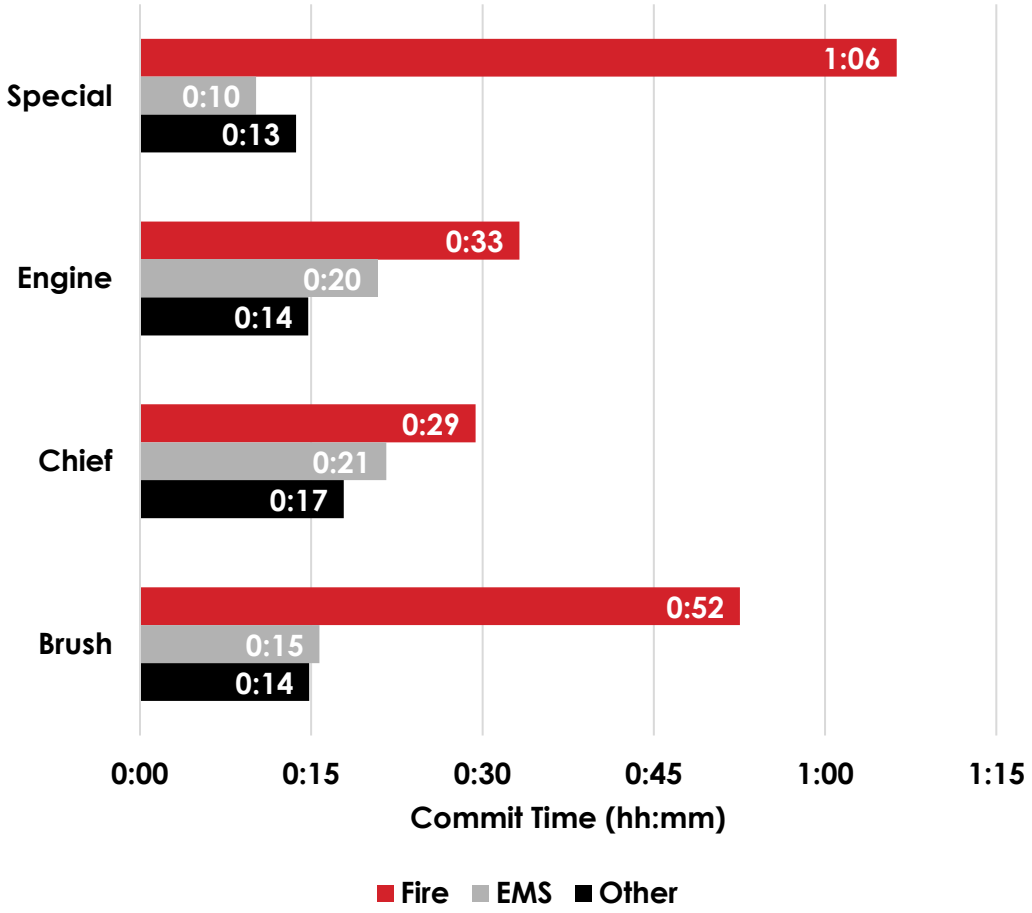


Each incident requires a unit to remain on scene to handle the situation. Therefore, a general idea of how long a specific crew is committed to an incident can assist operational planning. Commit time begins with dispatch and ends with clearing the incident.

LFD has three primary types of units that respond to emergencies. First, engines provide the most flexible responses. Brush trucks and specialty response vehicles serve unique functions and are often committed to an incident for the greatest amount of time.

Finally, command officers are any chief officers within the LFD system. The following figure shows the average hours and minutes each apparatus type was committed to a given incident category for the entire study period.

Figure 89: Average Incident Commit Time by Apparatus (FY2021–FY2024)



One final dimension of unit workload is how much time each unit is committed to incidents throughout the year. The unit hour utilization (UHU) calculation evaluates how much time a crew is committed to an incident versus the total time on duty during a specific time frame. The formula for this calculation is the total time committed to incidents divided by the sum of all time the unit is staffed.

$$UHU = \frac{\sum Time\ Commited\ to\ s\ Scene}{\sum Time\ Unit\ is\ Staffed\ and\ In\ Service}$$

The desire is for the primary unit at a station, typically an engine, the most flexible response unit, to be under 10% UHU. Maintaining 10% UHU should indicate the area has 90% availability from unscheduled events. Stations with multiple engines and quint companies should aggregate to less than 10% UHU for all similar units.

LFD has a busy system, but the incident workload is approaching even distribution. The UHU for each unit in a station is aggregated to the station level to capture the impact of cross-staffing. As shown below, Station 33 has exceeded 9% UHU in prior years. Station 34 and 35 have a similar incident volume, but the lack of a water tender at these stations leads to a slightly lower UHU.

Figure 90: UHU and Average Responses (FY2021–FY2024)

Unit	FY2021	FY2022	FY2023	FY2024	Overall	Incidents/Day
BC34	**2.3%**	**2.5%**	**2.0%**	**1.9%**	**2.2%**	**1.5**
St 33	**8.8%**	**9.4%**	**9.2%**	**8.7%**	**9.0%**	**6.2**
BR33	0.5%	0.3%	0.3%	0.3%	0.3%	0.1
E33	7.9%	8.6%	8.6%	8.2%	8.3%	6.0
E33B	0.0%	0.0%	0.0%	0.0%	0.0%	0.0
U33	0.0%	0.1%	0.0%	0.0%	0.0%	0.0
WT33	0.5%	0.4%	0.2%	0.2%	0.3%	0.1
St 34	**7.4%**	**8.6%**	**7.9%**	**8.0%**	**8.0%**	**5.8**
BR34	0.2%	0.4%	0.3%	0.4%	0.3%	0.2
E34	7.2%	8.2%	7.6%	7.5%	7.6%	5.7
E34B	0.0%	0.0%	0.1%	0.0%	0.0%	0.0
U34	0.0%	0.0%	0.0%	0.0%	0.0%	0.0
St 35	**7.7%**	**8.1%**	**8.0%**	**8.3%**	**8.0%**	**6.2**
E35	7.6%	7.8%	7.8%	8.1%	7.8%	6.1
E35B	0.0%	0.0%	0.0%	0.0%	0.0%	0.0
G35	0.2%	0.3%	0.2%	0.1%	0.2%	0.1

Not all the time committed to an incident is apparent in the data. Crews may be out of service for maintenance, training, or other events that do not appear in this analysis. Approximately half of a crew's day is spent in administrative, training, or recovery activities. For example, assuming the crews are allowed eight hours of rest and recovery daily, two hours for meals, and two hours for station, equipment, and vehicle maintenance, that totals 12 hours. Physical fitness, training, and public education are typically given additional time.

Concurrency Analysis

Incidents that occur simultaneously can affect an agency's ability to respond quickly and effectively. This type of concurrency analysis helps identify whether an agency has sufficient front-line resources to appropriately handle incidents within its jurisdiction.

The first dimension of the concurrency evaluation is the frequency of multiple incidents occurring simultaneously within LFD's entire response area. This includes responses to outside agency jurisdictions for assistance. A concurrent call happens when another incident arises while an initial incident is still utilizing resources. It is essential to evaluate only those incidents that the agency is likely to handle during normal operations. To account for this, incidents lasting longer than 12 hours were excluded. The following figure illustrates how often multiple incidents occur at the same time within the LFD jurisdiction.

Figure 91: Incident Concurrency FY2024

Number Working Incidents	Historical Percent Likelihood
2	24.5%
3	4.3%
4	0.6%
5	0.1%
More than 5	0.1%

As is evident, it is not uncommon for LFD to run simultaneous incidents. The maximum number of concurrent incidents within the historical data was seven incidents working simultaneously. However, with three frontline apparatus, LFD appears capable of handling the most likely concurrent call demands.

Another factor affecting unit workload is the number of units assigned to a specific incident. Only 22% of incidents are handled by a single unit. Over 70% of LFD incidents involve two units, while the remaining 8% are managed by a total of 4 to 6 units.

Performance Review

When evaluating a system, having a set of objectives or standards against which to judge performance is helpful. While national and state standards may be recommended, in California, it is up to the authority having jurisdiction to adopt specific ones. In this case, the Lincoln Fire Department has not adopted performance requirements.

Therefore, as a reference, National Fire Protection Association (NFPA) standards will be utilized as a reference where appropriate. This will include the NFPA 1710: *Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Career Fire Departments* (NFPA 1710). It will also include portions from NFPA 1225: *Standard for Emergency Services Communications* (NFPA 1225).

Evaluating overall performance requires an understanding of the lifecycle of an incident. It starts with a normal state and should end with a new normal state, but there are many measurable time segments in between. Some elements, such as call processing and turnout time, can be improved by tactical management techniques such as training and policy. However, other time segment performances, such as travel time, are typically managed by a strategic methodology, such as station location.

The following figure identifies each time segment in the incident lifecycle, an example of a key performance indicator (KPI), and the applicable NFPA standards.

Figure 92: Incident Metrics Table

Segment	Key Performance Metric		Standard	Comments
Normal State	Community demographics		N/A	This base state needs to be defined. Prevention mainly affects this.
Incident Initiation	Incident Counts			
Incident Detection				
Notification Action	PSAP Answer		NFPA 1225 & 1710	Prevention and Education
PSAP Notification				
PSAP Interrogation	PSAP Transfer & Agency Answer		NFPA 1225 & 1710	CAD-to-CAD Agreements
Agency Notification				
Agency Interrogation	Call Processing	Total Response Time	NFPA 1225 & 1710	These segments should be evaluated at a minimum. Each segment should have an adopted performance standard.
FD Notified				
FD Unit Dispatched	> Turnout Time		NFPA 1710	
FD Unit Responding	> Travel Time			
FD 1st Unit Arrives	Total time			
FD ERF Dispatched	ERF Travel & Total Time		NFPA 1710	
FD ERF Arrives				
EMS to Destination	> Destination Travel		N/A	Applicable to EMS transport agencies.
EMS at Destination	> Wall Time			
EMS Clears Destination				
FD Units Clear Incident	From dispatch to clear, total time translates into unit utilization.		N/A	Used to evaluate unit workload and availability.
Normal State	The outcome of the incident response is the gold standard for service delivery analytics. However, this advanced study is outside the scope of this report and requires unconventional research and analytic methods.			

The incident data provided did not allow for analysis of all time segments in the above list. However, enough information was provided to evaluate call processing, turnout, travel, and total response time. The NFPA standards will be used as a performance benchmark.

The time segment performance standards are evaluated as a percentile. This will allow LFD to compare its performance against other agencies and the standard with a similar statistical technique.

Call Processing Analysis

There are several time measures of a dispatch center. The metrics identified in NFPA 1225 and NFPA 1710 are ring time and call processing. Ring time measures when the phone in dispatch begins to ring until someone answers. NFPA 1225 requires the ring time to be less than 15 seconds, 90% of the time and less than 20 seconds, 95% of the time. Call processing measures the time from a person answering the call for help until the first unit is notified of the incident. Unfortunately, ring time is typically captured in a separate system and was unavailable for this report. However, sufficient data were available to evaluate call processing.

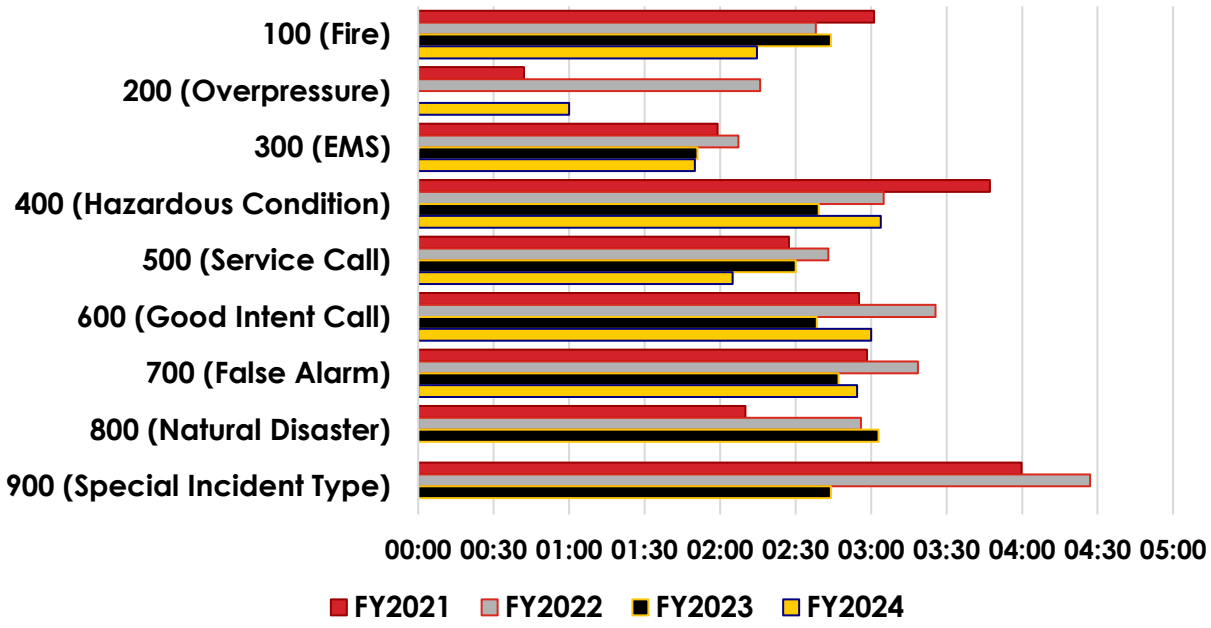
Call processing begins when the phone is answered and ends when the first, preferably correct, unit has been notified of an incident in progress. However, there is typically a short period, seconds usually, from when the phone is answered to when the incident is started in the computer-aided dispatch system. For this analysis, it is assumed this short period, while not captured, is inconsequential. The NFPA 1710 and 1225 standards indicate that a high-priority incident should be processed within **60 seconds, 90% of the time**.

While NFPA 1710 further defines specific call types to be processed within 90 seconds, 90% of the time and 120 seconds, 99% of the time, the new NFPA 1225 standard does not. However, NFPA 1225 states the same incidents are exempt from the high-priority incident time requirement. These incident types include those requiring emergency medical questioning, hazardous materials incidents, and technical rescue incidents. This additional time is available for persons needing translation, calls from devices used by hard-of-hearing individuals, text messages, and calls requiring location determination.

The data provided was evaluated for integrity and reliability. It was found that 1.5% of the data were statistically unreliable. In addition, the maximum call processing time was set at 10 minutes to remove some substantial anomalies that skewed the analysis.

However, that did leave 22,926 incidents for evaluation. Overall, Lincoln Police and Fire Dispatch Center processes calls within **2 minutes, 9 seconds, 90% of the time**. The following figure shows the call processing time at the 90th Percentile based on the NFIRS incident grouping for FY2021 through FY2024.

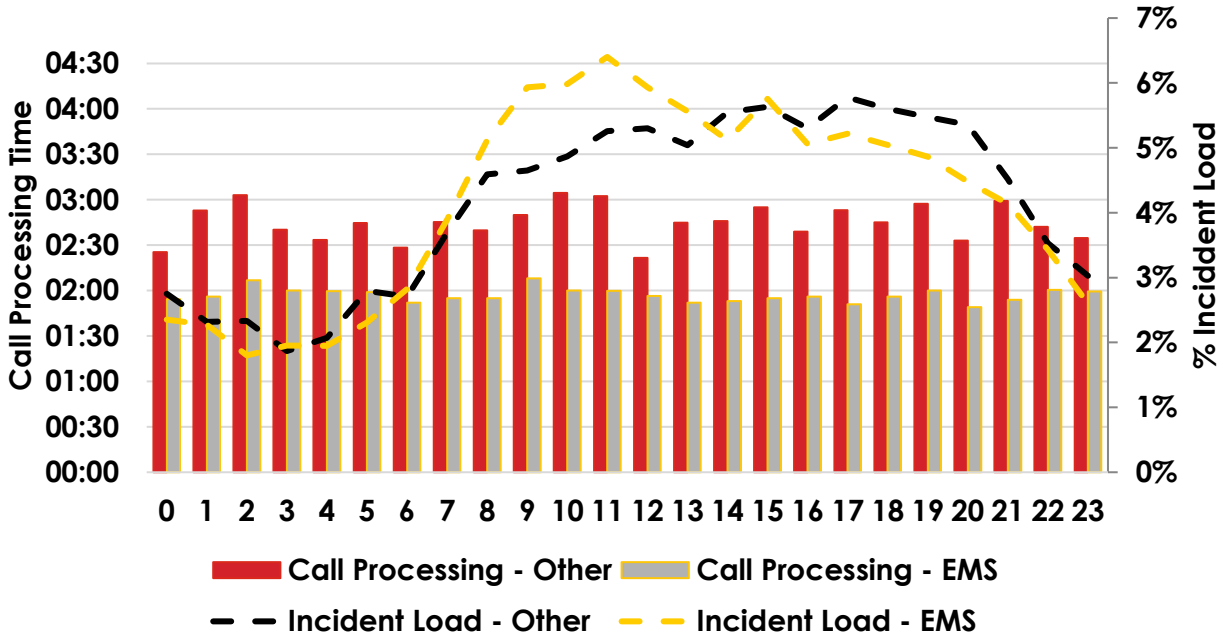
Figure 93: Call Processing by Incident Type (FY2021–FY2024)



Special incident type calls typically require much more time to process. However, when this NFIRS category was removed from the analysis, due to the limited number of responses, it did not change the overall call processing time.

Another dimension of the call processing time is how incident workload affects dispatch center performance. The dispatch center manages the workload well, and the call processing time is generally consistent by the hour. The following figure is the call processing times of medical incidents and all other incidents by the hour of the day, with the call load added as a reference.

Figure 94: Call Processing by Hour with Volume Reference (FY2021–FY2024)



Turnout Time Analysis

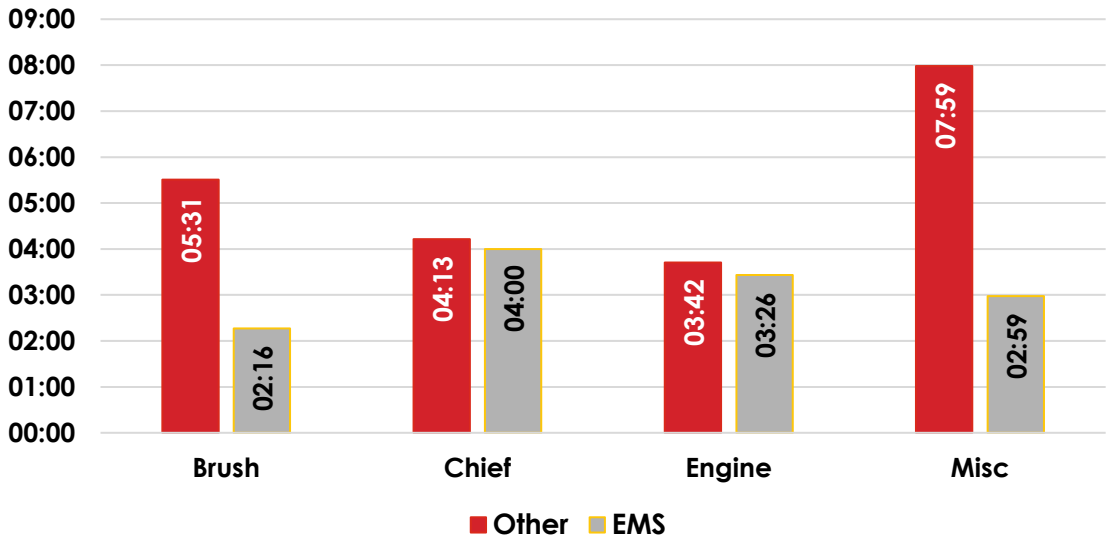
The turnout time segment begins when the unit is notified of an incident and ends when they start to respond. NFPA 1710 indicates the performance measure for this time segment is **60 seconds for medical incidents and 80 seconds for fire incidents**. For this analysis, the incidents will be grouped by EMS and others.

The data was analyzed for statistical reliability; over 38,000 records could be measured. This represents approximately 82% of the recorded information, slightly better than the typical reliability for this data point.

In addition, to ensure the responding crew was facing an urgent situation, only emergent responses were evaluated. Overall, LFD staffed apparatus have a turnout time of **3 minutes, 24 seconds at the 90th percentile**. There was also slight variation between an EMS incident and other incidents. EMS call volume is the primary influence on overall turnout time performance.

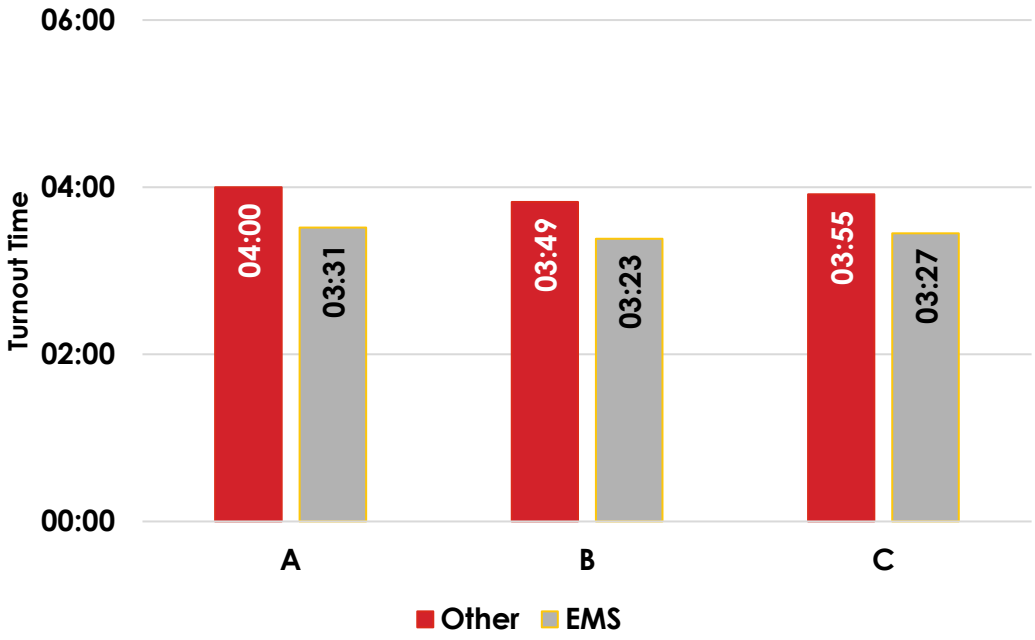
The following figure shows the turnout times by unit and general incident types.

Figure 95: Turnout Time by Apparatus Type and Incident Category (FY2021–FY2024)



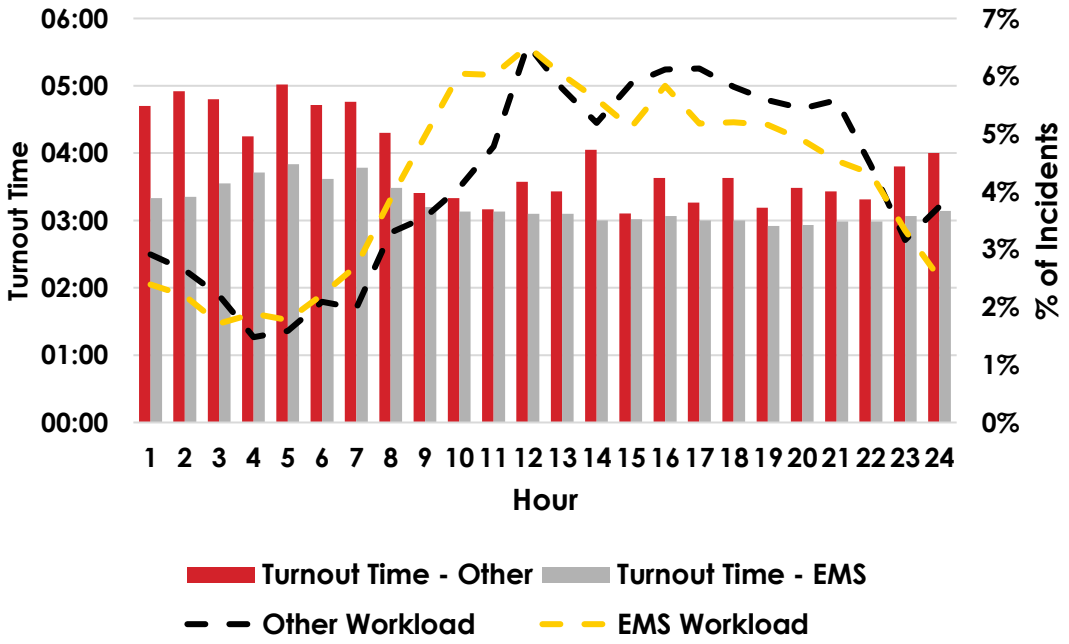
Each apparatus is equipped and staffed for specific responses. The turnout time for each response type and apparatus category reflects the complexity of the equipment and staffing needed. Generally, non-EMS responses using specialty apparatus require the longest turnout time. The following figure shows the 90th percentile turnout time for each staffed unit grouped by shift. There is minimal variation between shifts, indicating that procedures are consistent across the organization.

Figure 96: Turnout Time by Shift (FY2021–FY2024)



One final dimension of the turnout time analysis is the changes in the percentile by hour of the day. Since LFD staffs its units 24 hours, it is expected that crews can try to sleep at night. However, sleeping personnel impacts how quickly they can get to the apparatus and begin to respond. The following figure shows the turnout response by the hour of the day, with the workload by general incident type added for reference.

Figure 97: Turnout Time by Hour with Workload Reference (FY2021–FY2024)



It is interesting to note the inverse pattern of turnout times and workload. This phenomenon is common in agencies with lower call volume at night. This can be explained as a combination of crews resting and fewer incidents to analyze. A limited data set, found at lighter incident periods, is typically much more susceptible to higher times and more obvious data swings.

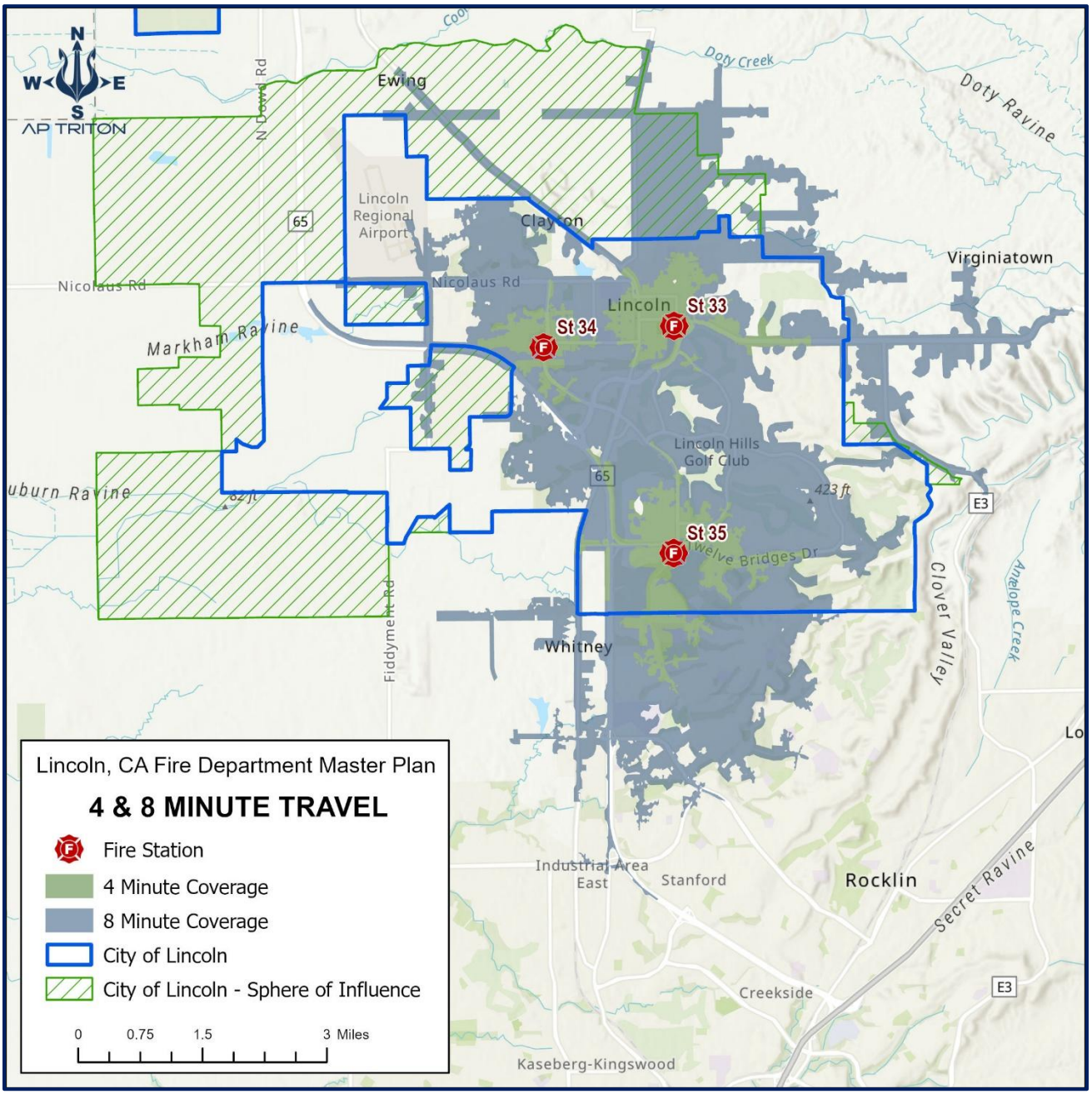
Travel Time Analysis

NFPA 1710: *Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Career Fire Departments* lists several travel time requirements for apparatus. The first defined travel time goal is four minutes for the first-arriving unit, either an engine or a truck that can operate as an engine. The second-due engine should arrive within six minutes, and the first alarm should arrive within eight minutes for a moderate-risk structure fire.[12] However, the new standard leaves the first alarm timing up to the authority having jurisdiction.

12 National Fire Protection Association. *Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Career Departments.*2020 [Appendix D].

Travel time is the difference between when the apparatus marks enroute and when it arrives on the scene. The following figure shows the theoretical 4- and 8-minute travel times from LFD's fire stations.

Figure 98: 4 & 8 Minute Modeled Travel Times



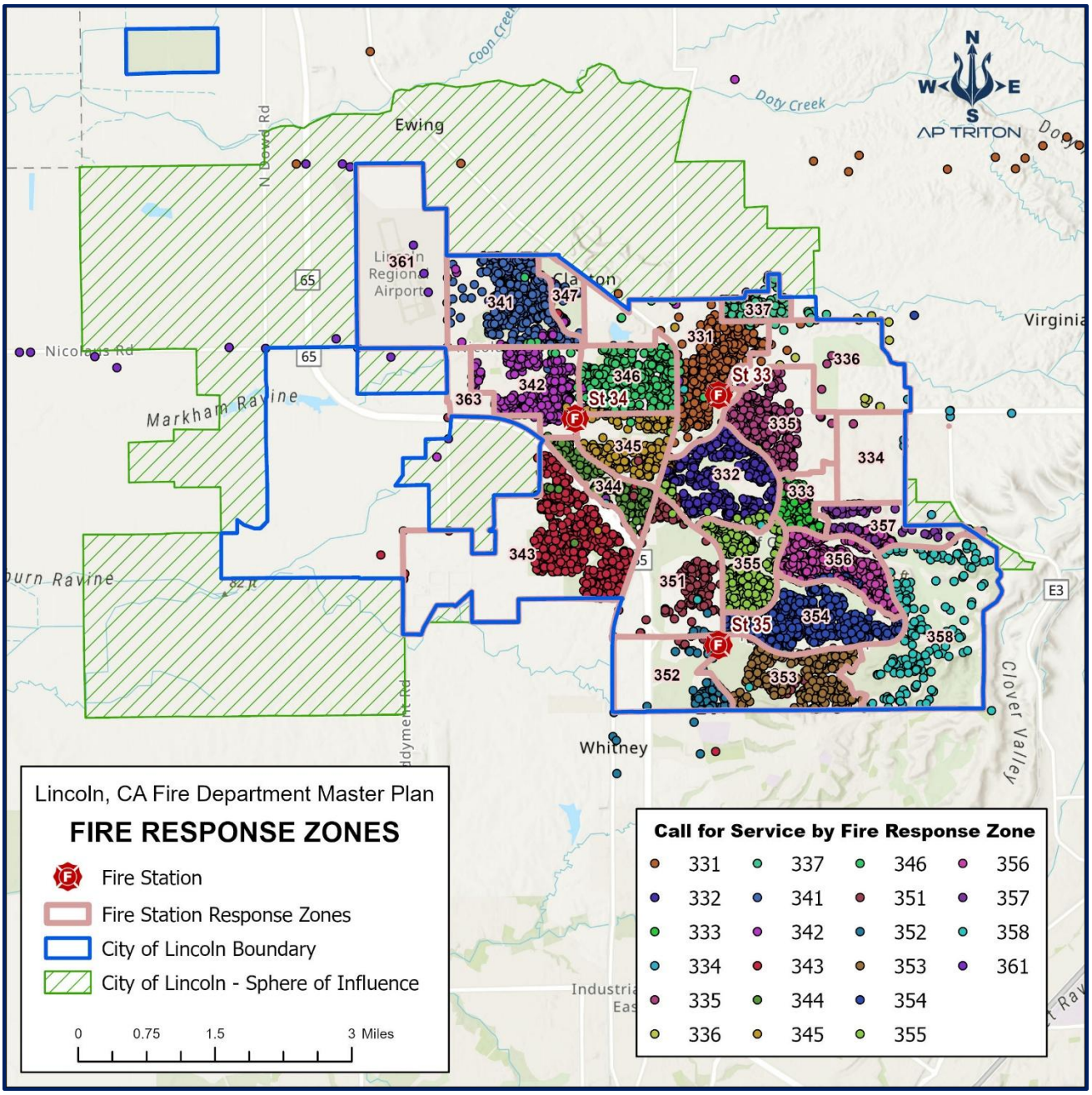
In theory, the 4-minute coverage is adequate for most of the more populous areas in the jurisdiction. However, areas in the center and southeast struggle to meet the 4-minute travel time but have good coverage at the 8-minute mark. Areas to the west and all of the Village 5 annex are beyond 8 minutes from a station.

Theoretical models are beneficial when evaluating what can happen. Consideration of actual performance may give a better understanding of what the agency can provide.

First Due Apparatus

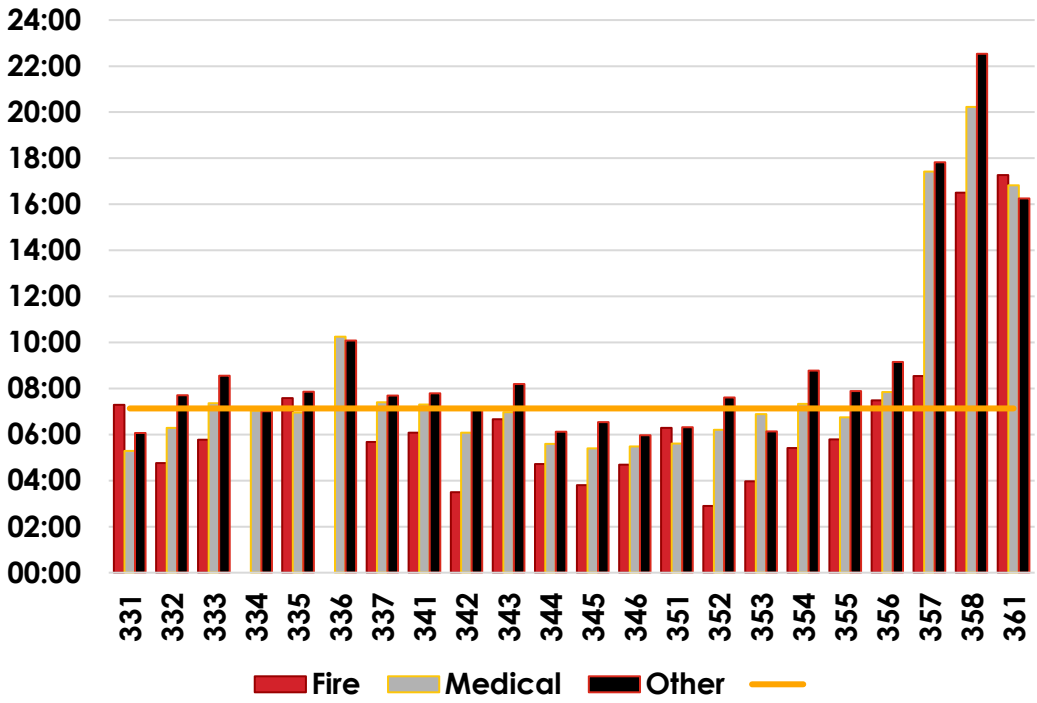
Understanding the agency's capabilities is more manageable when defining smaller geographic areas. CAD response zones were provided in the record management system data provided. There is some inconsistency in how the incidents are coded by zone, but for the most part, incidents are spatially grouped into geographic response zones, as shown in the following figure.

Figure 99: Incidents and CAD Response Zones (FY2021-FY2024)



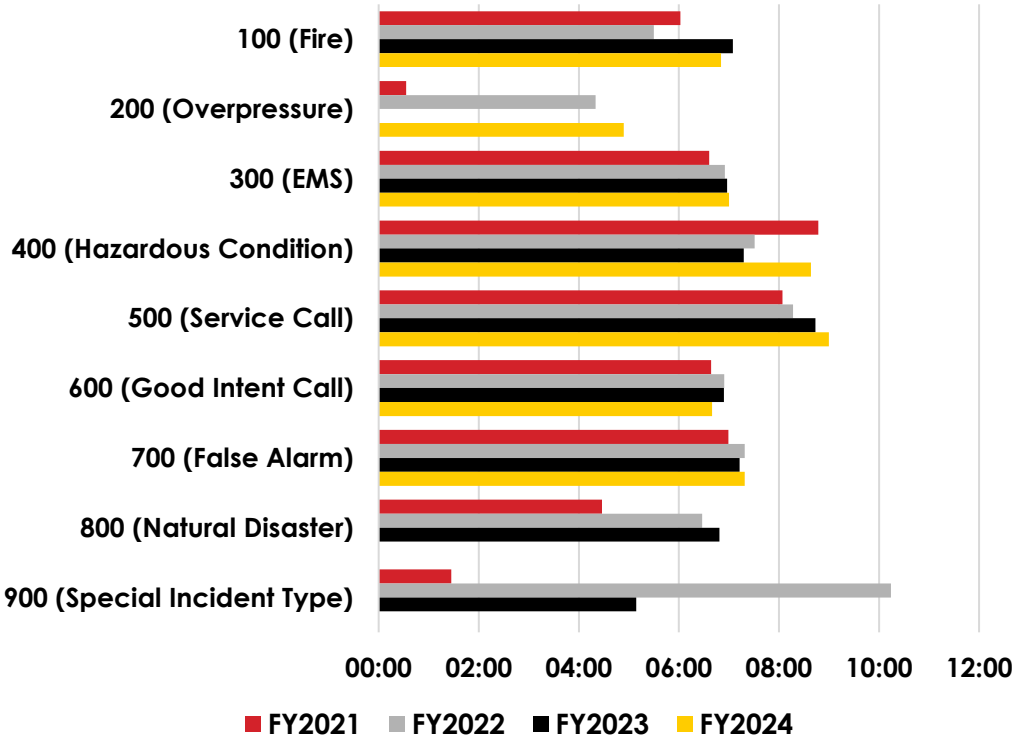
The first-due travel time performance for LFD is **7 minutes, 8 seconds at the 90th percentile** for all incidents within the city. The following figure shows the first due travel time for emergent responses by response zones and incident type.

Figure 100: First-Due Travel by Type & Zone (FY2021–FY2024)



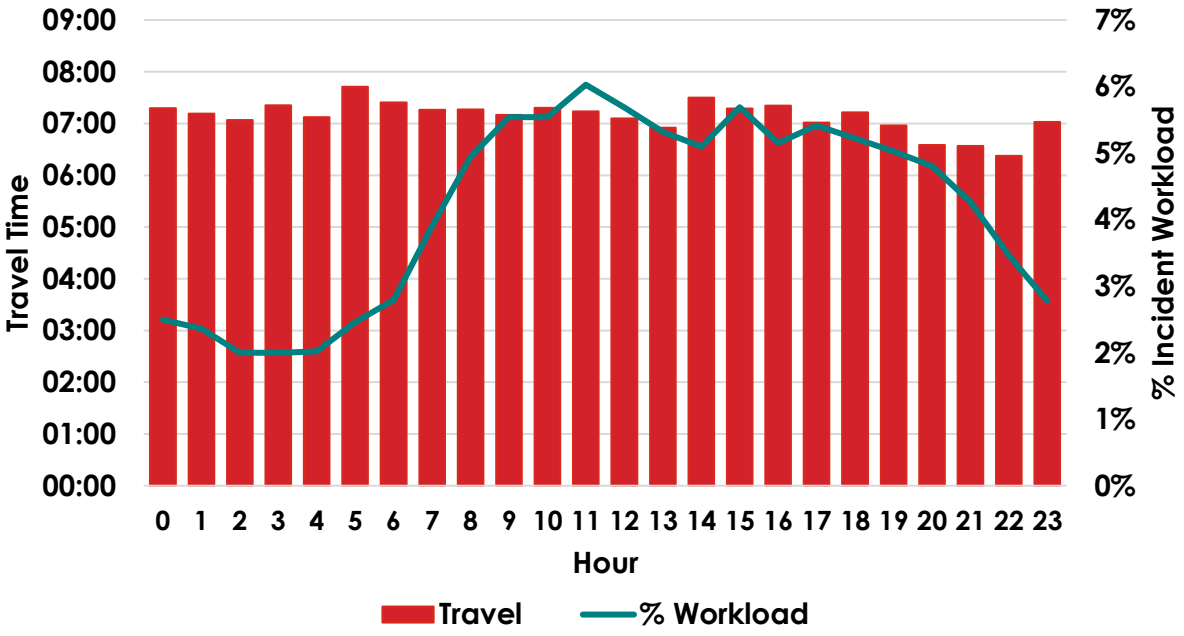
The annual travel times have generally increased or remained stable over the study period. The following figure is an annual evaluation of the first due travel time by general incident type.

Figure 101: Annual Travel Time Performance by Type (FY2021–FY2024)



Time of day can have an enormous impact on travel times. In addition, crew readiness, traffic patterns, and incident volume can impact travel times. Nevertheless, LFD's travel times throughout the day remain relatively consistent. The following figure shows the first due travel times by hour, with the workload shown for reference.

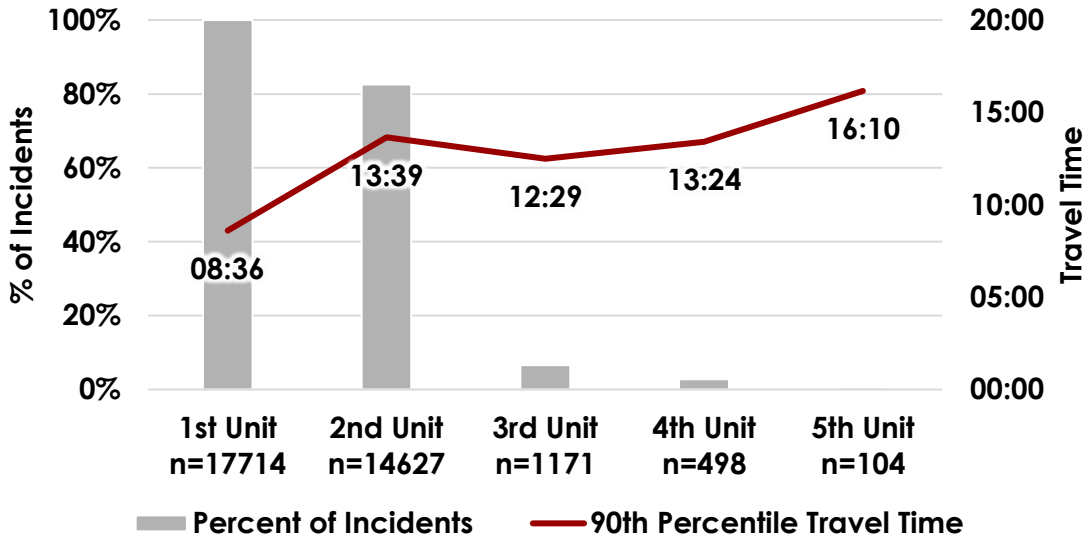
Figure 102: Travel Time by Hour with Workload Reference (FY2021–FY2024)



Effective Response Force

The second dimension of the travel time analysis is how well the effective response force (ERF) needed for a type of incident can be assembled. ERFs change with the complexity and resources required of any incident. They can range from one unit to multiple units with specialty equipment. The following figure shows the travel time for emergent incidents of the first three units arriving.

Figure 103: First Three Units Travel Time (FY2021–FY2024)

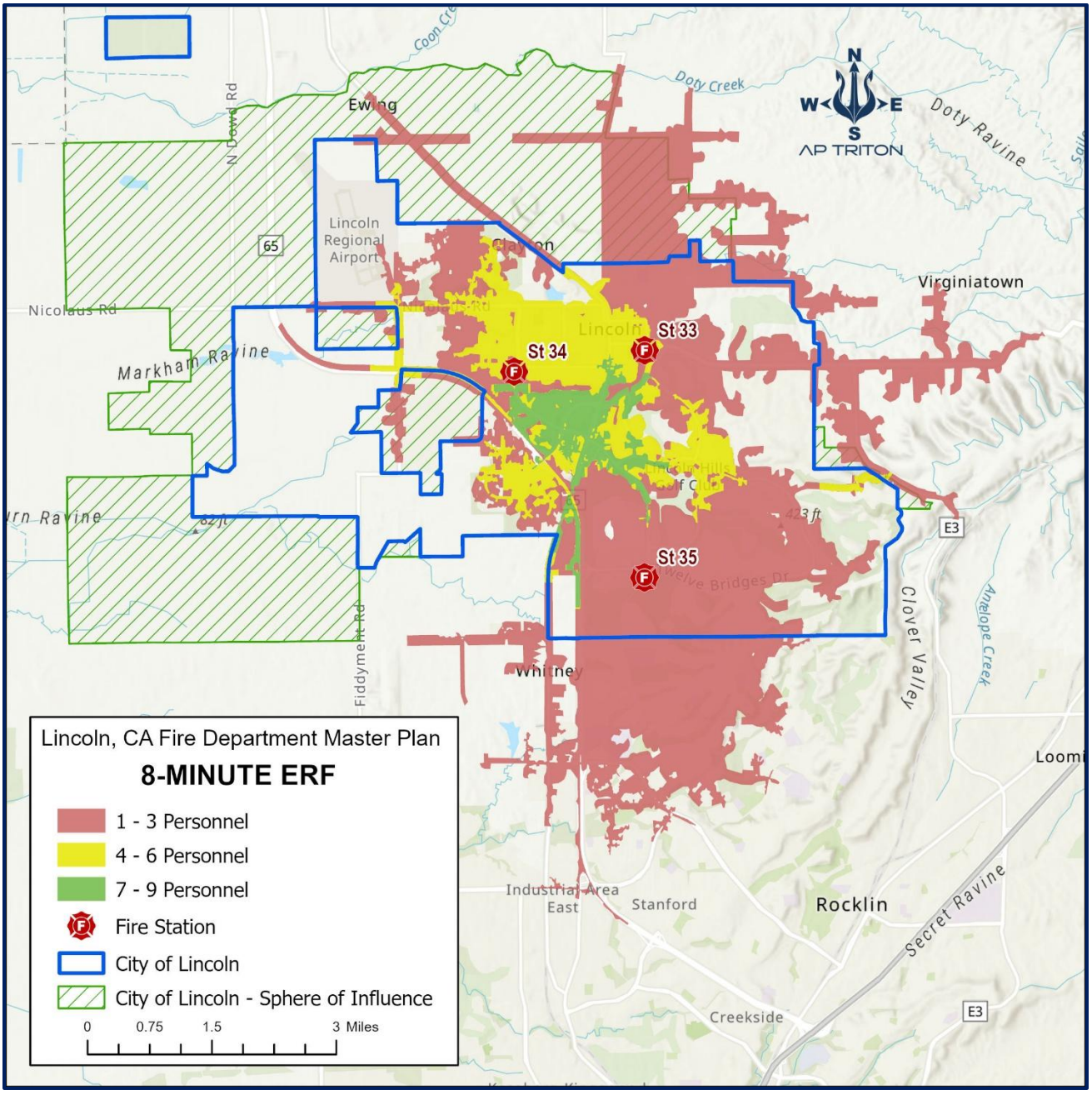


Interestingly, the third and fourth arriving units have a faster travel time at the 90th percentile than the second arriving unit. This is likely because the number of incidents with three units is so small; the fast travel times in the small population of incidents drive the resulting statistic. There is little difference between the third unit's arrival and subsequent times. Again, this is primarily due to concentration.

Theoretically, the number of people LFD can assemble in 8 minutes is adequate for the northern portion of the city. Similar to the travel time evaluation, it is difficult to get a full complement to a moderate-risk structure fire, commonly called a first alarm, in the south and east portions of the city. There is no response capable of reaching the annexed area to the west within 8 minutes.

The following figure shows the ability of LFD to assemble the indicated number of personnel within 8 minutes.

Figure 104: Effective Response Force—8 Minute Travel Time



Total Response Time Analysis

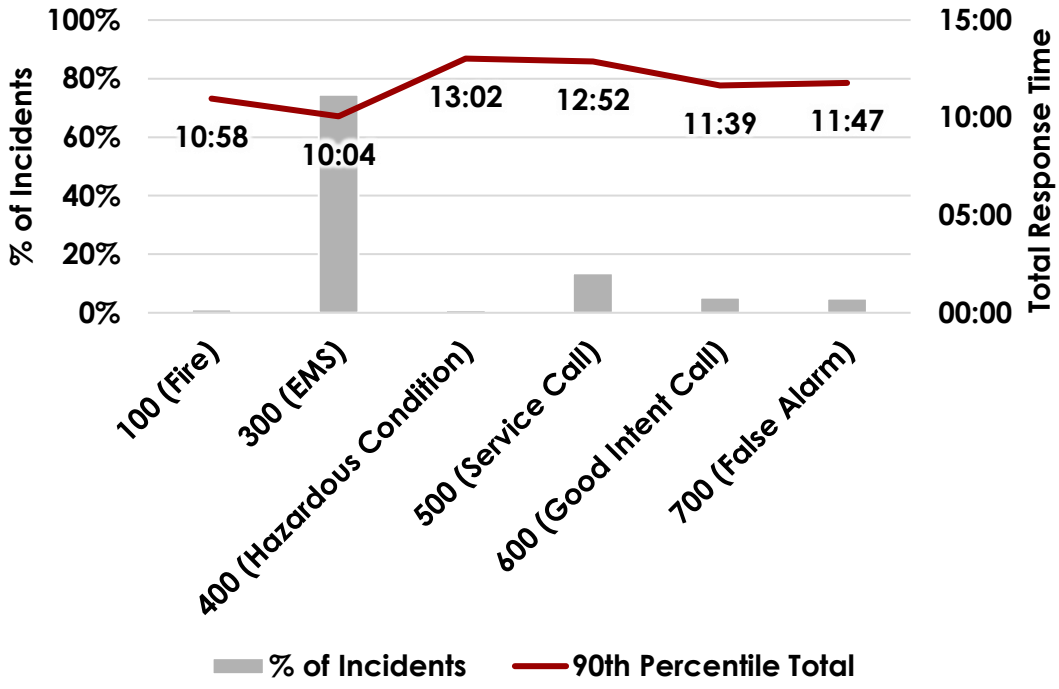
The reason each time segment is analyzed is to get an understanding of where performance can be measured and improved. However, the primary performance measurement is the total response time. The person in need sees this as LFD's performance.

It may seem that the 90th percentile total response time is simply the sum of call processing, turnout, and travel times. However, this is not usually the case. Each time segment is analyzed independently, including the total response time. The total response time does not simply combine the segments' percentiles due to the variability of the time segments within each incident.

One of the most straightforward methods of displaying the total response time was developed by the Commission on Fire Accreditation International (CFAI). Annually, the CFAI requires an accredited agency to report its performance by response program in chart form. These charts show the incident time segments culminating in the total response time of the first unit and the entire ERF. While each element leading up to the total response time is self-explanatory and was explored in previous sections of this report, the total response time can be confusing. LFD's performance chart will be presented later in this section.

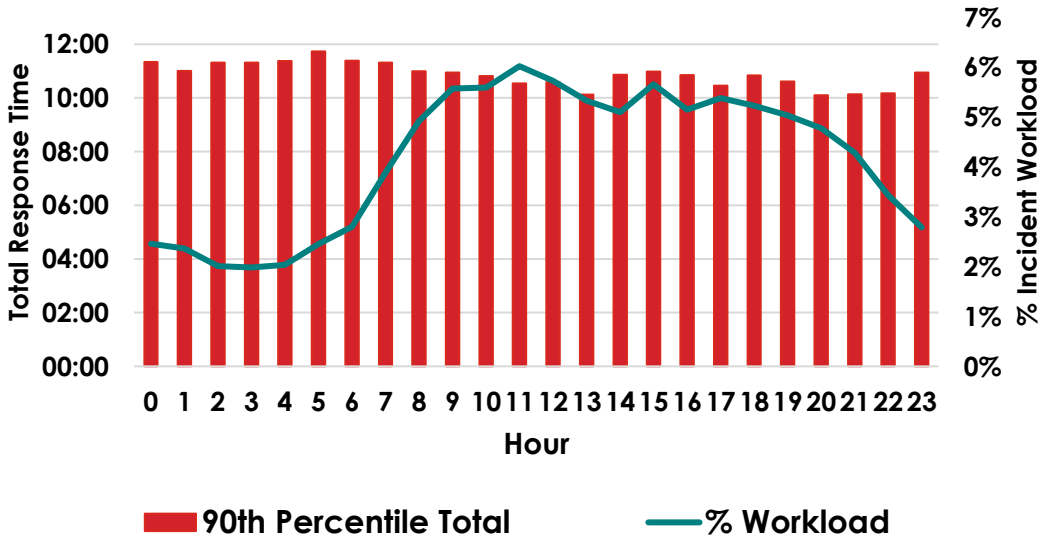
LFD's **90th percentile total response time performance is 10 minutes, 52 seconds**. This time segment encompasses the call processing time, first unit turnout, and travel times. The following figure shows incident types with their first due and ERF total response times.

Figure 105: Total Time by Incident Category (FY2021–FY2024)



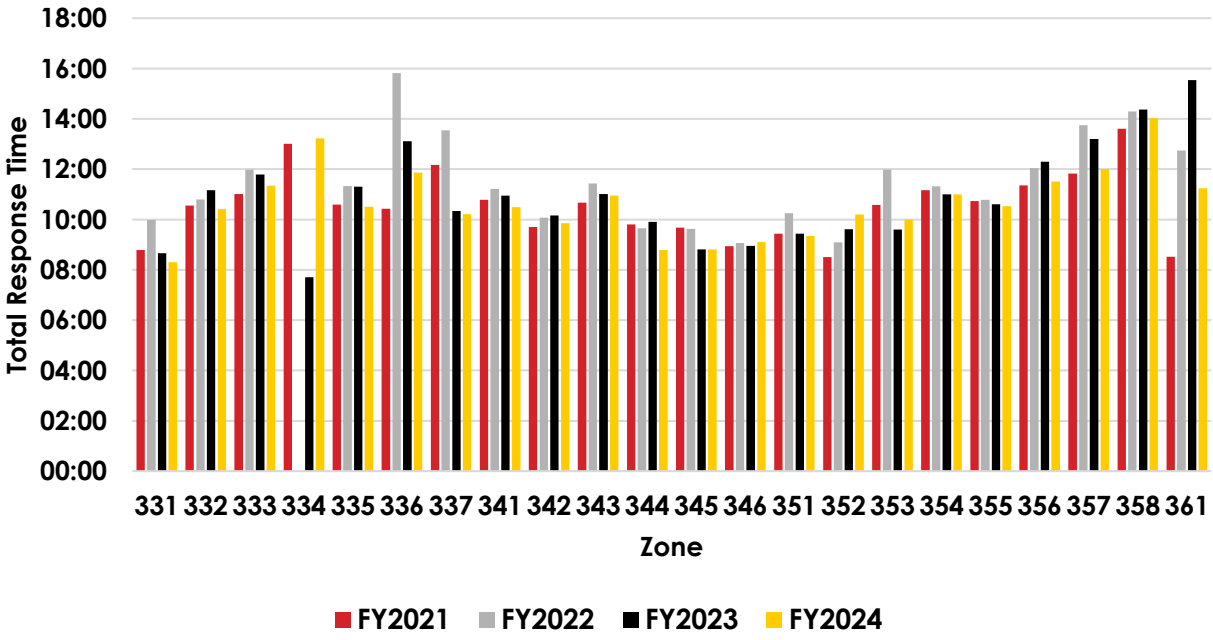
For LFD, the time of day does not drastically change the overall total response time. The following figure shows the total response time by hour with the workload percentages as a reference.

Figure 106: Total Response Time by Hour (FY2021–FY2024)



Geography influences total response time. Looking at FY2024 specifically, zones 334 and 358 are above 12 minutes. Higher 90th percentile total response times come from a combination of low call volume and rural areas with limited access. Consistently lower response times occur in zones that are more densely populated and have higher call volumes. The following figure shows the 90th percentile total time by zone by year.

Figure 107: Total Response Time by District and Year (FY2021–FY2024)



Overall Time Segment Evaluation: Fire Responses

Typically, the overall time segment evaluation is focused on a particular type of incident, such as a moderate risk fire. However, the incident data provided did not allow for discriminating incident severity. Therefore, all incidents that achieved an ERF of seven and are classified as Fire in the NFIRS are examined. The ERF criteria are based on the LFD critical tasking for a moderate-risk structure fire, requiring two engines and a command officer.

The following figure shows the total response time by time segment, based on the chart required by the CFAI accredited agencies.

Figure 108: Fire Incident Evaluation Chart

Segment	FY2021–FY2024	FY2024	FY2023	FY2022	FY2021
Call Processing	04:54	04:08	04:39	06:11	04:51
Turnout Time	04:08	03:19	04:09	04:50	04:03
First Travel Time	06:01	05:47	06:12	06:16	05:46
ERF Travel Time	07:58	08:20	7:22	08:21	07:49
First Total Time	11:06 n[1] = 418	10:14 n = 104	11:33 n = 107	12:15 n = 98	10:48 n = 109
ERF Total Time	14:25 n = 147	12:38 n = 32	11:52 n = 40	16:14 n = 33	12:47 n = 42

[1]*n* indicates the total records in the evaluation.

CFAI charts would also include the benchmarks adopted by the agency. However, LFD has not adopted performance standards, so those benchmarks were left off. It also becomes apparent how data points can skew a 90th percentile figure when there are high values and a lower frequency.

Typically, the CFAI considers any data set under 100 statistically insignificant. However, the ultimate idea is to understand fire district performance from the customer's standpoint.

Population Growth & Service Demand Projections

Service demand is generally driven by population. Without people, there is very little need for emergency services. However, the relationship between population growth and service demand growth is not fully understood. Therefore, this analysis provides information for leadership to determine appropriate resources and distribution.

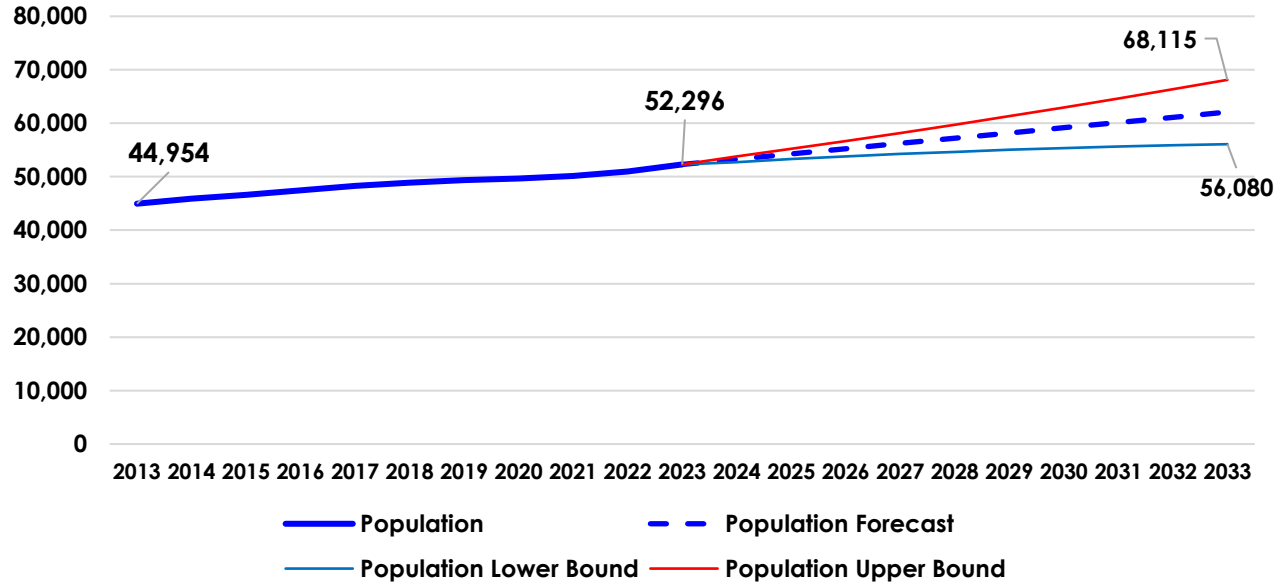
Population Growth Projections

As an incorporated city, the California Department of Finance collects statistics and population information for the City of Lincoln.[13] This analysis was conducted utilizing the CDF population estimates from 2013–2023. The sphere of influence was not included in this analysis.

Based on the CDF, the population in the City of Lincoln has grown from 44,954 in 2013 to 52,296 in 2023. Based on this data, the annual average growth rate was 1.5%, with a high of 2.6% and a low of 0.7%. Based on the CDF data and simple forecasting tools, the population in 2033 should be between 56,080 and 68,115. The following figure shows the 10-year projection based on the previous 10 years of CDF data. With the annexation of 2,721 acres of Village 5A west of Lincoln, and the proposed development plan for the development, the upper limit of the population forecast is the more likely scenario.

[13] State of California Department of Finance (2025). *Estimates, January Population and Housing Estimates.* https://dof.ca.gov/forecasting/demographics/estimates/.

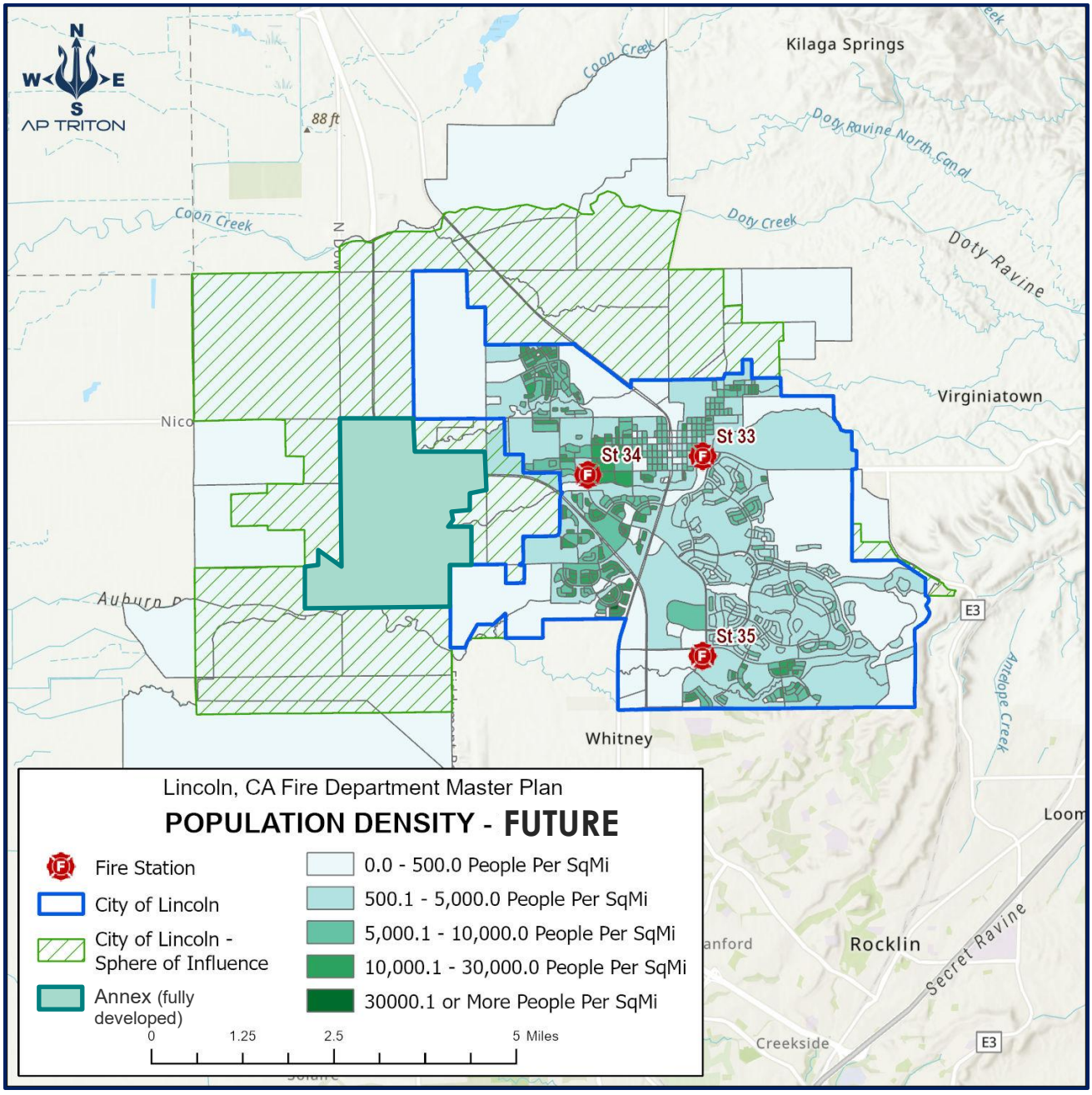
Figure 109: 20-Year Population Trends with 95% Confidence Bands



Population Distribution

The following figure shows the current population distribution based on census blocks. The annex area west of Lincoln is depicted with the potential population distribution when the planned development currently envisioned is fully built. The remaining areas of Lincoln are not likely to change significantly in terms of population distribution, though the density of people will likely increase as the total population grows.

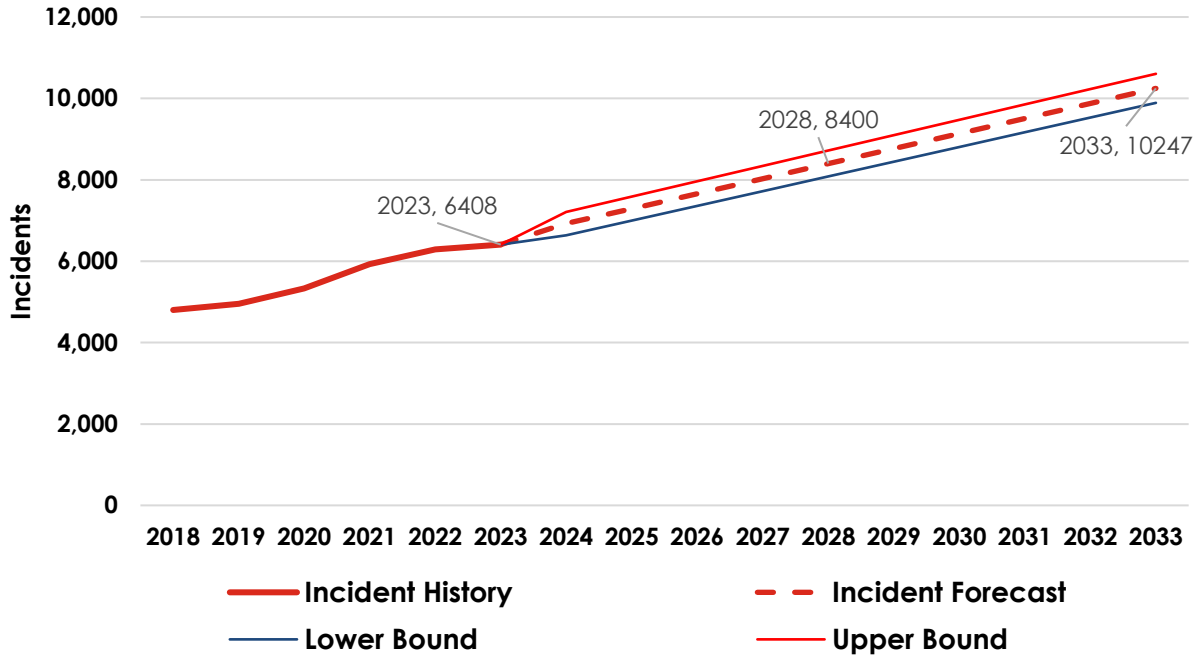
Figure 110: Population Distribution (Future)



Service Demand Projections

A standard linear regression model was applied to the six years of incident data provided by LFD. The model was evaluated using the R^2 methodology for the best data fit. The R^2 value measures how well the model fits the historical data. The closer to 1 the value is, the better the fit with the historical data. In this case, the linear regression model returned an R^2 value of 0.97. The following figure shows that incident responses rose from 4,801 in 2018 to 6,408 in 2023. It can reasonably be expected that the number will reach between 9,890 and 10,604 in 2033, with 95% confidence. As with population growth, the demand from 5,400 planned residential units in the annexed area increases the likelihood of the upper bound of the forecast model.

Figure 111: Service Demand Projection to 2033 with 95% Confidence Bands



Performance Objectives

Managing performance objectives and measuring how an organization provides service requires a combination of data-driven approaches, personnel training, and operational adjustments as needed. These critical methodologies allow an organization to develop performance measures to improve.

- Key performance indicators and metrics measure specific data, such as call processing, turnout, and travel times. Other metrics include the effectiveness of fire suppression efforts during incidents, rescue operations, and customer satisfaction.
- Benchmarking allows an organization to compare performance between fire departments of similar size and functioning (same type of services). These benchmarks can also use NFPA standards or other recognized standards.
- Predictive analytics and risk assessments provide data to use Geographic Information Systems (GIS) to analyze fire patterns and high-risk zones and determine fire station locations for quicker response. Conducting commercial building fire and life safety inspections based on occupancy risk helps prioritize visits by trained fire department personnel. Community risk reduction identifies and addresses risks using a data-driven approach to enhance community engagement with prevention and mitigation programs.
- Training and certification programs provide regular drills, live-fire exercises, or simulation-based training designed to train new firefighters and to deliver continuing education to current staff. Leadership and decision-making training for strategic planning, incident management, and personnel administration provides more advanced skills to command staff.
- Utilizing records management systems and real-time data monitoring allows an organization to track incidents, response times, equipment usage, training records, inspections of commercial properties, fire investigations, public engagement, and other essential programs.

Dynamics of Fire in Buildings

Most building fires develop slowly unless influenced by highly flammable materials. Ignition, the beginning of a fire, initiates a sequence of events and may take several minutes or even hours before a visible flame appears. This smoldering stage is hazardous, especially when people are asleep, as it can generate large amounts of highly toxic smoke.

Once flames appear, the sequence of events accelerates rapidly. Combustible materials near the heat ignite, heating and igniting other adjacent materials if sufficient oxygen is present. Heated gases accumulate at the ceiling, some flammable and highly toxic, underscoring the need for swift action. The flammable gases at the ceiling and other combustible materials in the room reach ignition temperature, leading to an event called "flashover." During a flashover, the gases and materials ignite simultaneously, causing everything in the room to burn. It typically occurs five to eight minutes after flames appear in typically furnished and ventilated buildings. The goal of any fire agency is to apply water to the fire before a flashover occurs, highlighting the critical role of early intervention.

Although modern building codes reduce the frequency of fires in newer structures, today's energy-efficient construction, which is designed to retain heat during winter, can also trap the heat of hostile fires. Furthermore, research has shown that modern furnishings typically ignite more quickly and burn hotter due to synthetics.

In the 1970s, scientists at the National Institute of Standards and Technology (NIST) discovered that building occupants had approximately 17 minutes to escape after a fire broke out before being overcome by heat and smoke. Today, that estimate has shrunk to as little as three minutes. This underscores the importance of effective early warning (smoke alarms), early suppression (fire sprinklers), and firefighters arriving on the scene as quickly as possible.

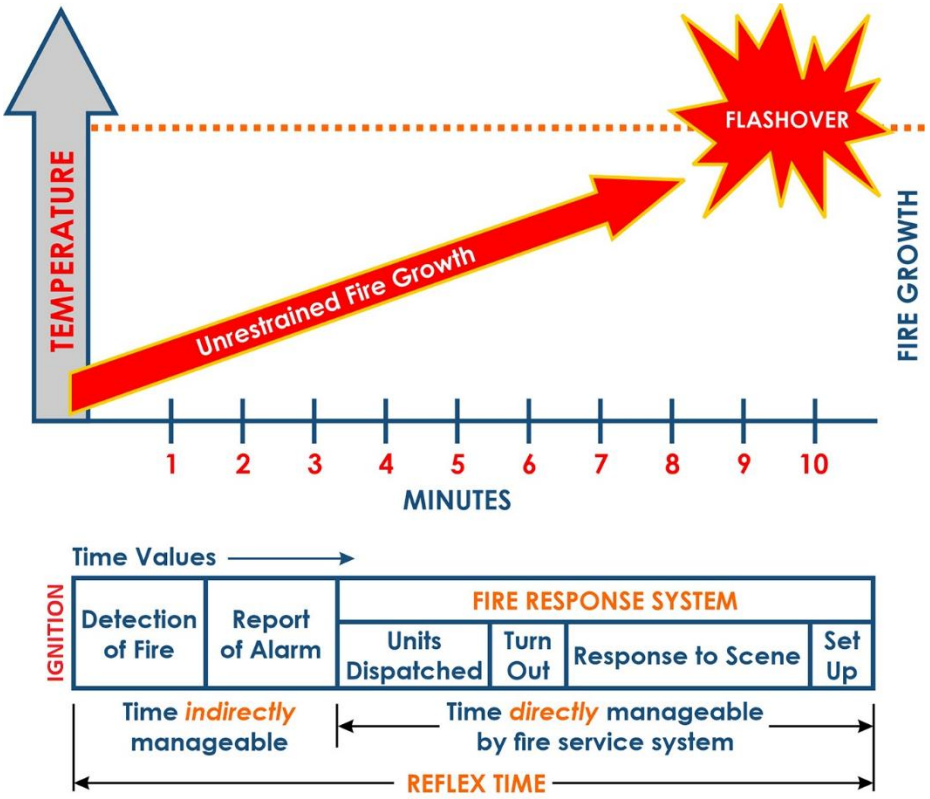
The prompt arrival of at least four personnel is critical for structure fires. Federal regulations (CFR 1910.120) mandate that personnel entering a burning building must be in groups of two. Before personnel can enter to extinguish a fire, at least two personnel must be on the scene and ready to begin search and rescue operations if the fire attack crew becomes trapped, following the "two-in, two-out" rule. However, if victims are known to be trapped inside, a rescue attempt can proceed without additional personnel ready to intervene outside the structure. Not all four personnel must arrive in the same response vehicle; many fire departments rely on multiple units arriving to initiate an interior fire attack.

Preventing flashover is crucial, but controlling a fire before it damages a building's structural framing is equally important. The materials used in modern construction are often less fire-resistant than older, heavier structural materials. Roof trusses and floor joists are now commonly made with lighter materials that weaken more easily under fire. "Lightweight" roof trusses can fail after five to seven minutes of direct flame impingement, while plywood I-beam joists can fail after as little as three minutes of flame contact, creating a dangerous environment for firefighters.

The building contents have much greater potential for heat production than in the past. The widespread use of plastics in furnishings and other building contents rapidly accelerates fire spread and increases the water needed to control a fire effectively. All these factors make the early application of water essential to a successful fire outcome.

The following figure illustrates the sequence of events during the growth of a structure fire.

Figure 112: Growth versus Reflex Time



Any fire department faces a significant challenge in applying water promptly to prevent flashover. The National Fire Protection Association (NFPA) found that fires contained to the room of origin—typically extinguished before or immediately after flashover—had significantly lower rates of death, injury, and property loss compared to fires that spread beyond the room of origin, which are usually extinguished after flashover.

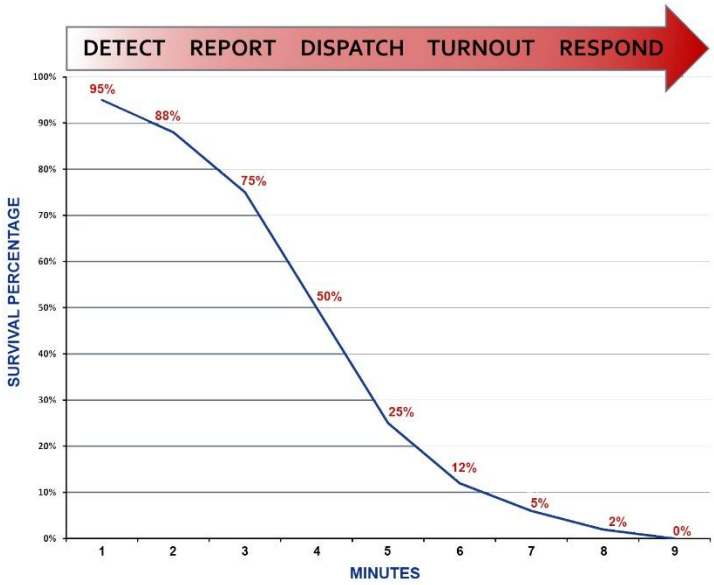
Emergency Medical Event Sequence

Cardiac arrest is the most significant life-threatening medical event in emergency medicine today. A victim of cardiac arrest has mere minutes to receive lifesaving care to have any hope of resuscitation. The American Heart Association (AHA) has issued a set of cardiopulmonary resuscitation guidelines designed to streamline emergency procedures for heart attack victims and increase the likelihood of survival.

The AHA guidelines emphasize the importance of rapid cardiac defibrillation for cardiac arrest victims. Survival chances decrease by 7%–10% for each minute between collapse and defibrillation. Consequently, the AHA recommends that cardiac defibrillation be administered within five minutes of cardiac arrest.

As with fires, the sequence of events that lead to emergency cardiac care can be graphically illustrated, as in the following figure.

Figure 113: Cardiac Arrest Sequence



The opportunity for recovery from cardiac arrest drops quickly as time progresses. The stages of medical response are similar to those for fire response, with recent research emphasizing the importance of rapid cardiac defibrillation and administering certain medications to improve the chances of successful resuscitation and survival.

Industry Standards

Several key organizations shape performance industry standards and best practices for fire departments, each providing frameworks and benchmarks to evaluate and enhance fire and emergency services. Among the most influential are the Insurance Services Office (ISO), the NFPA, and the Center for Public Safety Excellence (CPSE), along with other relevant federal and industry-based resources.

The ISO's Public Protection Classification (PPC) program focuses on a fire department's ability to effectively respond to and suppress fires. ISO assigns departments a score from 1 (best) to 10, based on factors including emergency communications, the fire department's staffing and capabilities, the availability of a reliable water supply, and community risk reduction efforts. A key performance benchmark within the ISO system is the ability for the first engine to arrive within four minutes and for the full complement of responders to arrive within eight minutes in 90% of calls. This evaluation affects property insurance premiums and community fire protection assessments.

The NFPA provides consensus-based operational and safety standards that serve as national benchmarks. NFPA 1710, applicable to career fire departments, outlines expectations for turnout and travel times, staffing levels (a minimum of four personnel per engine), and full alarm responses. It emphasizes a turnout time of one minute and a four-minute travel time for the first arriving unit, with a full complement of 15 personnel on scene within eight minutes for a structure fire. NFPA 1720: *Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Volunteer Fire Departments,* sets flexible benchmarks for volunteer or combination departments based on community population density and department staffing models. Additional NFPA standards, such as NFPA 1500: *Standard on Fire Department Occupational Safety, Health, and Wellness Program,* and NFPA 1201: *Standard for Providing Fire and Emergency Services to the Public*, address firefighter health and safety, training, and administrative effectiveness. In 2026, these documents will be combined into a new NFPA 1750: *Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Providing Fire and Emergency Services to the Public*.

The CPSE, through its Commission on Fire Accreditation International (CFAI), offers an accreditation model that emphasizes continuous improvement and strategic planning. Departments are assessed across ten major categories: governance, financial resources, physical and human resources, training, programs, and community engagement. CPSE promotes the development of a Standard of Cover, a data-driven approach that aligns department capabilities with community risks. This model encourages departments to go beyond mere compliance and integrate performance analysis into their decision-making processes.

Additional performance resources come from organizations such as the Federal Emergency Management Agency (FEMA), the Occupational Safety and Health Administration (OSHA), and the National Institute of Standards and Technology (NIST). These agencies provide planning tools, safety regulations, and operational research to support data-informed practices in areas including fireground safety, risk modeling, and firefighter exposure control.

In summary, effective fire department performance is guided by ISO's risk-based insurance rating system, NFPA's comprehensive operational standards, CPSE's accreditation and strategic planning framework, and various supportive tools and regulations from federal and industry research bodies. Departments aligning with these benchmarks improve service delivery and safety, and enhance public trust and organizational accountability.

People, Tools, & Time

Time is crucial in achieving an effective outcome in an emergency, but it is not the only factor. Delivering enough properly trained and appropriately equipped personnel within the critical period completes the equation.

This report's community risk assessment section reviews Lincoln's common and predictable risks, including fires, natural hazards, infrastructure, and demographics.

Medical Emergencies

The urgency of the response varies depending on the nature of the medical emergency. While many medical emergencies are not time-critical, situations involving severe trauma, cardiac arrest, or conditions that may lead to cardiac arrest require a rapid response.

Equally vital is deploying adequate personnel, each with a specific role at the scene. For instance, in a cardiac arrest scenario, the ideal team would consist of six members:

- **Two for CPR:** To ensure continuous chest compressions.
- **Two for advanced medical equipment setup and operation:** To manage defibrillation and other necessary interventions.
- **One for documenting actions:** To keep accurate records of the procedures performed.
- **One for patient care direction:** To oversee and direct the overall response efforts.

The real test of performance in a medical emergency is the time it takes to provide the personnel and equipment needed to manage the patient's condition effectively, not merely the time it takes for the first responder to arrive.

Fire Emergencies

Fire emergencies demand even more strategic resource management. The accurate performance measure is the time it takes to deploy enough personnel to initiate water application to the fire. This is the only practical method to counter the escalating internal temperature and prevent flashover. It is important to note that the arrival of a single person with a portable radio does not constitute "arrival" in the context of fire department intervention.

By focusing on rapidly deploying adequately trained and equipped personnel, fire and medical emergency responses can be significantly improved, leading to better outcomes and increased survival rates.

Performance Goals

LFD has not adopted any performance goals but does track metrics such as call processing, turnout, and travel time for incident response.

Section IV:
COMMUNITY RISK ASSESSMENT

All Hazards Community Risk Assessment

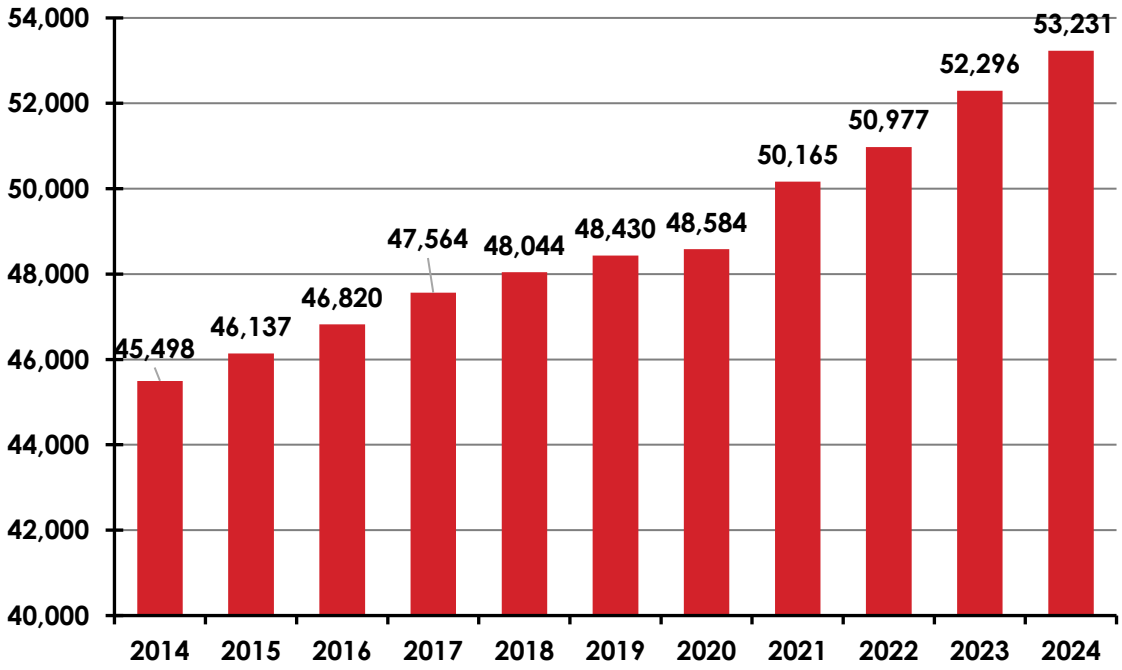
Demographics

Population

The population and demographics can influence the type of services provided in a community. Social conditions, such as poverty, the location of high-risk areas, and housing types, can impact the service delivery provided by LFD.

Data from the California Department of Finance shows a population of 45,498 in 2014, increasing to 53,231 by 2024, representing a growth rate of nearly 17%. Lincoln's population is rising, unlike other parts of California, which have seen their numbers decline by more than half a million since 2021. The following figure displays the population estimates from 2014 to 2024, as provided by the California Department of Finance.[14]

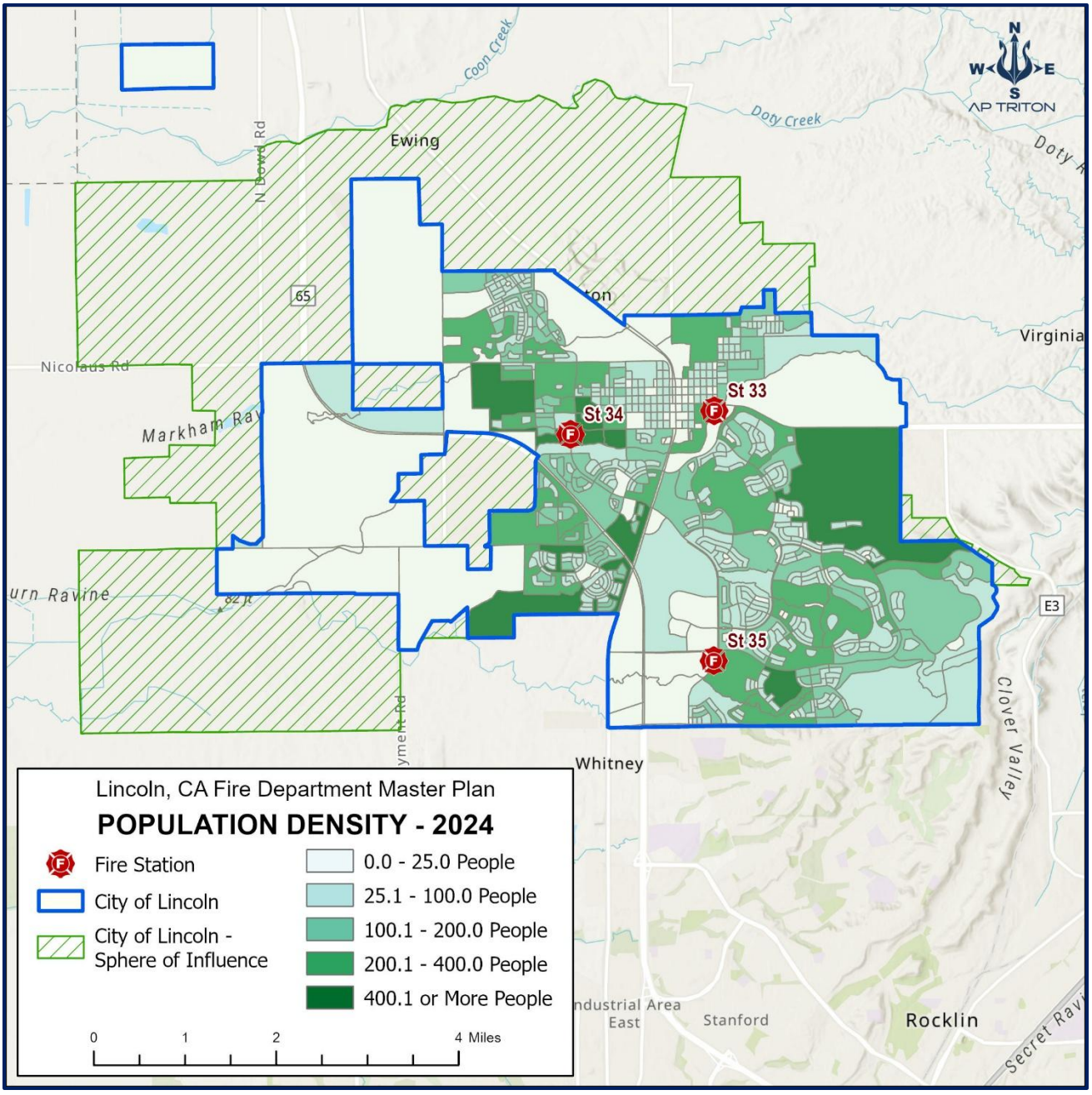
Figure 114: Population Estimates (2014–2024)



The following figure shows Lincoln's population density and its sphere of influence.

[14] California Department of Finance Website, https://dof.ca.gov/Forecasting/Demographics/ Estimates/.

Figure 115: Population Density



At-Risk Populations

At-risk populations can place additional workloads on an organization, thus increasing service demands. The National Fire Data Center has identified them as groups at a higher risk of being injured or killed in a fire.[15]

- Children under 5 years of age
- Adults over 55 years of age
- Adults over 85 are at the highest risk
- Gender

Data from 2022 U.S. Census American Community Survey five-year estimates identified several groups in these categories that are more likely to need emergency services, specifically EMS, than other populations.[16]

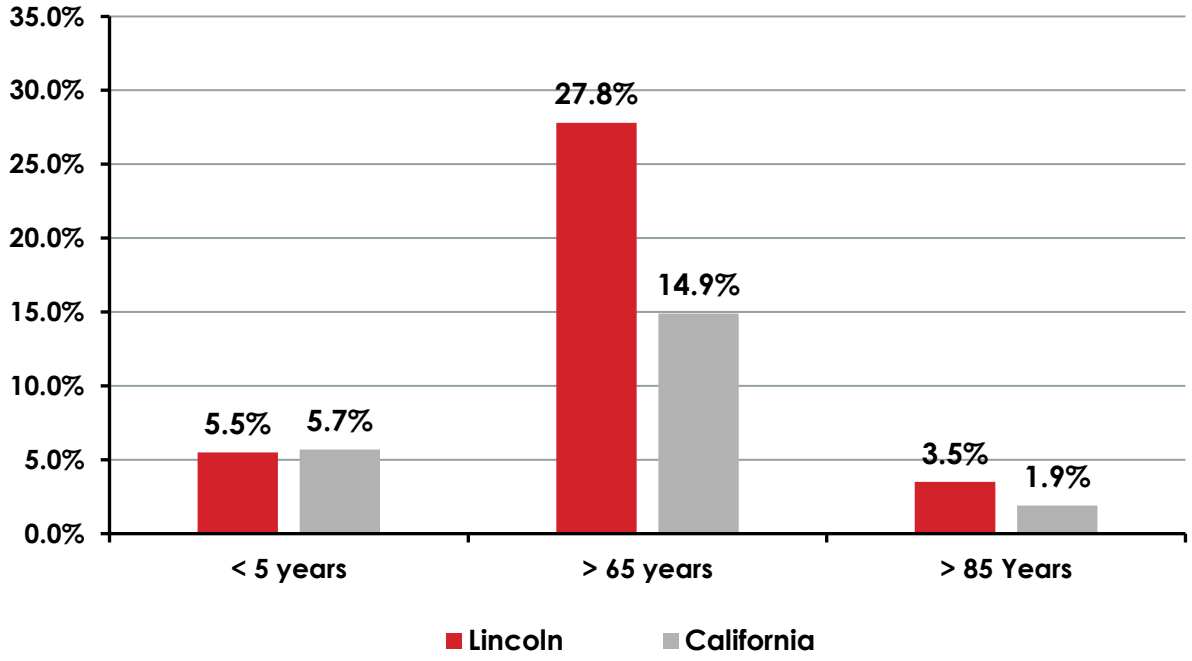
Age

A person's age in a high-risk population directly relates to an increase in unintentional injuries and death or injury from a fire. Older adults are 2.6 times more likely to die in a fire than the overall United States population. These age-related risks increase service demand, particularly among older adults who require more extensive medical care.[17]

Children under the age of five are at higher risk due to their inability to care for themselves and their need for additional assistance during emergencies. Recent trend data (2018) from the U.S. Fire Administration indicate that the relative risk of dying in a fire for this age group has decreased by 30% over the past decade, attributed to increased fire prevention and education efforts. The percentage of children under five in Lincoln is 5.5%, compared to the state average of 5.7%. Adults aged 65 and older comprise 27.9%, significantly higher than the state average of 14.9%. Those aged 85 and older make up 3.5%, which is above the state's rate of 1.9%. The following figure shows the percentage of children under five years, those aged 65 and older, and those aged 85 and older.

[15] United States Fire Administration, National Fire Data Center, Fire Risk in 2019.
[16] U.S. Census Bureau.
[17] U.S. Fire Administration website.

Figure 116: Age Risks



Gender

The U.S. Census Bureau states that 51% of the population is female, while 57% of fire deaths and 55% of injuries are male between 2015 and 2019. This indicates that males are 1.3 times more likely to be affected. Based on fire department reports, 12% of males were impaired by alcohol, compared to 6% of females. Twenty percent of females with a disability died in home fires, compared to 16% of males. Middle-aged males had a higher rate of death from intentionally set fires, while females aged 75 and older were more likely to be injured in a cooking fire than males. The following figure shows gender percentages by age.

Figure 117: Gender Percentage by Age

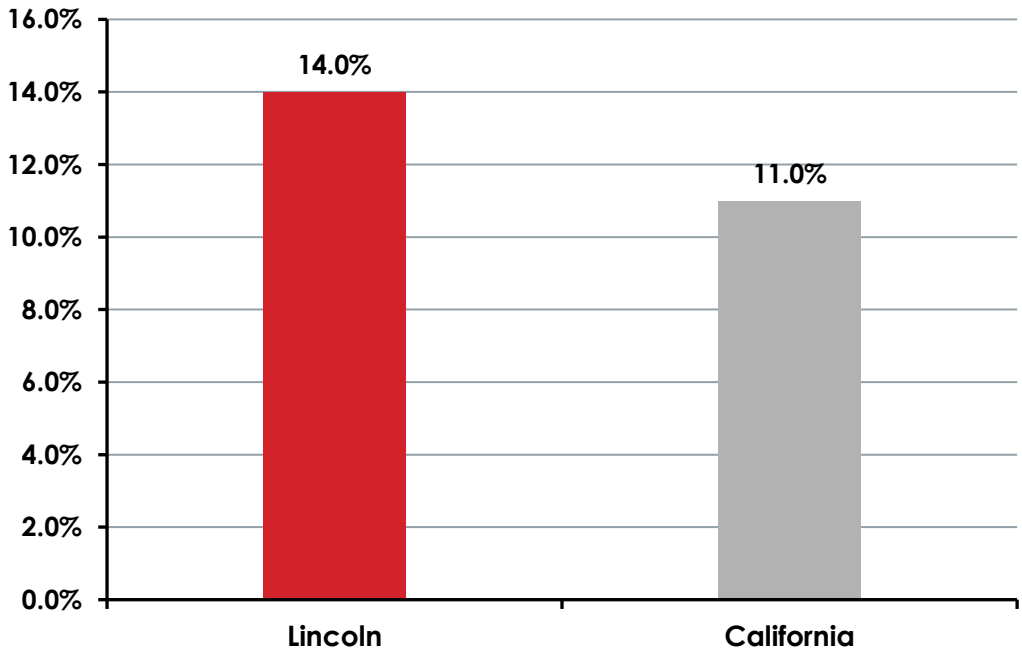
Age Groups	Male	Female
Under 5 years	6.4	4.7
5 to 9 years	7.5	6.9
10 to 14 years	6.6	6.7
15 to 19 years	7.2	4.7
20 to 24 years	2.9	3.5
25 to 29 years	4.4	4
30 to 34 years	5.7	5.8
35 to 39 years	6.3	5.4
40 to 44 years	6.3	6.7
45 to 49 years	7	5.5
50 to 54 years	5.6	5.4
55 to 59 years	4.6	5.2
60 to 64 years	4.9	4.9
65 to 69 years	5	6.5
70 to 74 years	6.4	9
75 to 79 years	6	6.9
80 to 84 years	3.8	4.8
85 years and over	3.6	3.4

Additional Demographics

Disabilities

The residential population with disabilities is 14% in Lincoln, compared to the state average of 11%. This population group may be unable to self-evacuate from a building during an emergency or may need additional medical services due to their disabilities. This situation may create further demand for medical services, especially as they age. The following figure depicts the percentage of households with a disability.

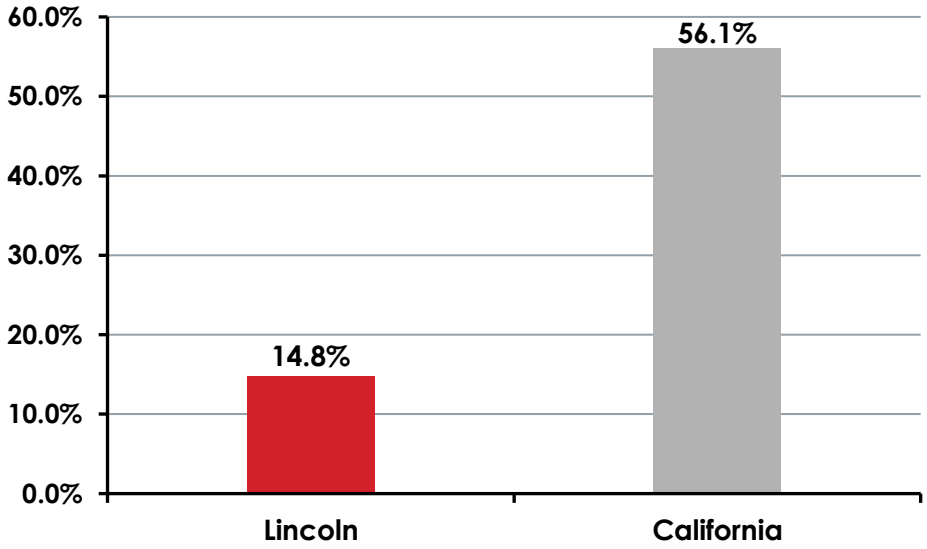
Figure 118: Population with a Disability



Language Barriers

LFD may encounter individuals who require a different type of communication. Approximately 14.8% of people over five speak a language other than English, which is less than the state average of 56.1%. This population may not understand smoke alarm technology, which is designed to provide early warning during a fire, thus increasing the risk of injuries or death in their home. The following figure illustrates the percentage of people with a language barrier.

Figure 119: Language Barriers

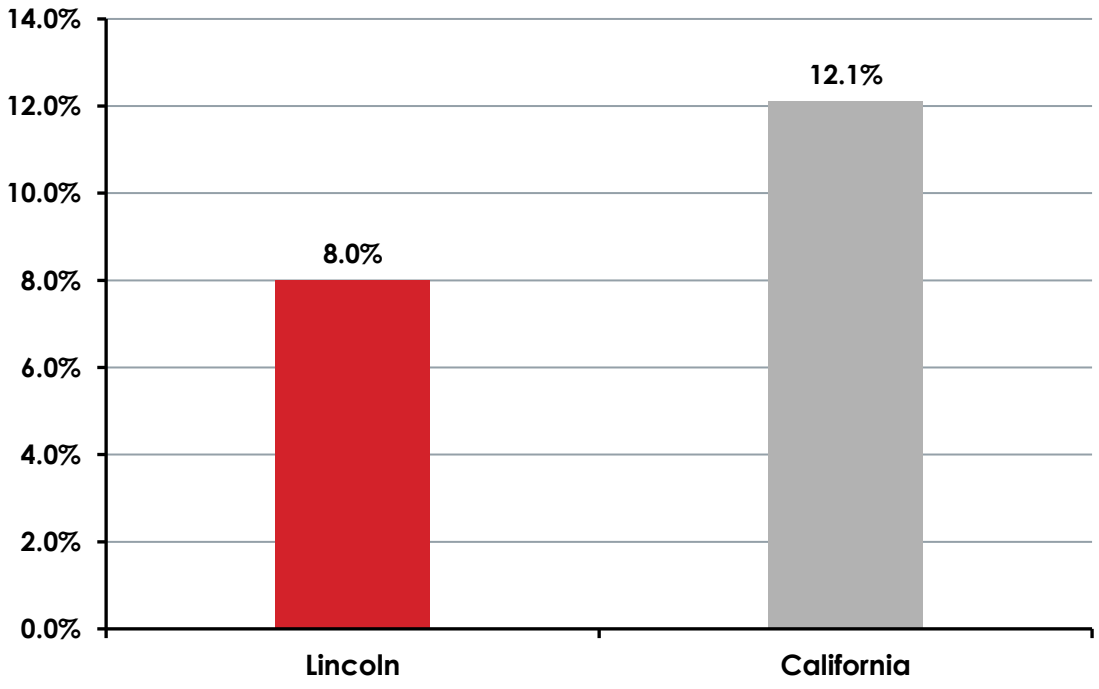


Poverty & Income

Low wages or income create challenges in a community that can lead to poverty. Meeting a person's basic needs can reduce the risk of fires or medical incidents. People living below the poverty level are considered at the highest risk when combined with other factors such as education levels, disabilities, or being unable to work. Low incomes impact families with children, lead to lower educational scores, and create mental health issues. The COVID-19 pandemic has had a profoundly adverse impact on these families, as schools were closed and childcare was unavailable. Low income can lead to greater mental health challenges in the community. A report from the World Economic Forum states that depression and anxiety are nearly three times as likely in people with low incomes.

In Lincoln, 8% of the population lives in poverty, which is lower than the state rate of 12.1%. The higher poverty levels correspond with lower incomes, and the city's median household income of $99,434 is higher than the state's median household income of $91,905. The following figure shows the poverty rate.

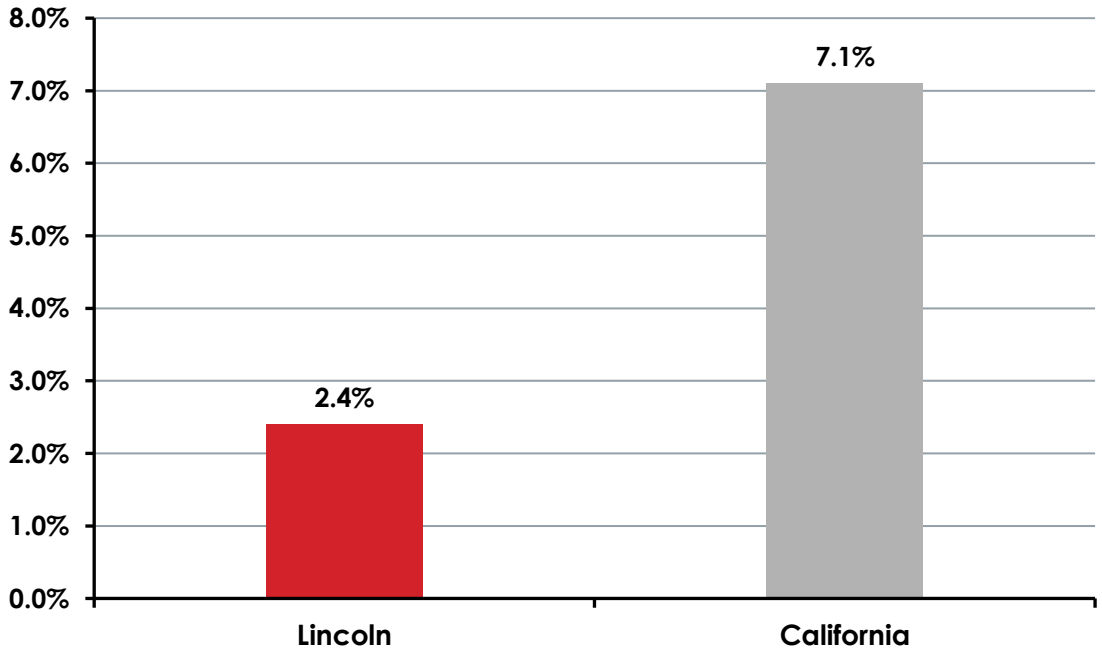
Figure 120: Population in Poverty



Population without Health Insurance

Populations lacking adequate health care can overload service delivery and elevate the rate of medical incidents. The absence of health insurance may disproportionately impact lower-income populations, as they frequently cannot afford medical visits. In Lincoln, 2.4% of the population is uninsured, which is less than the state average of 7.1%. The following figure shows the percentage of people without health insurance.

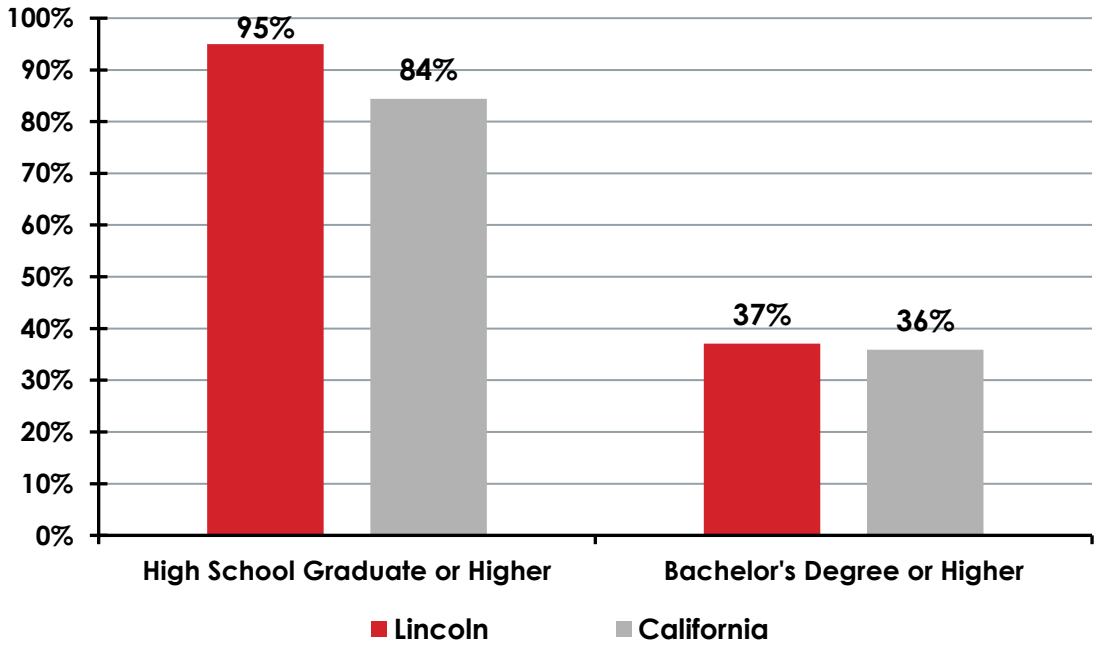
Figure 121: Population without Insurance



Education Levels

Educational attainment is not considered one of the at-risk populations but is recognized as another risk group when developing fire and life safety education programs. In Lincoln, 95% of the population holds a high school diploma, which exceeds the state average. Those with a bachelor's degree or higher make up 37%, slightly less than the state average of 36%. The following figure provides information on the levels of education.

Figure 122: Education Levels



Race & Ethnicity

Race is defined as a person's identification with a social group, such as White, Black, African American, or Asian, while ethnicity identifies someone based on nationality, religion, language, or culture. The following figure illustrates the representation of race and ethnicity in Lincoln compared to that of the state.

Figure 123: Race and Ethnicity

Race and Ethnicity	Lincoln	California
White alone*	76.2%	70.7%
Black or African American alone	1.6%	6.5%
American Indian & Alaskan Native alone	0.6%	1.7%
Asian alone	6.4%	16.3%
Native Hawaiian & Other Pacific Islander alone	0.1%	0.5%
Two or more races	10.9%	4.3%
Hispanic or Latino (of any race)	18.3%	40.3%
White alone, not Hispanic or Latino	67.7%	34.7%

*White alone, not Hispanic or Latino, are individuals who responded "No, not Spanish/Hispanic/Latino" and who reported "White" as their only entry in the race question. Data were sourced directly from the U.S. Census QuickFacts page.

Housing Characteristics

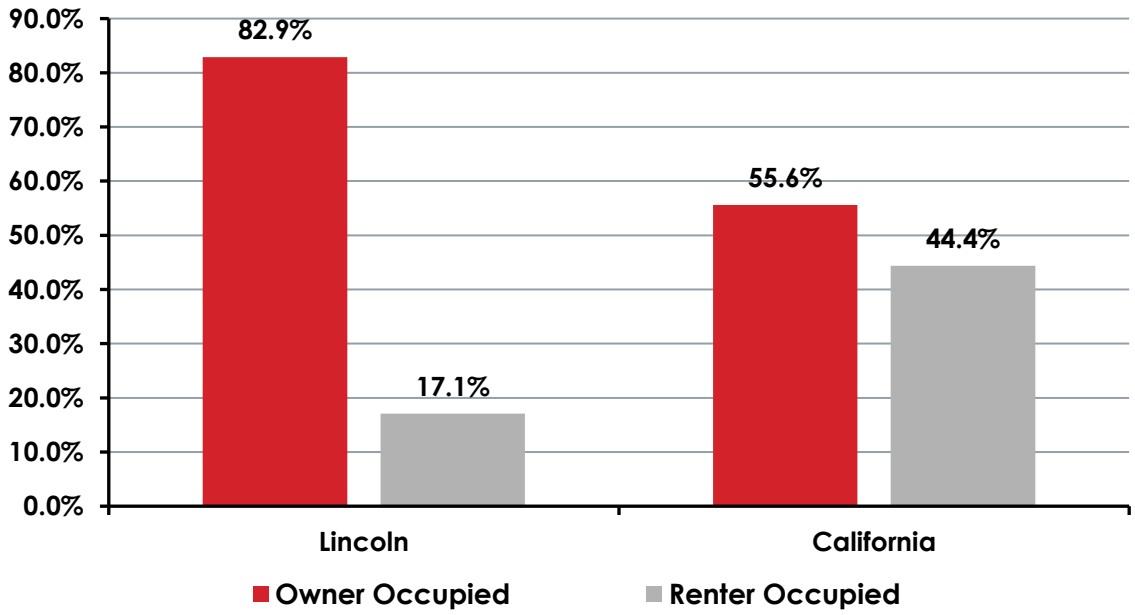
Housing types can vary within a community, providing insight into ownership, the age of the homes, and the number of units in the buildings. Lincoln has approximately 19,778 housing units, with 615 of them vacant. Vacant structures can pose a risk for the fire department and community if the buildings are not secured to prevent entry. If the buildings are not properly maintained, their structural integrity can degrade, potentially presenting problems during a fire. Vandalism may create additional challenges for the fire department and law enforcement.

Data from the NFPA states that from 2015 to 2019, 75% of fire deaths occurred in homes, and 57% were male.

Housing Ownership

Homeownership in Lincoln is 82.9%, much higher than the state at 55.6%. The following figure shows the percentage of owner and renter-occupied housing.

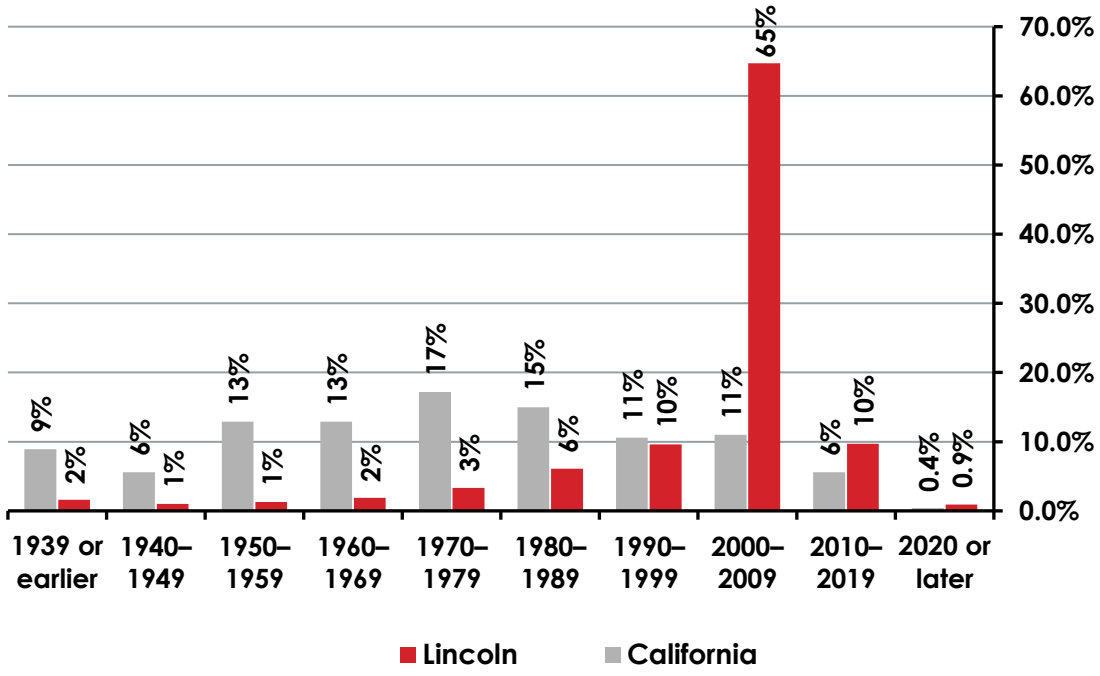
Figure 124: Owner and Renter Occupied Housing



Age of Housing

As buildings age, the cost of maintaining the structure increases over time. Homes built before smoke alarm installation requirements create a higher risk if none are present. The number of homes built before 1980 was 8%, before most building code requirements for smoke alarm installations. Working smoke alarms have reduced fire deaths and provided an early warning in the event of a fire. New codes now require smoke alarms in each new residential property bedroom, hall, and floor. The following figure provides the housing age by decade.

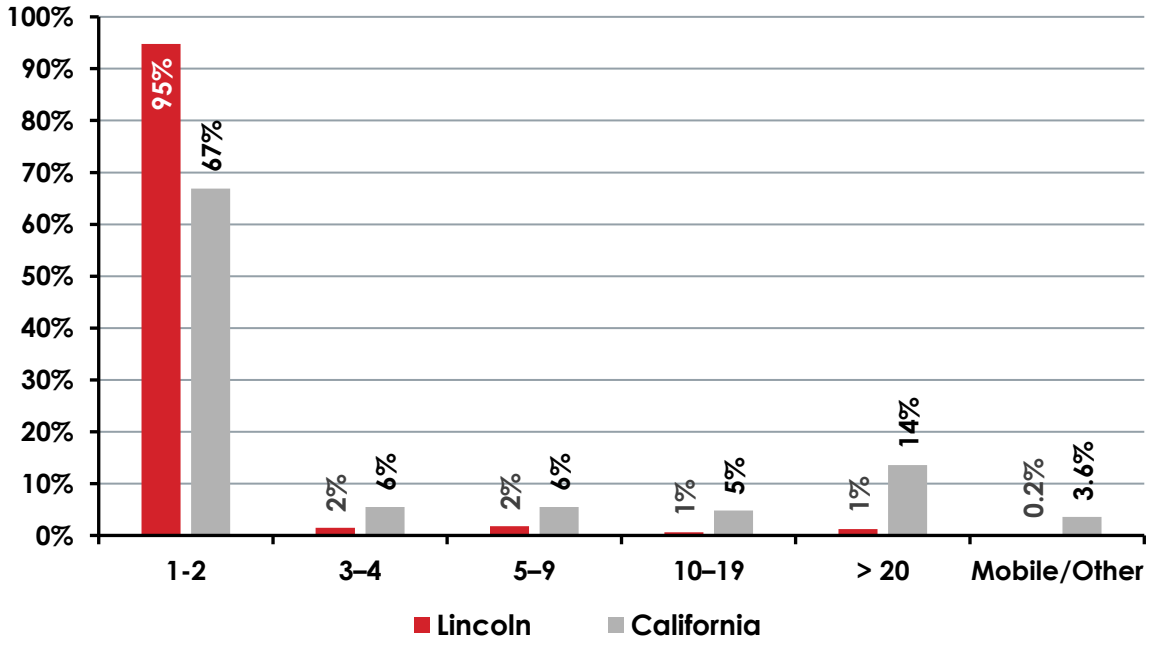
Figure 125: Age of Housing



Housing Units

The percentage of people living in one- or two-family dwellings is 95%, compared to the state's 67%. This high percentage reflects homeownership levels. The number of buildings that are not one- or two-family dwellings is approximately 6%, significantly lower than the state's 34%. The following figure presents the percentage of housing units by building type.

Figure 126: Housing Units per Building



Environmental Hazards

All communities are continually threatened by physical hazards daily. Hazards can range from wildfires, earthquakes, flooding from heavy rains, or droughts. Mitigation plans provide public and emergency responders with information to understand the risks and prepare for an event.

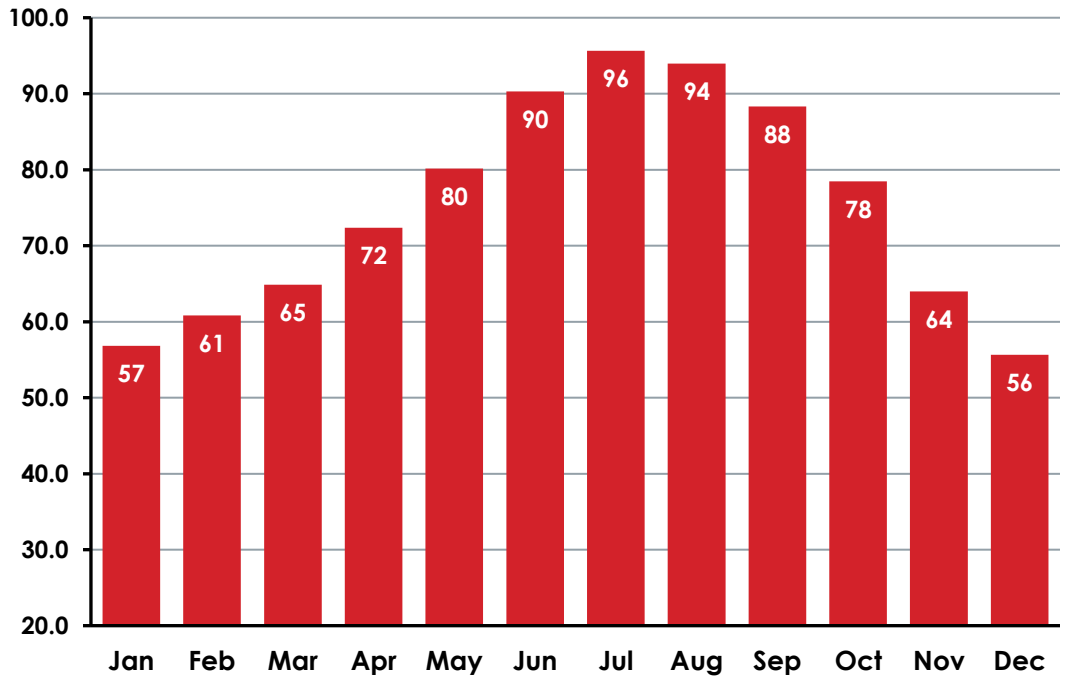
Weather Conditions

The climate can affect Lincoln year-round and may influence emergency response. Whether it is a thunderstorm or another weather event, the fire department must respond when requested.

Temperature

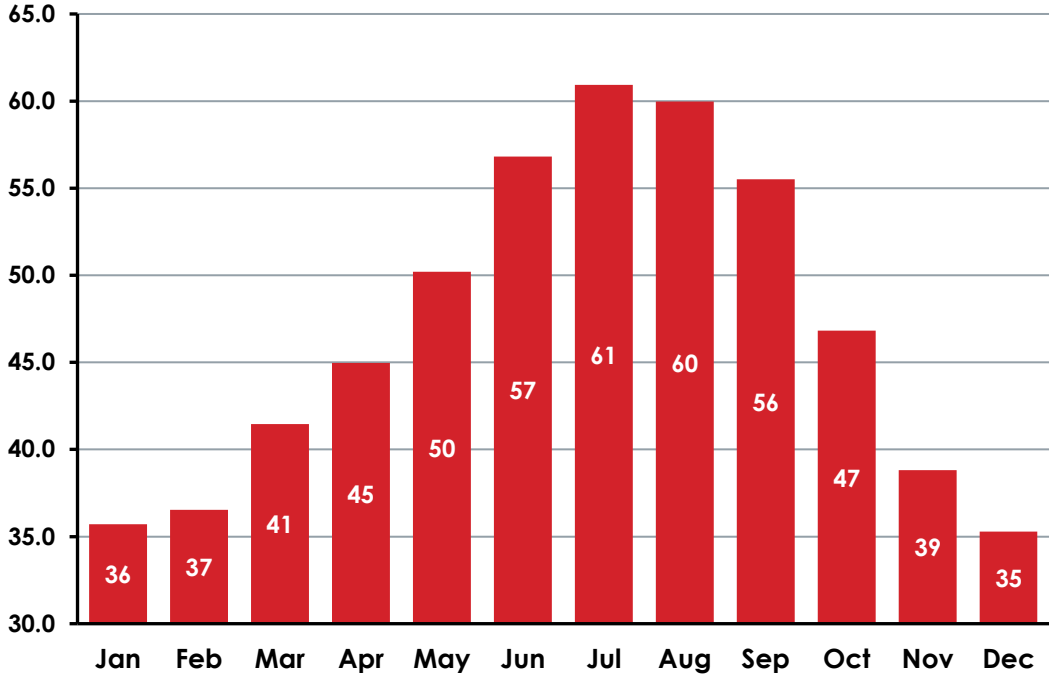
The weather conditions in an area can impact the fire department and the entire community throughout the year. When temperatures are high, they can significantly affect firefighters during extended incident operations, necessitating rehabilitation to prevent heat exhaustion. The average high temperatures range from a low of 56°F in December to a high of 96°F in August. The following figure presents the average monthly high temperature.

Figure 127: Average Monthly High Temperatures (2011–2023)



The average daily low temperature occurs in December at 35°F, and the warmest is during July at 61°F. The following figure shows the average daily low temperatures.

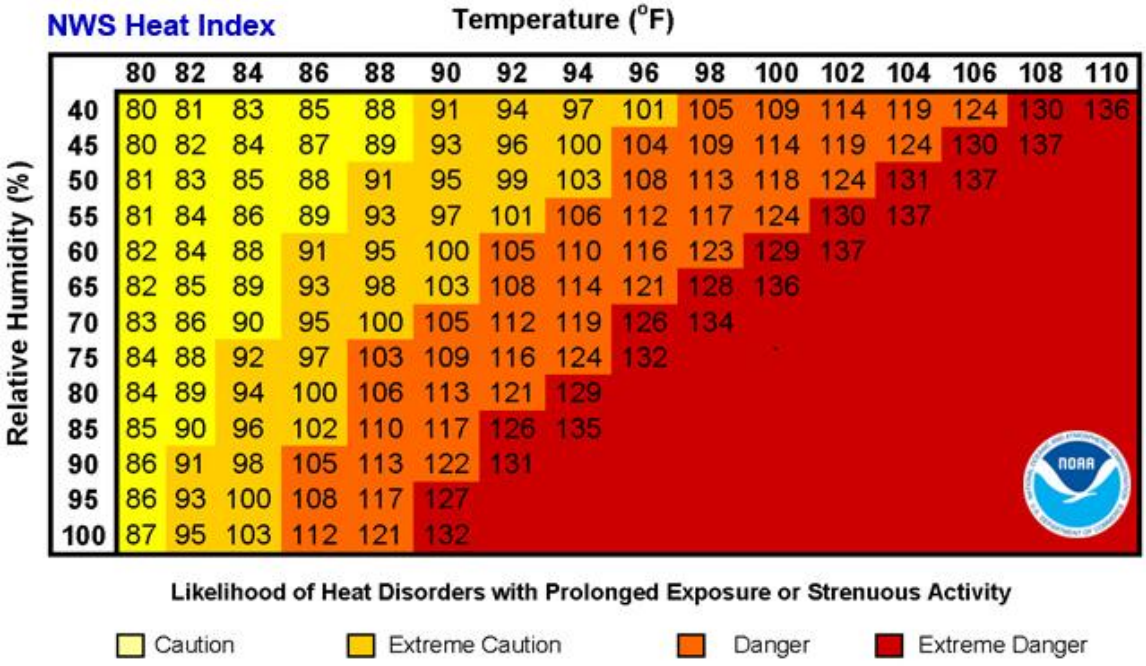
Figure 128: Average Monthly Low Temperature (2011–2023)



Heat can significantly impact fireground operations, and when combined with high humidity, the temperature can feel even hotter, requiring firefighters to take extra precautions and potentially necessitate rehabilitation. The below figure shows the National Weather Service's Heat Index chart.[18]

[18] National Weather Service website.

Figure 129: National Weather Service Heat Index Chart

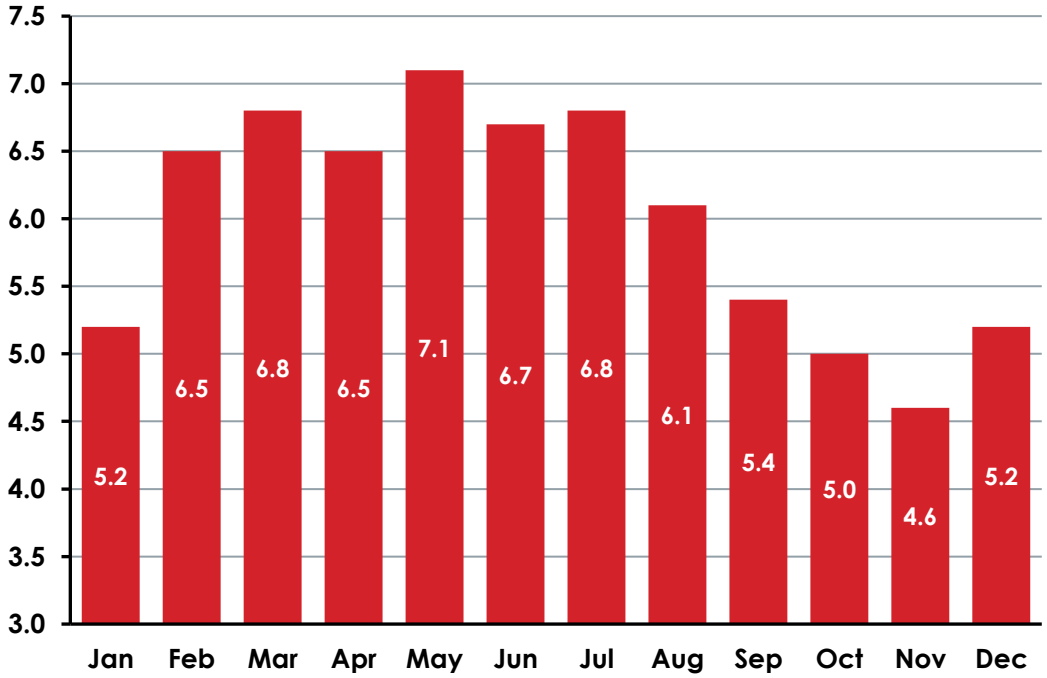


Winds

Wind speed and direction influence how Lincoln manages events such as wildfires or hazardous materials incidents. The highest average winds occur between February and August of each year.[19] The following figure shows the average monthly wind speeds.

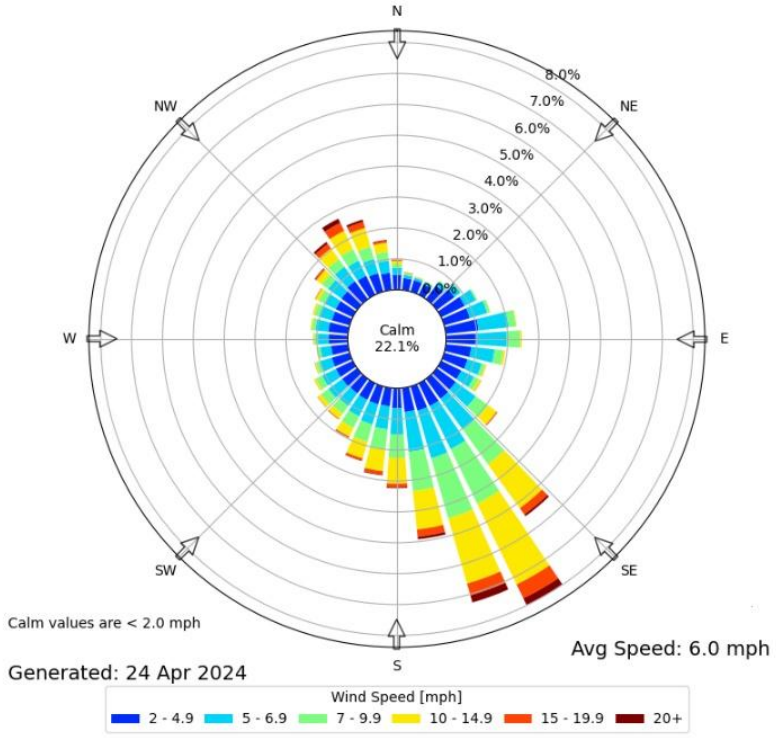
[19] National Weather Service website.

Figure 130: Average Monthly Wind Speeds (2011–2023)



The prevailing winds are from the southeast, as shown in the following figure from the wind rose provided by the NWS at the Lincoln Municipal Airport reporting station.

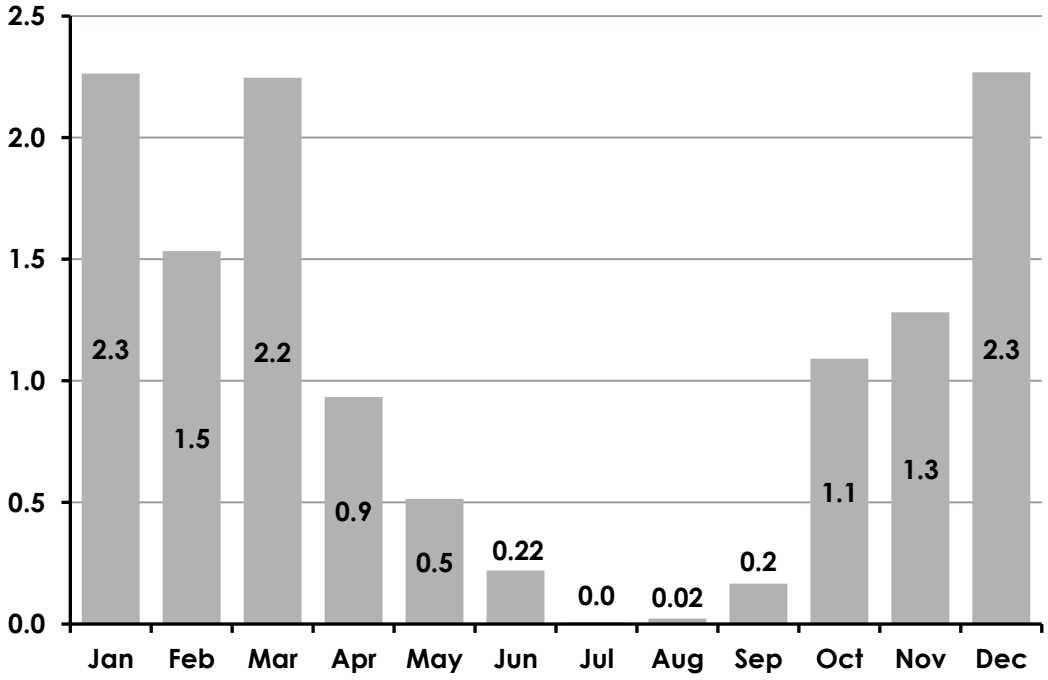
Figure 131: Wind Rose



Precipitation

The prolonged absence of precipitation creates problems for a community. Drought increases the risks of wildland fires as the moisture content of vegetation decreases and leads to higher combustible fuels. Insufficient rainfall impacts the ability to grow crops and maintain landscaping. The months with the highest precipitation occur between December and March, as shown in the following figure.

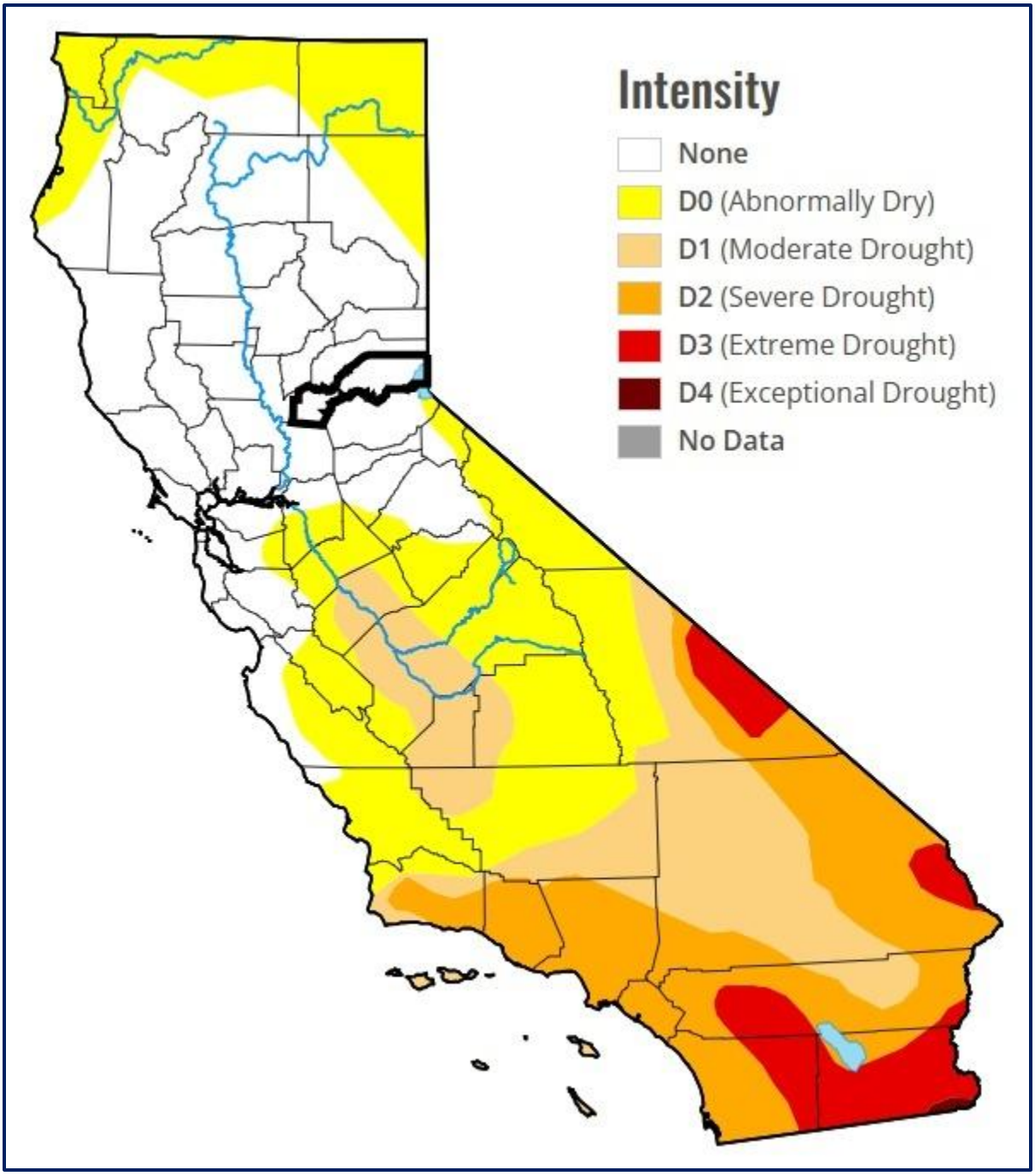
Figure 132: Average Monthly Precipitation (2011–2023)



Drought Conditions

Placer County has no drought, but the region was in a severe drought until 2023. As of July 1, 2025, there were no drought conditions in Placer County, as shown in the following figure.

Figure 133: Drought Conditions



Physical Hazards

A physical hazard is usually defined as a natural disaster or weather event that affects a community. The event can last a few hours or extend for a prolonged period, such as a heatwave or drought. The National Weather Service (NWS) issues advisories, watches, or warnings for these hazards when conditions exist or are predicted to occur in the near future.

Wildland Fires

The threat of wildland fire in Placer County is high, but the danger is lower on the county's western side. The threat is considered moderate in most of Lincoln, including the sphere of influence. Lincoln is in a local area and is responsible (LRA) for wildfire protection. The Local Responsibility Area (LRA) is that portion of the county, either incorporated or unincorporated, not classified by the State Board of Forestry as a state responsibility area, where the financial responsibility for preventing and suppressing fires belongs to the county, a city, or a fire district.

Any area containing forests, vegetation, and buildings is considered a wildland interface. Areas of grass can cause fires to spread rapidly during dry and windy conditions. Combustible landscaping, whether in an interface or urban area, can impact the City when dry and windy conditions exist. When these conditions occur, ember cast can quickly spread the fire and affect surrounding areas. This was a significant issue during the recent fires in Los Angeles County, where extreme Santa Ana winds caused the fires to spread to residential and commercial areas. These buildings were exposed to embers from the spreading fires, which were distant from the main fire. Combustible vegetation near or beside buildings, combustible roofs, wood decks, and locations not adequately protected against embers can ignite the structure.

Certain mitigation efforts should be implemented to reduce the risk of a fire damaging or destroying a building in an urban interface. This defensible space surrounding the property focuses on vegetated or landscaped areas and how to harden the home or building. Removing fuels such as dead trees, plants, grasses, or weeds is a first step for the property owner. The National Fire Protection Association (NFPA) guides the development of the defensible space by breaking the property into three zones.[20]

[20] https://www.nfpa.org/Public-Education/Fire-causes-and-risks/Wildfire/Preparing-homes-for-wildfire.

- **Immediate Zone:** This area is between 0'–5' from the furthest extent of the building that is considered noncombustible.
  - Clean roofs and gutters.
  - Replace missing or lose shingles to prevent ember penetration.
  - Install metal mesh screens around any exterior vents to reduce embers passing through the opening.
  - Remove combustible materials away from the exterior walls or items stored under decks or porches.
- **Intermediate Zone:** This area is from 5'–30' away from the furthest exterior portion of the building.
  - Clear vegetation around propane tanks and create fuel breaks using driveways, paths, etc.
  - Keep grasses cut to no more than 4" in height.
  - Prune trees within 6'–10' from the ground.
  - Space trees so the crowns are separated to prevent a spreading fire.
  - Keep trees at least 10' away from a building.
  - Maintain shrubs and trees in small clusters on the property.
- **Extended Zone:** The area is between 30'–100' from the building.
  - Remove dense accumulations of dead vegetative material.
  - Cut back any small trees growing in developed areas to reduce fuels.
  - Remove vegetative material away from storage sheds or other small buildings.

This guidance has been developed to reduce the impact on a property during a wildfire. Programs have been developed from grant funding from local fire safe councils (such as Greater Lincoln Fire Safe Council) to assist homeowners when removing vegetative materials and establishing a chipping program. These programs also reduce the risks to firefighters when they respond to wildfires. Overgrown vegetation can prevent emergency responders from gaining access to the property, thus increasing their risks during the incident.

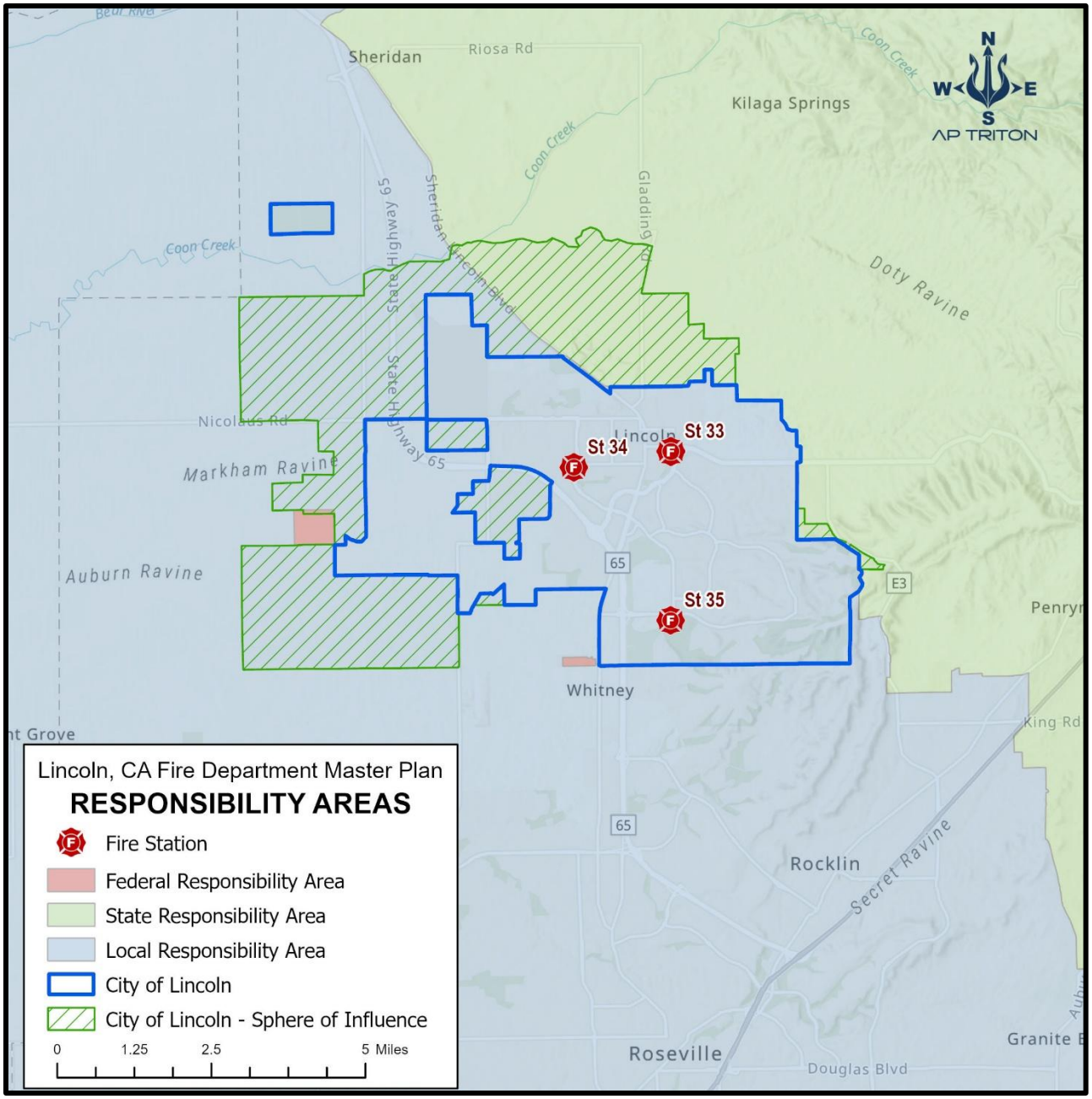
Red flag events, which occur when there are dry conditions, low humidity, warm temperatures, and high winds, can occur in Lincoln. These extreme wildfire conditions can create a similar situation in Lincoln if unprepared. The community should consider implementing programs such as *Ready, Set, Go!* This program, developed in collaboration between the International Association of Fire Chiefs and the U.S. Forest Service, aims to engage residents in reducing wildfire risk. The program works in conjunction with *Firewise USA, a program* from the NFPA that enables local communities to organize and develop wildfire safety programs. The City already uses a sheep grazing program to reduce vegetation in open spaces.

The recent fires in Los Angeles County underscore the need to harden buildings, not just homes, to mitigate the impact of embers released by wildland fires. Combustible vegetation near buildings provides fuel that can extend to buildings. These structure fires create additional sources of embers, especially during high wind conditions that expose other vegetation and buildings to ignition.

Lincoln must adopt the new Local Area Responsibility (LRA) maps, which are currently under review and produced by CAL FIRE. These maps incorporate the 100-foot defensible space requirement and may affect property closures when sold. These new maps are considerably different from the previous 2011 version. There are no Very High Hazard Severity Zones in Lincoln, but they now include Moderate and High Fire Hazard Zones. All homes in high-risk areas are required to meet the defensible space requirements. The High Risk area is located along the Auburn Ravine to the east of Lincoln, and the Moderate zones are scattered throughout the city. The moderate risk areas are recommended to meet the defensible space requirements.

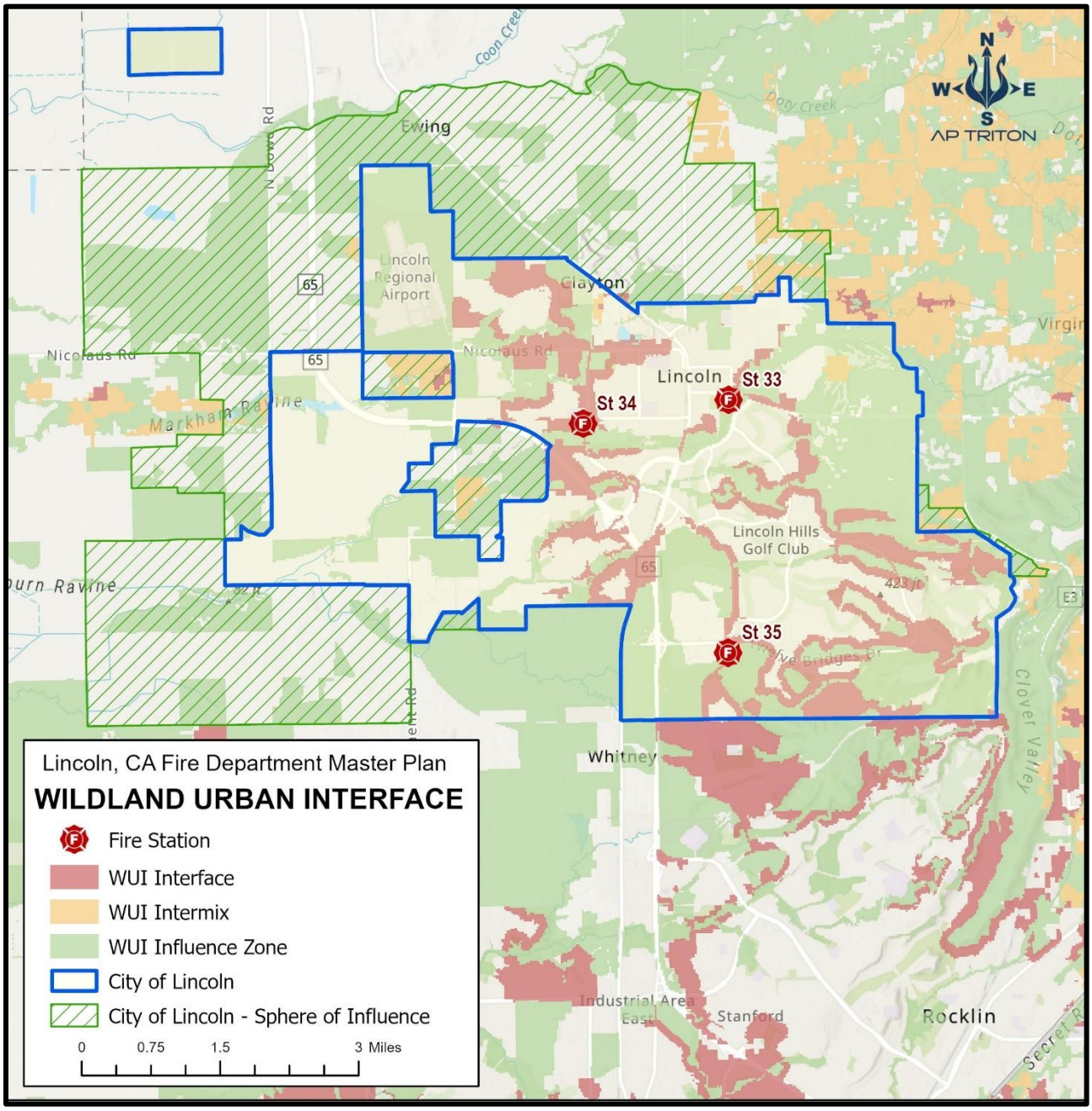
Some planning/zoning landscaping requirements adopted by Lincoln should be reviewed to ensure they comply with the new LRA requirements. The following figure shows the location of the LRA.

Figure 134: Local Responsibility Areas



The following figure shows the locations of the new fire hazard severity zones.

Figure 135: Fire Hazard Severity Zones



Flooding

There are areas in Lincoln classified as regulated waterways by the Federal Emergency Management Agency; the City has the following flood zones:[21]

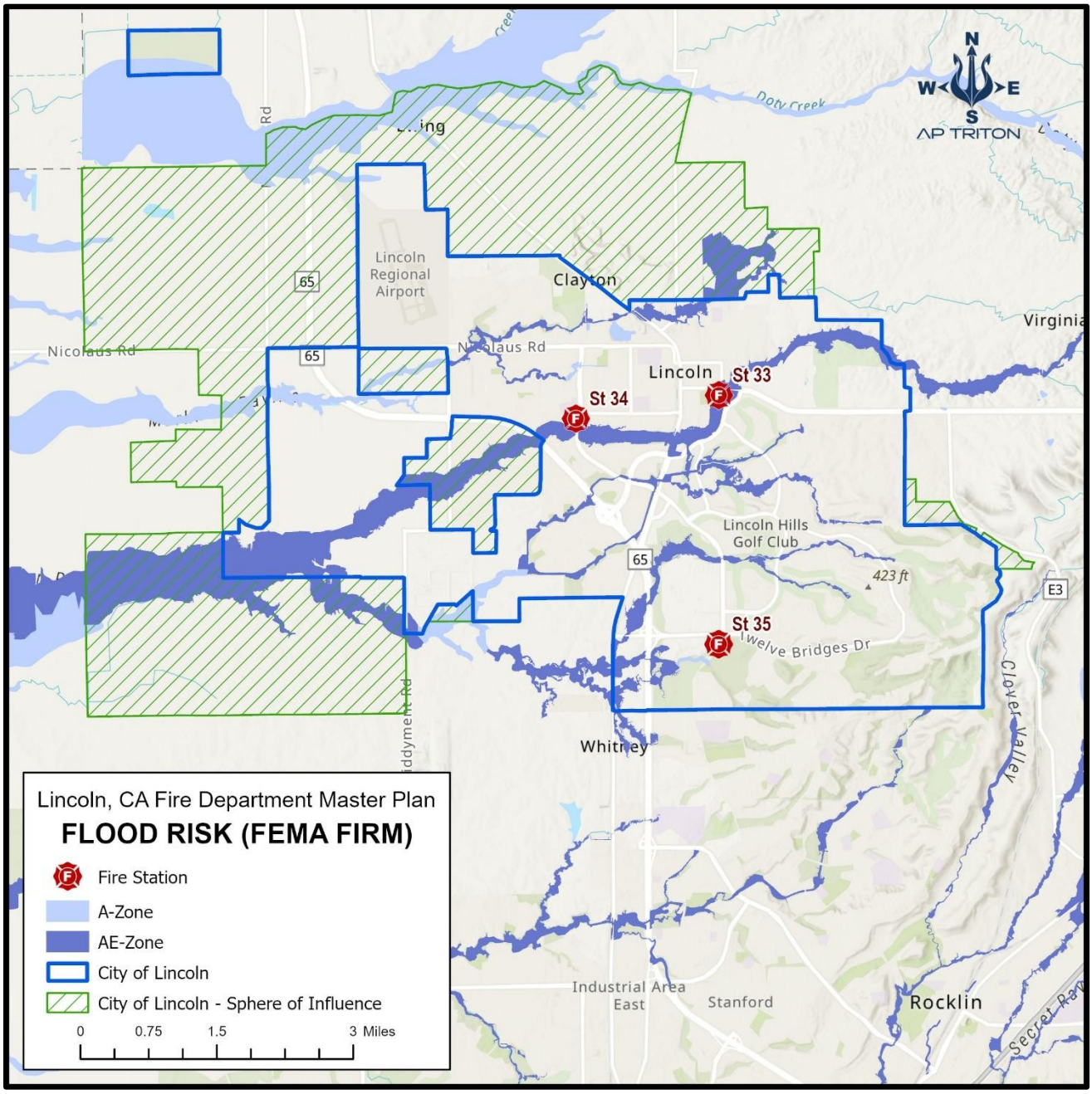
- An area classified as "A" zone is exposed to a 1-percent chance of a flood event but does not have a "…detailed hydraulic analysis."
- The AE designation is considered "areas subject to inundation by the 1-percent-annual-chance flood event determined by detailed methods" and is further defined as a 26% chance of a flood occurring in 30 years.
- The AH areas are subject to inundation by 1-percent-annual-chance shallow flooding (usually areas of ponding) where average depths are 1–3 feet. BFEs derived from detailed hydraulic analyses are shown in this zone.
- AO designation is an area subject to inundation by 1-percent-annual-chance shallow flooding (usually sheet flow on sloping terrain) where average depths are 1–3 feet. Average flood depths derived from detailed hydraulic analyses are shown within this zone.
- Zone "X" is a "moderate risk area within the 0.2-percent annual chance floodplain.

Auburn and Markham Ravines and Orchard Creek Tributaries are regulated waterways classified as an "AE" flood zone. The Ingram Slough and its irrigation pond are regulated waterways with Zone "X" locations, extending into commercial and residential areas.

[21] FEMA Flood Map Service Center website.

The following figure shows the flood risks in Lincoln.

Figure 136: Flood Risks



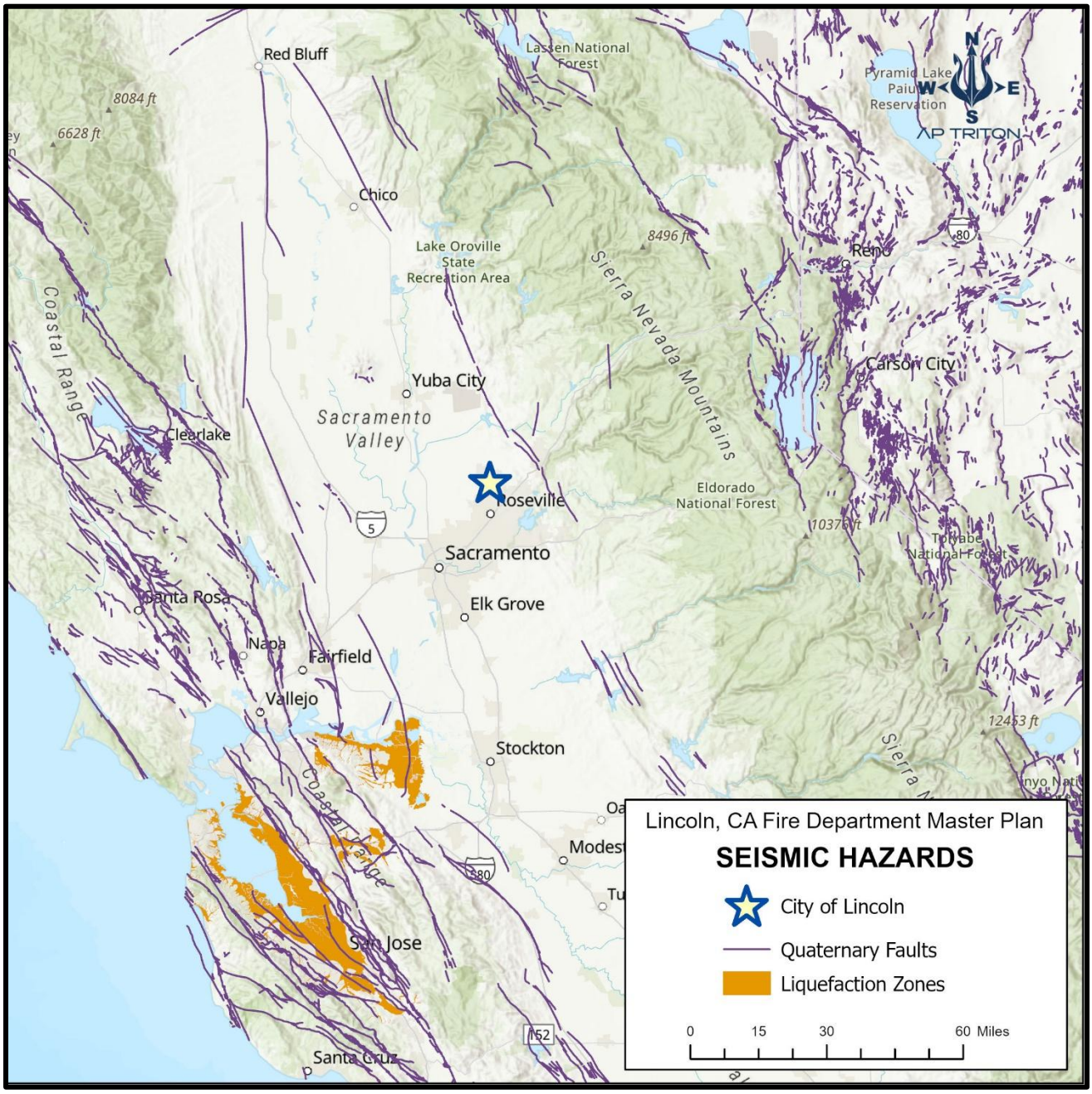
Earthquakes

An earthquake can cause damage to infrastructure, depending on its severity and location. If roads or highways are damaged, assistance from outside agencies may be delayed, impacting the community. Other impacts include loss of utilities, damage to buildings, injuries, and loss of life. The probability of an earthquake is considered "occasional," and the vulnerability is "medium," according to the 2021 Placer County Local Hazard Mitigation Plan – City of Lincoln (LHMP).

The closest active fault to Lincoln is the Cleveland Hills Fault, located about 40 miles north of Lincoln. The Willow Fault, about 15 miles southwest of Lincoln, is mentioned in the LHMP but is not considered active. Although earthquakes can affect Lincoln, no significant events have occurred in recorded history in Placer County. In 1892, an earthquake occurred between Vacaville and Winters in Yolo County, causing only minor structural damage.

The following figure provides the seismic hazards.

Figure 137: Seismic Hazards



Critical Infrastructure

Critical infrastructure and key resources (CIKR) refer to the elements that are crucial for a community to function effectively in a modern economy. Critical infrastructure is defined as a sector "whose assets, systems, and networks, whether physical or virtual, are considered so vital to the United States that their incapacitation or destruction would have a debilitating effect on security, national economic security, national public health or safety, or any combination thereof." There are sixteen defined Critical Infrastructure Sectors (CIS):[22]

- Chemical Sector
- Commercial Facilities Sector
- Communications Sector
- Critical Manufacturing Sector
- Dams Sector
- Defense Industrial Base Sector
- Emergency Services Sector
- Energy Sector
- Financial Services Sector
- Food and Agriculture Sector
- Government Facilities Sector
- Healthcare and Public Health Sector
- Information Technology Sector
- Nuclear Reactors, Materials, and Waste Sector
- Transportation Systems Sector
- Water and Wastewater Systems Sector

All these sectors may not be included; each community must determine critical infrastructure locations and develop pre-incident plans for responding personnel.

Other buildings to consider as potential target hazards include occupancies with a high risk of significant loss of life, such as places of public assembly, schools, childcare centers, medical and residential care facilities, and multi-family dwellings. Other considerations include buildings with substantial value to the community, such as economic loss, replacement cost, or historical significance, which would have a significant negative impact if damaged or destroyed.

[22] *Infrastructure Security, Department of Homeland Security.*

Target Hazards

A target hazard is a location or facility that poses a risk to the community. The CIKR provides a list of sectors that are critical to a community. Targeted hazards also include high-value buildings and historic or culturally significant sites. Identifying these locations enables a fire department to prepare for potential emergencies and ensure it has the appropriate resources and strategies to prevent, respond to, and mitigate risks.

Hazardous Materials

Events that occur without warning or are unknown and suddenly appear are considered technological hazards. Examples include industrial accidents or hazardous chemical releases. Each community should develop contingency plans tailored to the specific risks within its jurisdiction. This may include permits, periodic fire and life safety inspections, and pre-incident planning. These activities aim to reduce risks and provide on-site visits for fire department personnel.

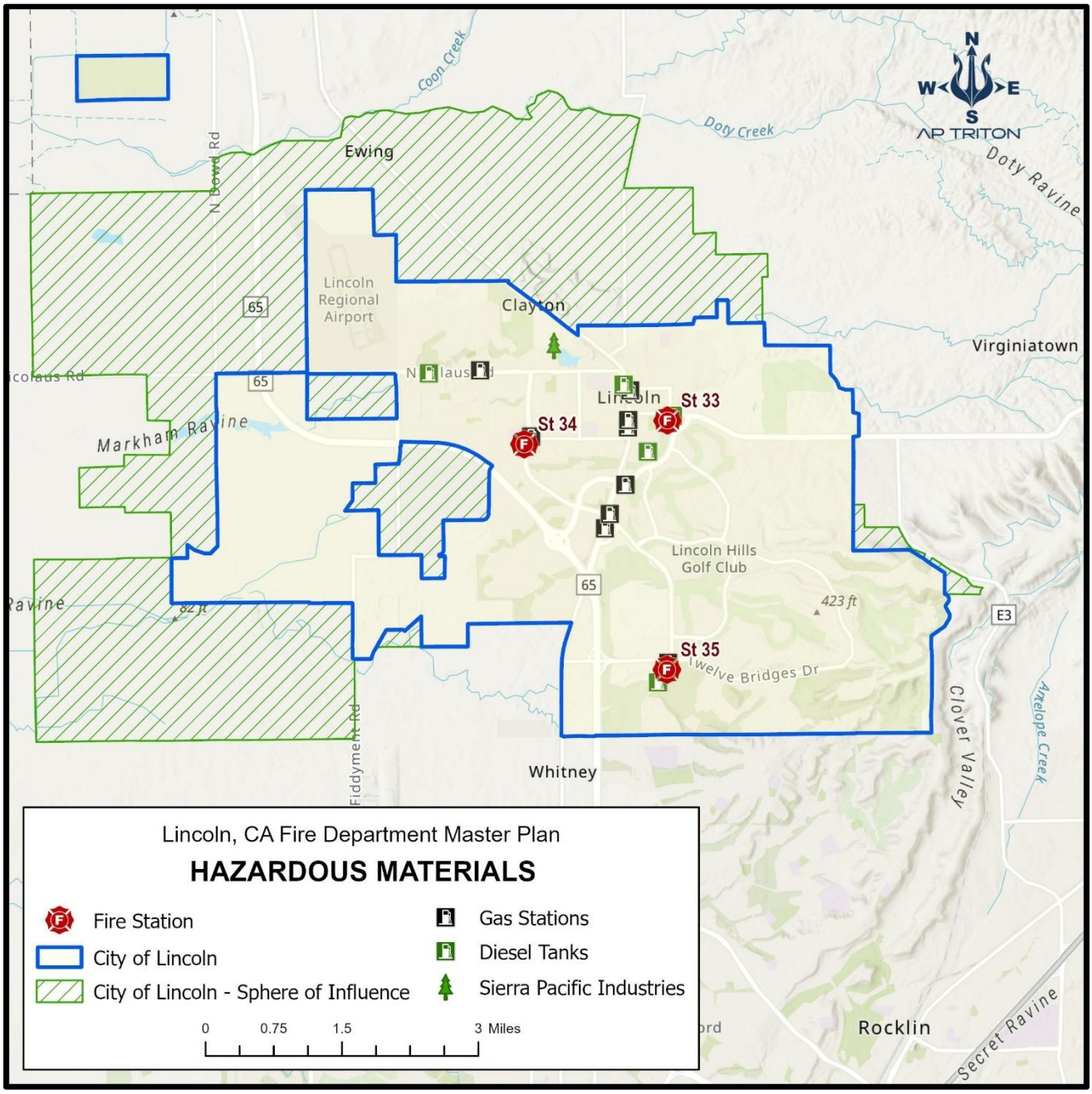
If a building or facility that stores or produces hazardous materials has been identified, it may require special personal protective clothing and equipment to control or mitigate the event. Locations with hazardous materials on-site for any period during the year that exceeds the limits established by the Environmental Protection Agency are required to file Tier II reports. These reports are provided to local jurisdictions, local emergency planning committees, and the State's Emergency Response Commission as required by the Emergency Planning and Community Right-to-Know Act of 1986, also known as SARA Title III. These thresholds require submission:

- Ten thousand pounds for hazardous chemicals
- Less than 500 pounds or the threshold planning quantity for extremely hazardous chemicals
- California requires additional reporting quantities through a five-tier system that authorizes the treatment and storage of hazardous waste.

LFD personnel are trained in hazardous materials response to the awareness level, and 11 are certified as Hazardous Materials Incident Commanders.

The following figure shows the storage locations of Tier II hazardous materials.

Figure 138: Hazardous Materials Tier II Locations

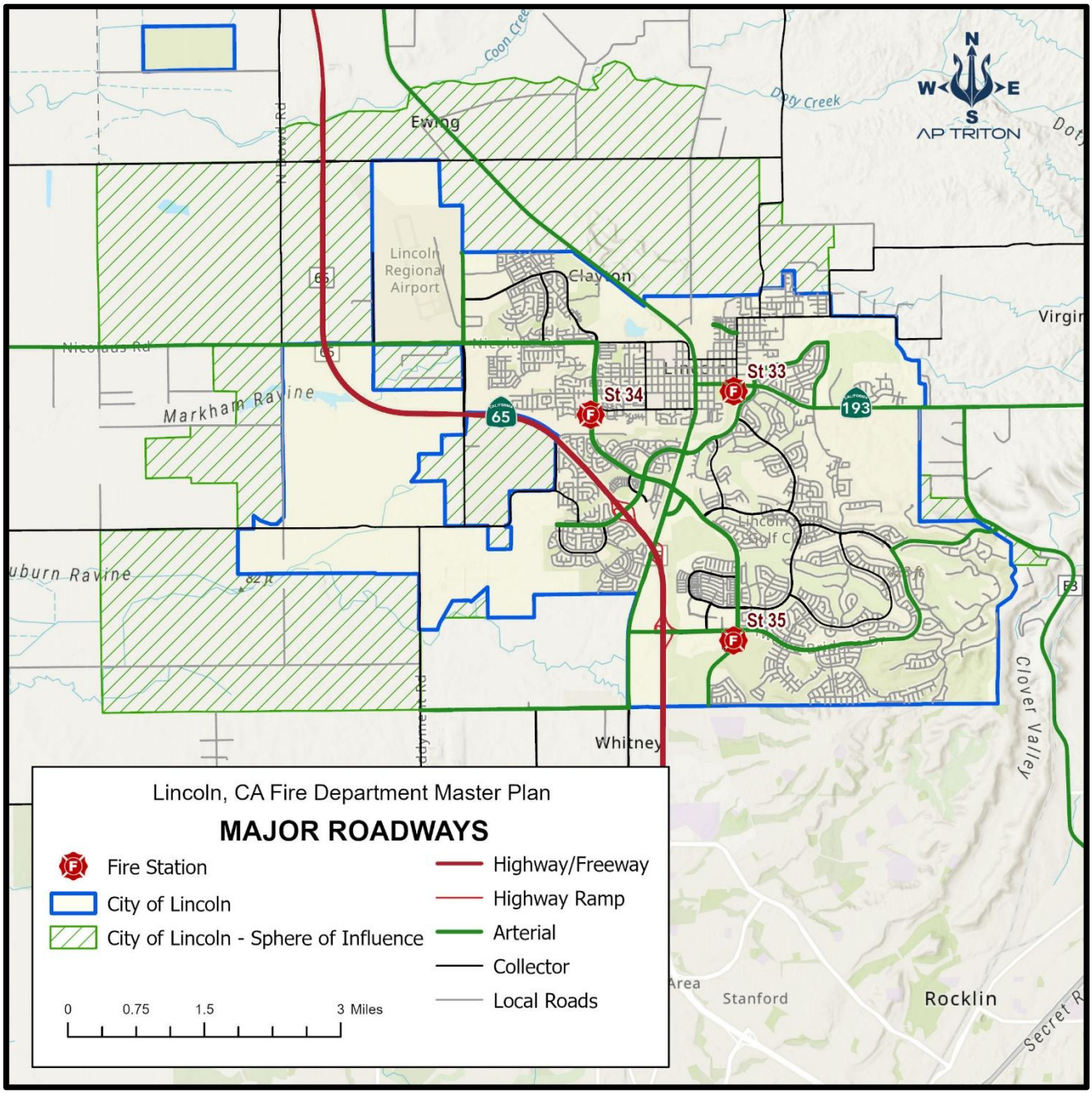


Highways & Roads

Emergency personnel require a reliable transportation network to respond efficiently to incidents. A delayed response can occur without a system of interconnected roads and streets. Interconnectivity provides multiple access points to a location, allowing for alternative approaches if one is unavailable. Many of the streets in Lincoln are arranged in a grid pattern, while others are winding and interspersed with cul-de-sacs with only one access point. The major roads into Lincoln are CA 65, a north-south connection, and CA 193, which provides east-west access to New Castle. These roads offer connections to the south and east, linking to Interstate 80. Major collector streets include Nicolaus Road, Joiner Parkway, Lincoln Boulevard, 1st Street, 4th Street, Twelve Bridges Road, and Del Webb Boulevard.

The following figure shows the location of major roadways in Lincoln.

Figure 139: Major Roadways



Energy

The ability to provide energy is a necessary component of a thriving community. The community relies on various energy sources, including electricity generation and transmission systems, fuel distribution and storage tanks, natural gas pipelines, and regulator stations.

Electricity

High-voltage electrical transmission lines operated by Pacific Gas and Electric (PG&E) pass through or terminate in Lincoln. A 115 kV line traverses the city primarily north-south and ends at an electrical substation along Gladding Rd near Old Hwy 65. Two other lines, one at 60 kV and the other at 115 kV, travel north from the substation. Sierra Pacific operates a wood biomass facility off Lincoln Blvd that can generate up to 19.2 megawatts of electricity.

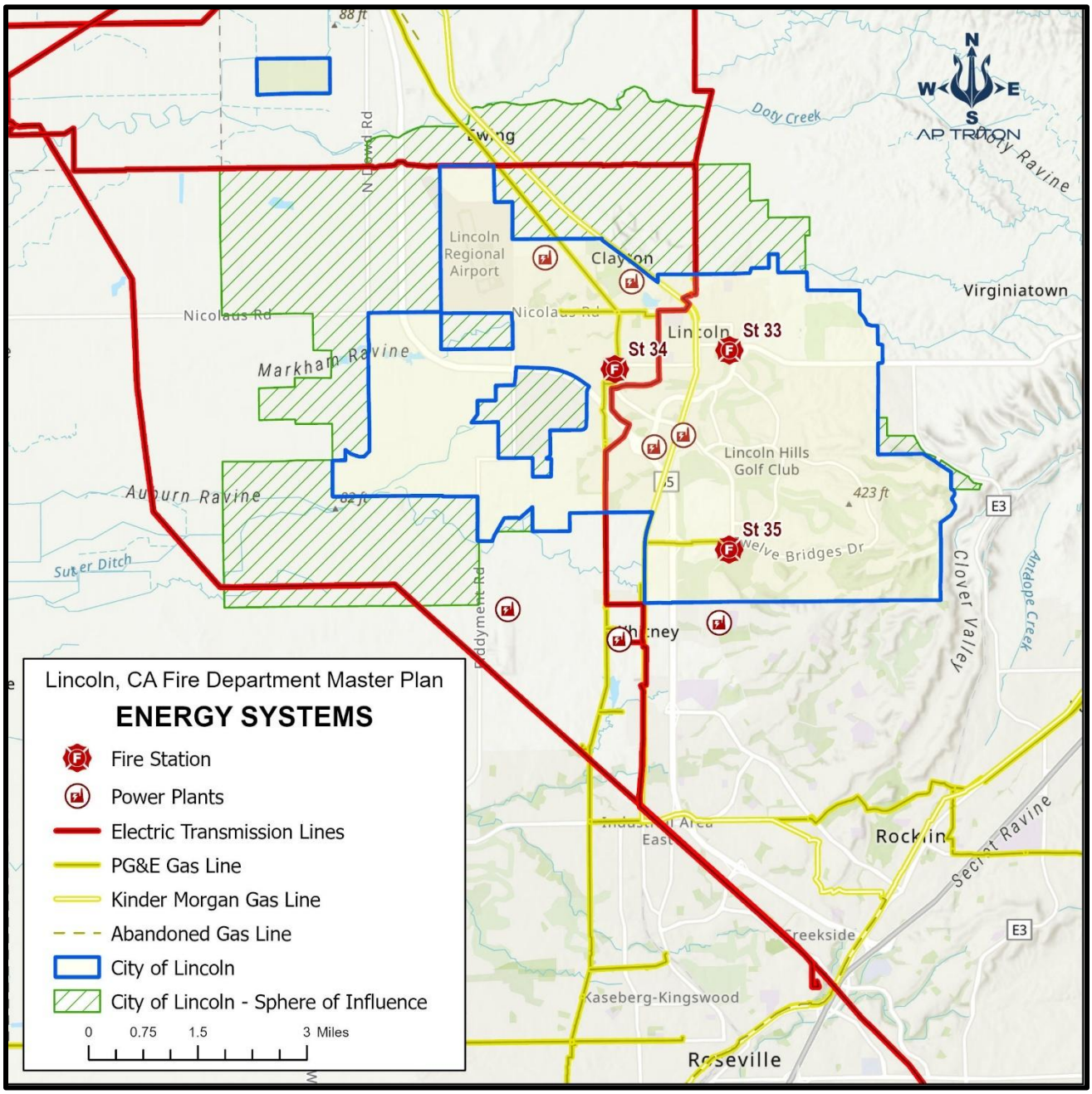
An electrical substation reduces the voltage in the distribution system for residential and commercial users. Emergency responders must exercise extreme caution in the event of an incident at one of these locations. Entry by LFD personnel into a substation should not occur until representatives of PG&E arrive on the scene and provide clearance. PG&E could implement Public Safety Power Shutoffs to prevent wildfires under certain conditions, such as high winds and dry weather. The likelihood of this occurring is minimal.

Natural Gas

PG&E provides natural gas to the City through transmission and high-pressure distribution lines that supply service lines for commercial and residential use. These lines traverse and terminate in the City. High-pressure lines enter the city from the north along a right-of-way northeast of the airport and travel south to Nicholas Boulevard, where they branch east and west. They continue south along Joyner Parkway and under CA 65 to the city limits.

The following figure shows the locations of electrical transmission lines, natural gas transmission piping, and a Kinder Morgan petroleum pipe.

Figure 140: Energy Systems

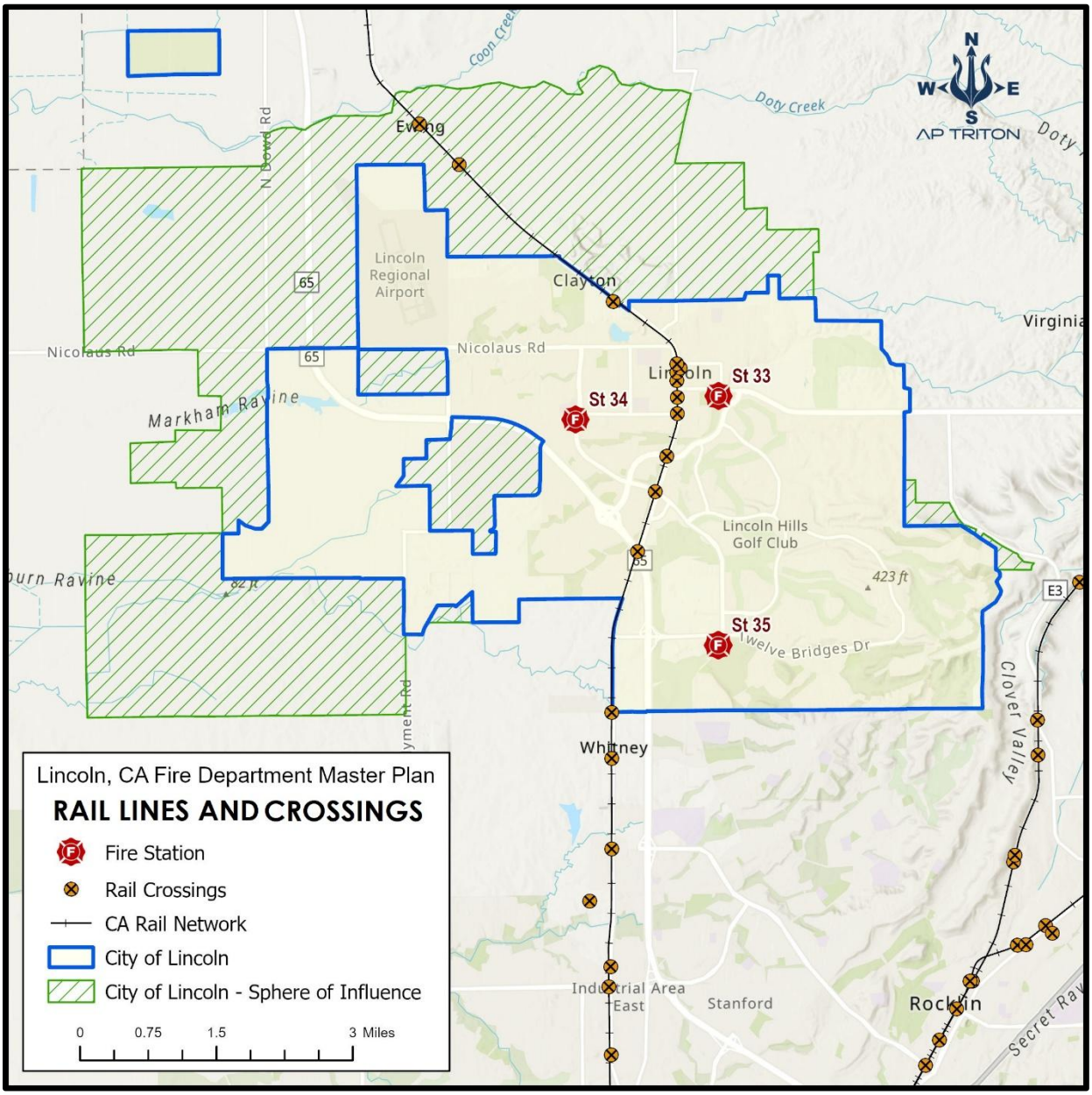


Railways

Union Pacific operates a main rail line that transports freight through the city. Sierra Pacific Industries has a rail spur to access its facilities. Lincoln does not have passenger service. There have been rail accidents at 1st St and Ferrari Ranch Road. Both accidents resulted in fatalities and injuries. These incidents occurred in 2016, 2017, and 2022. All the intersections are signalized, or an overpass allows the train to pass under a road or highway.

The following figure shows the locations of the rail lines and crossings.

Figure 141: Rail Lines and Crossings



Water and Wastewater Utilities

The City of Lincoln's Public Works Department provides water and wastewater services to residents.

Water

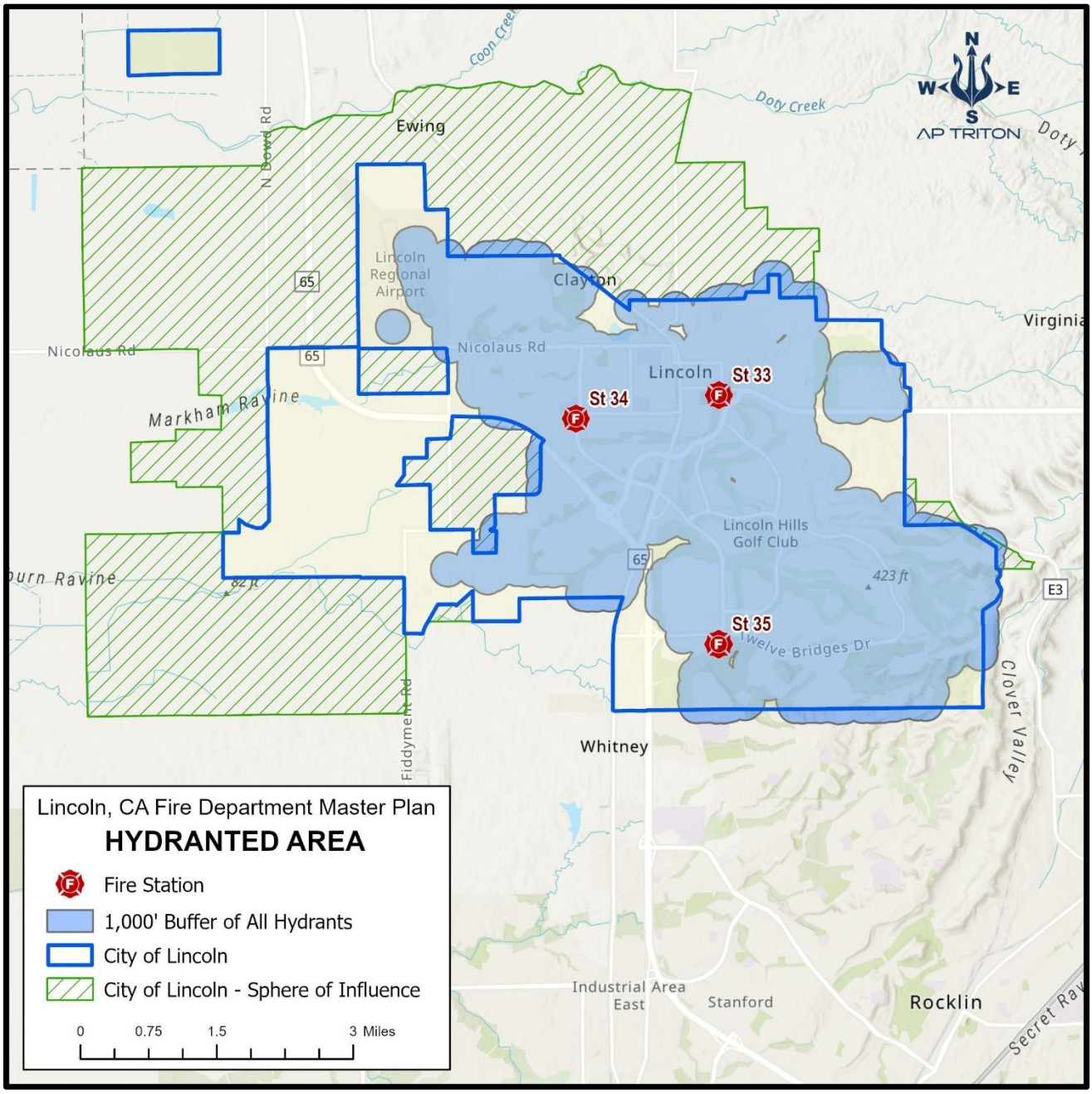
Controlling a fire becomes challenging without an adequate water supply and distribution system, which includes water storage, mains, and a fire hydrant system. A system of well-distributed hydrants and appropriately sized water mains is necessary to provide the required water for fireground use.

The City of Lincoln purchases water from the Placer County Water Agency (PCWA) and the Nevada Irrigation District. The water for PCWA comes from the Yuba/Bear River watershed and the American River. The Foothill Water Treatment Plant treats the water for drinking and other uses in the city. When the water reaches the city's meter from PCWA, it splits into regulated and unregulated categories. The regulated water is distributed to the city's lower regions, while the unregulated water serves the city's higher elevations, primarily in the Catta Verdera development. The system encompasses more than 200 miles of piping. There are two elevated storage tanks: a five-million-gallon tank at Catta Verdera South and a three-million-gallon tank at Reservoir 1. Additionally, five active wells supply extra water to the system.[23]

[23] City of Lincoln Water Master Plan, 2017.

The following figure shows the hydrant area in Lincoln.

Figure 142: Hydranted Area

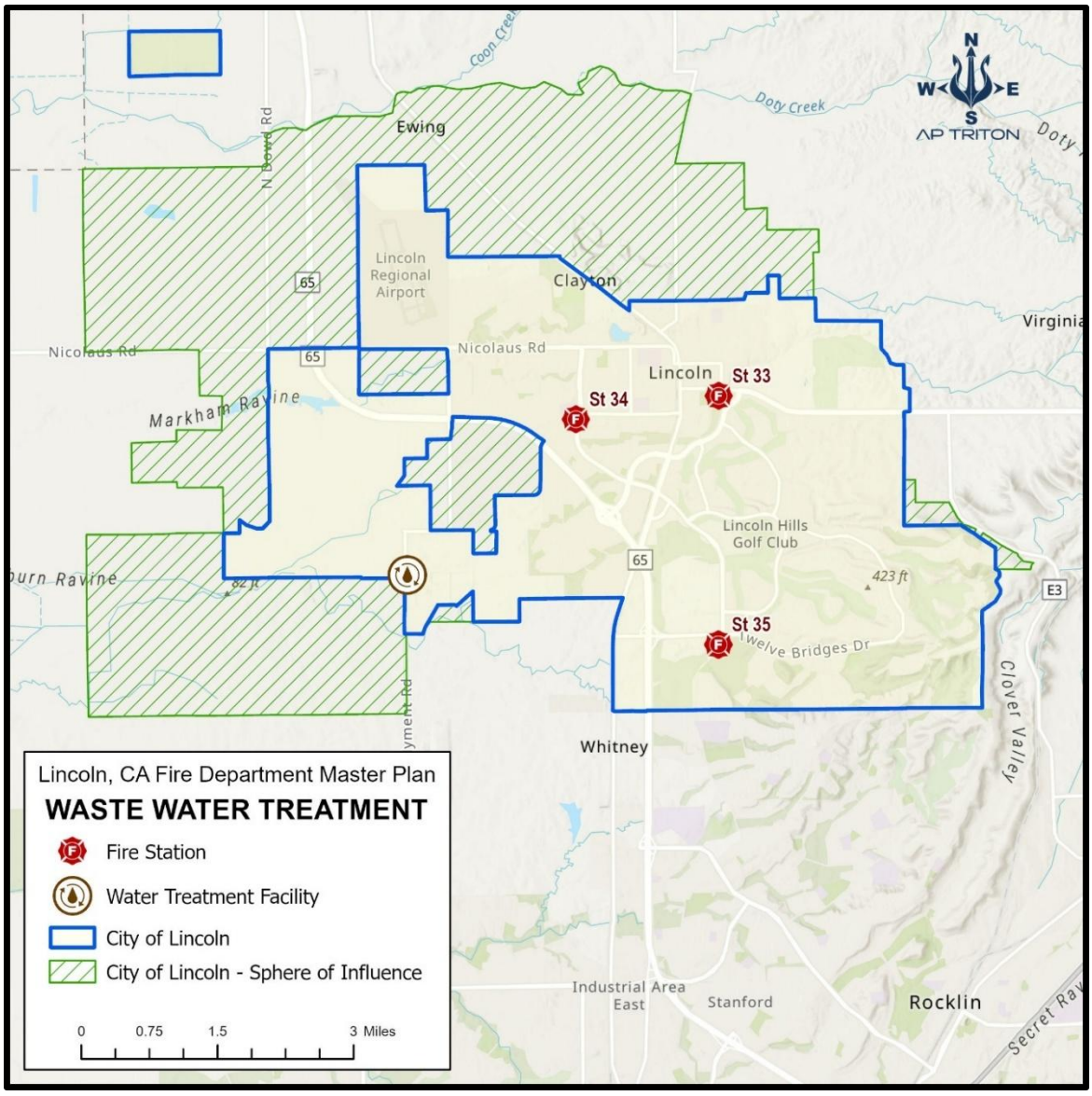


Wastewater

Wastewater for domestic and industrial uses is collected through approximately 220 miles of pipelines, 17 miles of force mains, and 10 pumping stations before treatment. The city also receives and treats wastewater from Placer County's Sewer Maintenance District No. 1 (SMD1) via a 13.5-mile force main. The wastewater treatment facility is designed to serve the current city customers, future annexations within its sphere of influence, and regional flows from the SMD, including the City of Auburn. The maximum buildout flow is 100.1 million gallons per day.

The following figure provides Lincoln's location of the wastewater facility.

Figure 143: Wastewater Treatment Facility



Communications

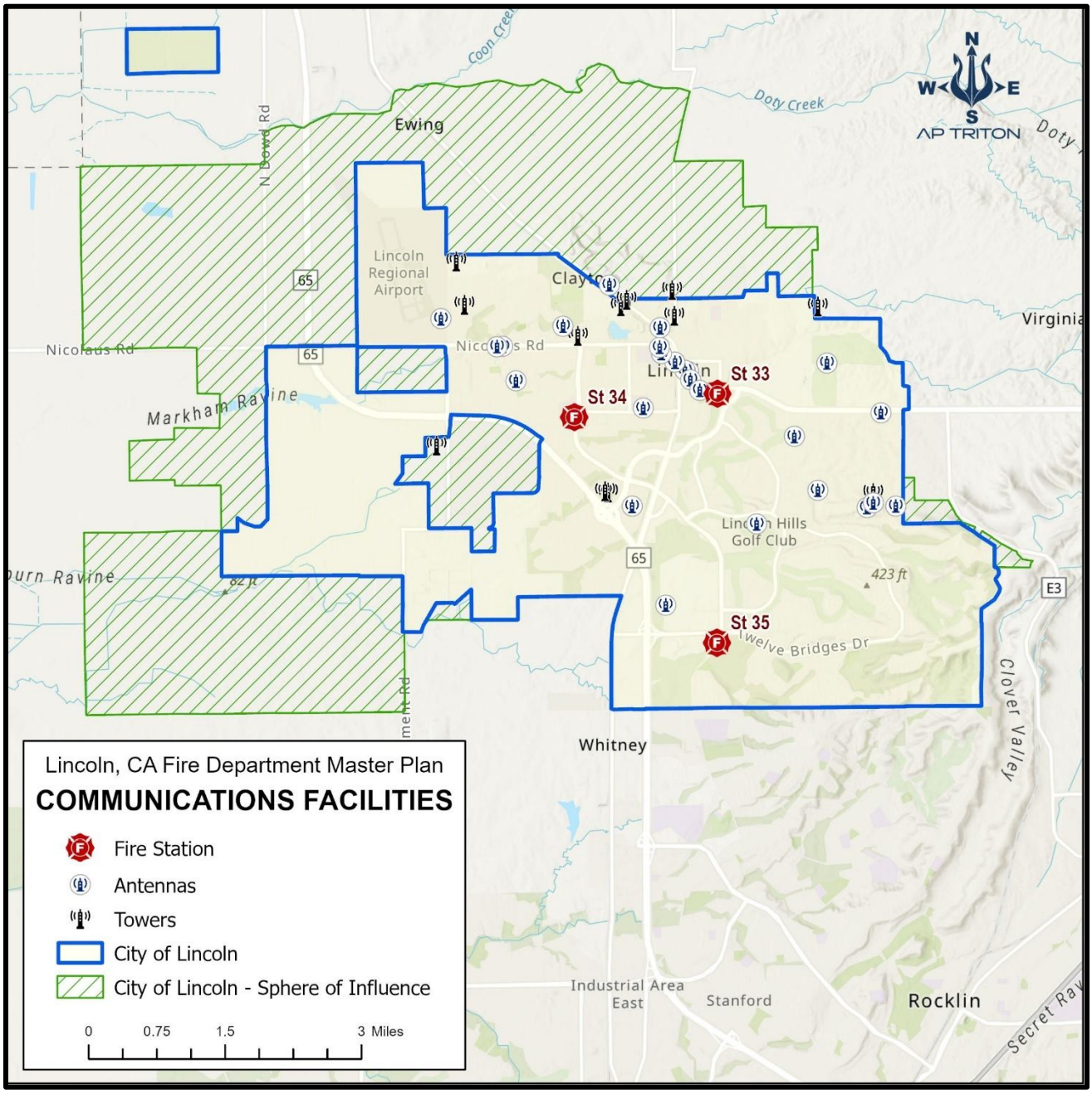
When an incident occurs, essential facilities that receive and transmit alarm information require a communication center to effectively coordinate with emergency responders. Other forms of communication are also critical to the community, such as cellular phones, Voice over Internet Protocol (VoIP) telephone systems, and transmission lines provided by local telecommunication companies. These systems enable the public to report incidents to emergency services. Internet services are vital for the public, commercial establishments, and emergency services to conduct daily business. Whether internet services are accessed through cellular networks or an internet service provider, the failure of these communication systems can significantly impact both emergency services and the public.

The Lincoln Police Department operates a public safety answering point for 911 services for fire and law enforcement. The dispatch center has eight telecommunicators assigned to four 12-hour shifts. If there is only one telecommunicator on duty because a shift cannot be filled because of vacation, sickness, or other time off, a police officer must provide backup services when taking a break or eat.

The center utilizes Sunridge RIMS computer-aided dispatch software to track calls for service. They have not formally adopted performance benchmarks but have developed standard operating procedures (SOPs). No quality management or assurance programs are in place to review calls for service and determine if SOPs are being followed.

The following figure shows the locations of communication facilities in Lincoln.

Figure 144: Communication Facilities



Governmental Buildings

Governmental buildings are typically located near their customers to provide effective public services. The buildings are considered part of the critical infrastructure necessary to operate services provided by local, state, or federal governments.

Land Use

The concept of land use regulation aims to achieve attractive social and environmental outcomes, thereby facilitating the efficient management of development. Land use for a community is designed to assign a classification for properties within a geographical area generally under governmental control. Zoning areas may vary from one portion of the service area, which may include a mixture of low-, moderate-, and high-risk properties.

- **Low Risk:** Areas zoned for agricultural purposes, open spaces, low-density residential, and other low-intensity use.
- **Moderate Risk:** Areas zoned for medium-density single-family properties, small commercial and office uses, low-intensity retail sales, and similarly sized business activities.
- **High Risk:** High-intensity business districts, mixed-use areas, high-density residential, industrial, storage facilities, and large mercantile centers.

The City of Lincoln's General Plan 2050 outlines key points for development to guide the city's growth and ensure a sustainable future. Here are some of the main points:

1. **Economic Development:** It promotes economic growth by supporting local businesses and attracting new industries.
2. **Land Use:** The plan designates various land use categories to balance residential, commercial, industrial, and open space areas.
3. **Transportation:** The plan emphasizes the development of a comprehensive transportation network, including roads, public transit, and pedestrian pathways.
4. **Public Services and Facilities:** It ensures essential services such as water, sewer, public safety (fire, law enforcement), and schools are available to support the growing population.
5. **Open Space and Conservation:** The plan highlights measures needed to use, enjoy, and protect appropriately the City's natural resources
6. **Health and Safety:** This component outlines the objectives, guidelines, and action plans necessary to safeguard public health, safety, and well-being in the face of both natural and human-made hazards.
7. **Housing:** It includes a Housing Element that addresses the housing needs of Lincoln residents, focusing on availability, adequacy, and affordability.

Increased growth and density in Lincoln affect how the fire department delivers services to the community. The City of Lincoln's Sixth Cycle Housing Element (2021–2029) discusses development trends, with the downtown, South Centre City, and East Valley areas expected to experience the most growth. The Regional Housing Needs Allocation (RHNA) has assigned Lincoln 5,120 units between 2021 and 2029. The following shows the RHNA allocations through 2029.

Figure 145: Regional Housing Needs Allocation (2021–2029)

Income Level	RHNA Allocation
Extremely Low	748
Very Low	748
Low	902
Moderate	807
Above Moderate	1,915
Total	**5,120**

Village 5A

The most significant new development in Lincoln is the recently annexed Village 5A. The development plan aims to create a vibrant, mixed-use community encompassing residential, commercial, and public spaces. The housing component will consist of approximately 5,400 homes of various types and 3.1 million square feet of commercial property. The plan also includes schools, parks, and a regional sports facility, making it a comprehensive project designed to meet the growing community's needs.

Village 5A is currently in the design phase, with site development approvals expected by June 2026. Utility installation is anticipated to begin in March 2027. By January 2028, approximately 20 new homes will be constructed each month in Area A. As the Village's population grows, commercial development is projected to be delayed by four to five years and is not expected to commence until 2032.

The ongoing development, particularly in Village 5A, will affect the fire department as the population and service demand grow. To serve this area, a new fire station, along with an additional engine and truck company and increased staffing, will be necessary. Planning for this expansion should begin by 2026, as the delivery of the new fire truck is expected to take three to four years after the contract is signed.

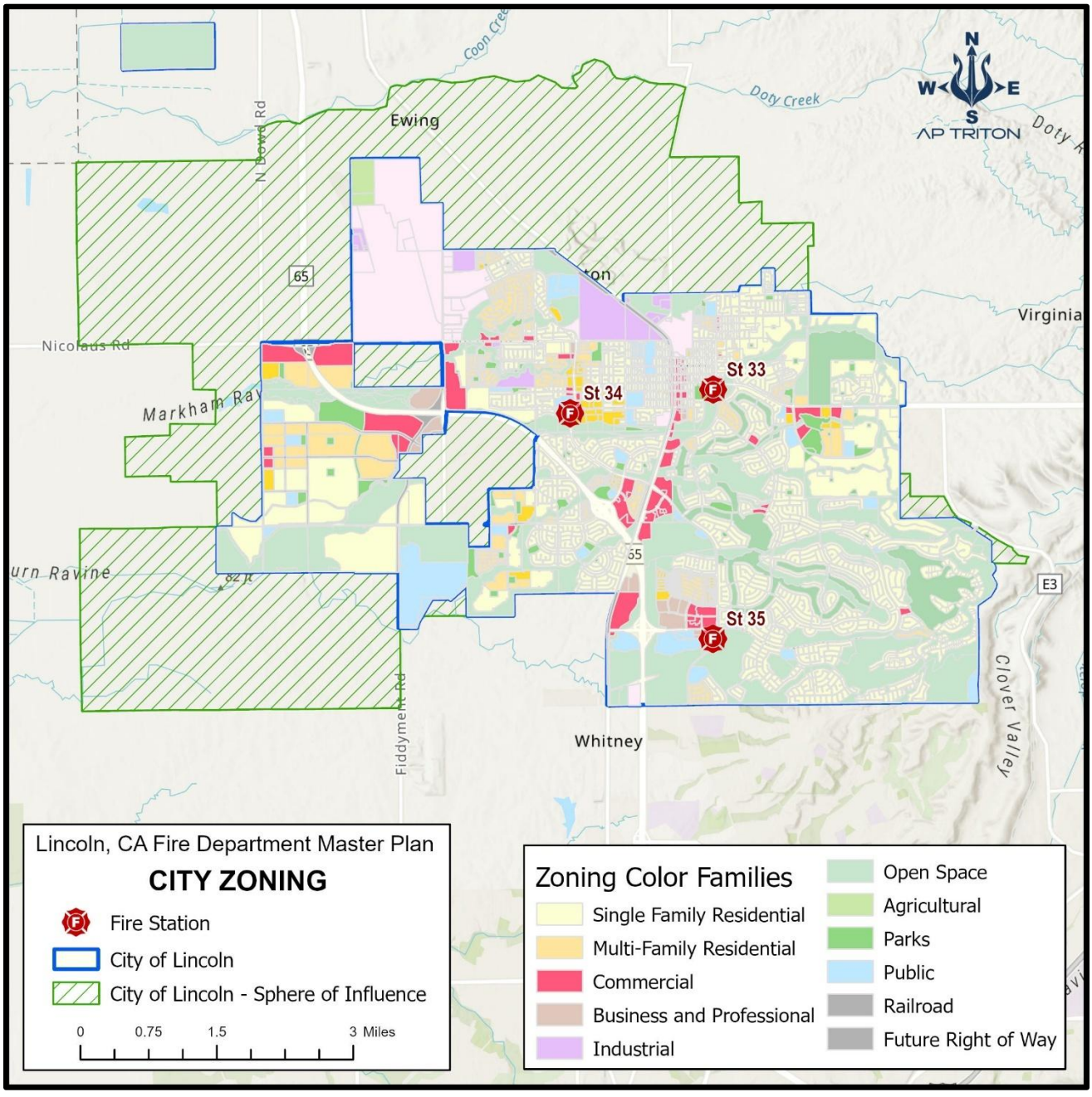
The design of the fire station will take at least one year after completing a request for proposals, selecting an architectural firm, and finalizing the design. Once the City approves the design, a bidding process will be necessary to hire a contractor for the station's construction, with permitting and building expected to take 12 to 18 months.

The 2018 development agreement between the City of Lincoln and Richland Developers, Inc., outlines the responsibilities of both parties as listed below.

- Complete a Standard of Coverage (SOC).
- Determine the timing and need for additional LFD staff and fire stations.
- Land dedication for the Area A and H fire station sites shall occur when each section's first large lot final subdivision map is recorded.
- The fire station will be constructed before the issuance of the first building permit unless required by the SOC.
- The developer will pay the City of Lincoln until it is no longer required for interim wildland fire protection (e.g., CAL FIRE) at approximately $135,000 annually with yearly increases.
- The City's financing plan will fund fire stations and apparatus.

The following figure provides the zoning in the city.

Figure 146: City of Lincoln Zoning



Physical Assets Protected

Commercial occupancies or properties are considered target hazards in every community due to the special or unique risks they pose to emergency responders and occupants during an incident or event. Each of these occupancies should have up-to-date pre-incident surveys completed annually. The surveys allow responders to become familiar with the building, property, and special hazards.

During an incident, these occupancies and facilities should maintain a current pre-incident plan for LFD operations personnel. The pre-incident plan informs emergency responders about potential hazards and assists them in developing effective strategies and tactics during an incident. All target hazards and, ultimately, all commercial buildings should possess up-to-date pre-incident plans.

Structural Risks

The risks created by residential or commercial occupancies for those in a building and emergency responders increase based on the type.

Educational and Childcare Facilities

Public and private schools and childcare facilities raise risks in any community and require substantial assistance during significant events, such as mass casualty or fire responses. In Lincoln, numerous schools and childcare facilities need inspections and pre-incident plans to ensure the properties are safe and that emergency responders are familiar with the locations and site-specific hazards.

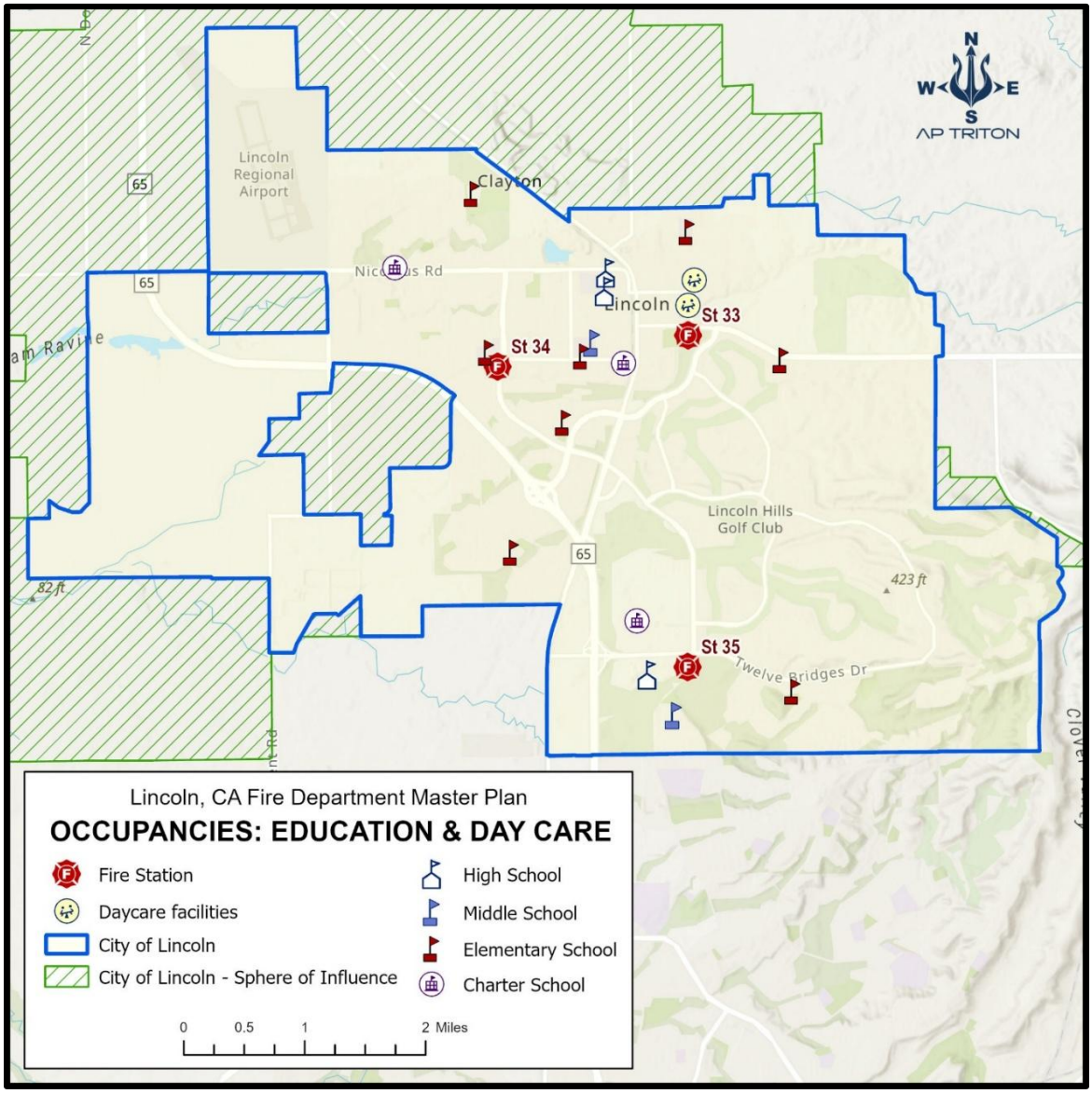
The Western Placer Unified School District (WPUSD) provides public education to Lincoln from kindergarten through 12th grade. The district operates seven elementary schools, two middle schools, and two high schools in the city. In 2022, WPUSD approved a master plan outlining how the district will grow as new students enroll. Since 2003, WPUSD has nearly doubled its enrollment, and the Village 5A development will continue to increase the need for new schools. The following figure shows the projected number of students from the Villages and infill development.

Figure 147: Project Student for the Village and Infill Development

Village	K–5	6th–8th	9th–12th	Total
1	1,542	630	555	2,727
5	2,280	931	820	4,031
7	1,050	429	378	1,857
SUD-B	141	58	51	250
Total	**5,013**	**2,048**	**1,804**	**8,865**

The following figure provides the location of schools in Lincoln.

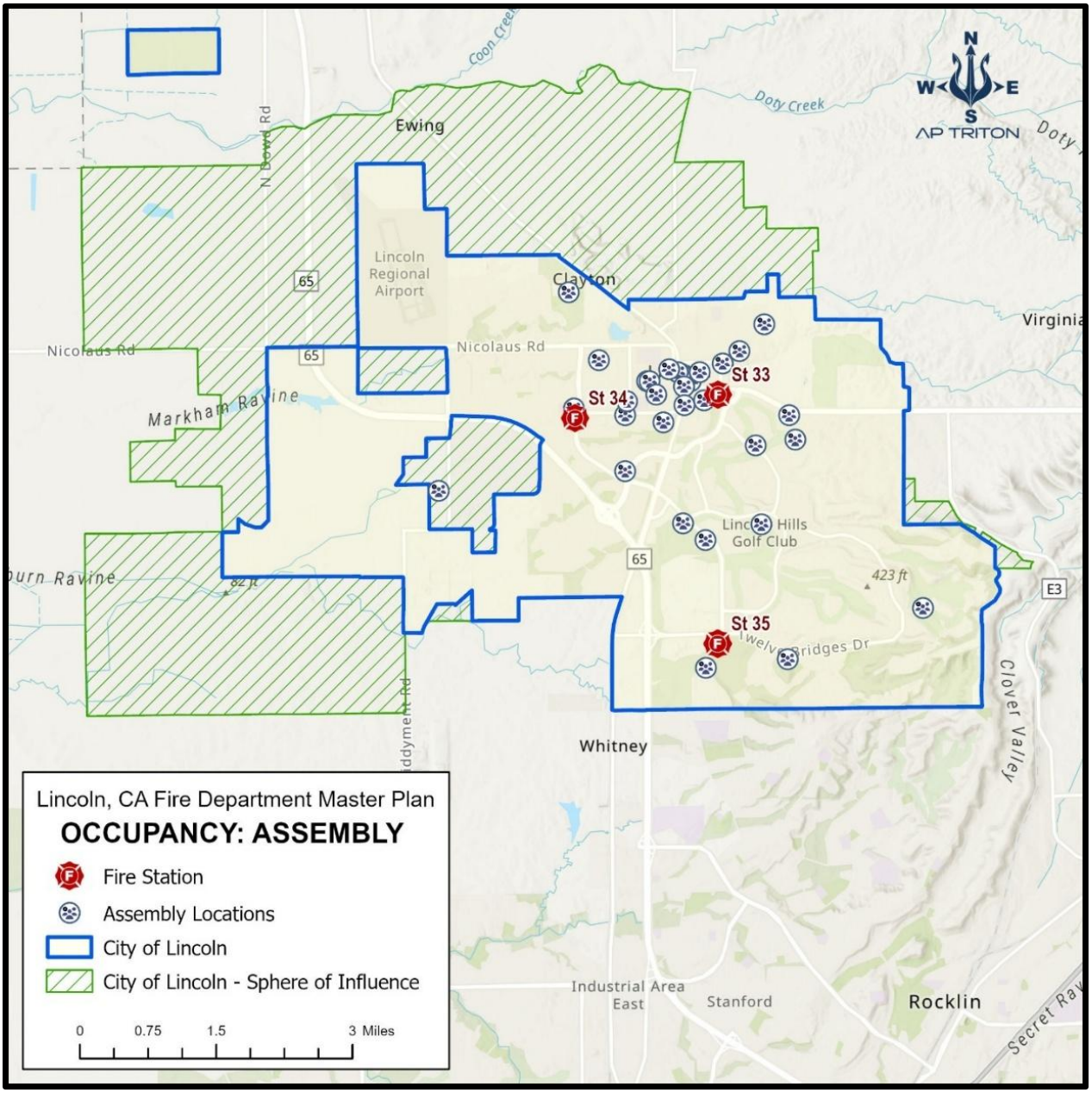
Figure 148: School Locations



Assembly

Gathering large groups of people in a single location or building increases risks in settings such as places of worship, entertainment venues, or dining establishments. According to the California Fire Code, outdoor special events, such as street fairs or mass gatherings, may require a public safety plan. This plan should include emergency vehicle access and egress, fire protection, emergency medical services, public assembly areas, directing vehicular traffic and attendees, vendor and food concessions, the need for law enforcement, fire, or EMS personnel, and weather monitoring. There are several major outdoor assembly events in Lincoln, such as the Fourth of July Parade, fireworks, the Christmas Parade, and tree lighting. LFD is part of the planning team and permits to ensure code compliance. The following figure illustrates the location of assembly occupancies in the LFD's response area.

Figure 149: Assembly Occupancies



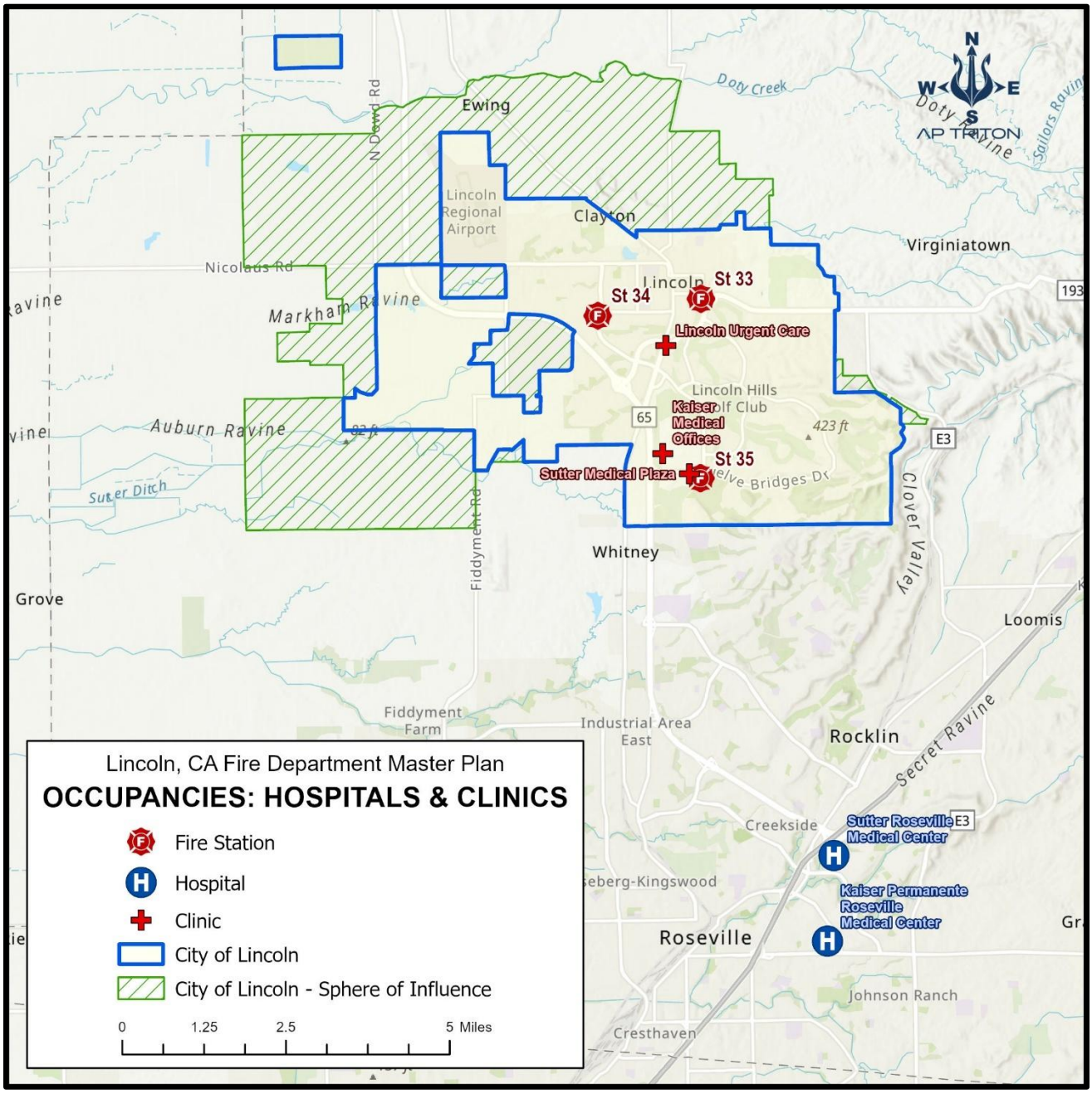
Health Care Facilities

These types of buildings are where occupants may be unable to leave without assistance from the staff. These locations may contain medical gases that pose additional risks to emergency responders during a fire; therefore, completing up-to-date pre-incident plans is essential.

As people age, they may require additional care, necessitating the search for a facility that meets their needs. Depending on their mobility or cognitive conditions, they may need more assistance evacuating the building. Staff should have developed plans for removing occupants or patients during an emergency. These locations require additional fire protection systems to safeguard the occupants, similar to those in hospitals. Special locking arrangements for areas where patients with dementia or Alzheimer's live are permitted to prevent them from leaving the facility. Although there are no hospitals in Lincoln, medical offices, including Kaiser Permanente Lincoln Medical Offices, provide medical care to patients.

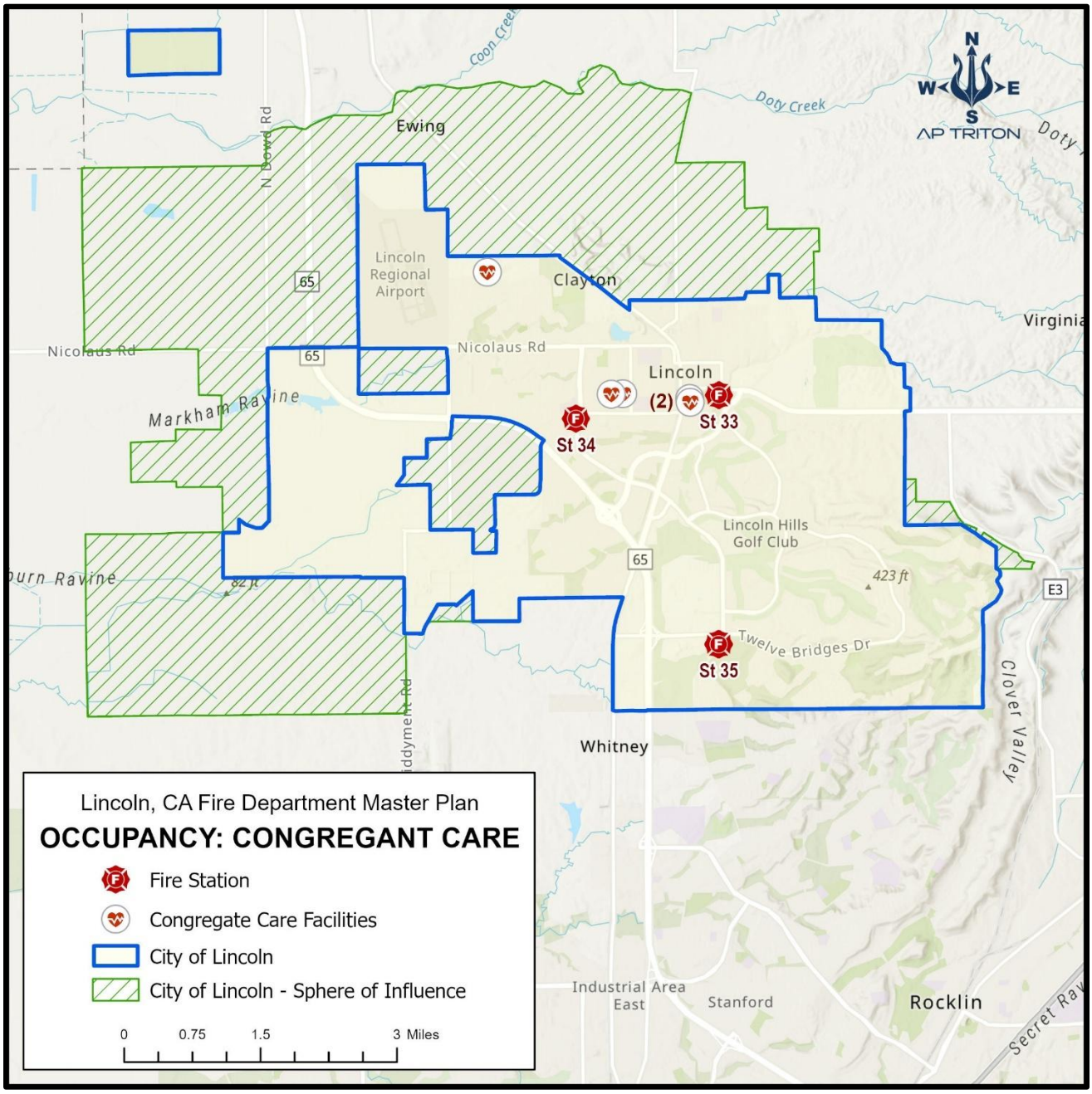
The following figure provides the location of Lincoln's primary hospital and medical clinics.

Figure 150: Clinical Facilities and Hospitals



The following figure shows the location of congregant care and nursing home facilities.

Figure 151: Congregant Care/Nursing Homes

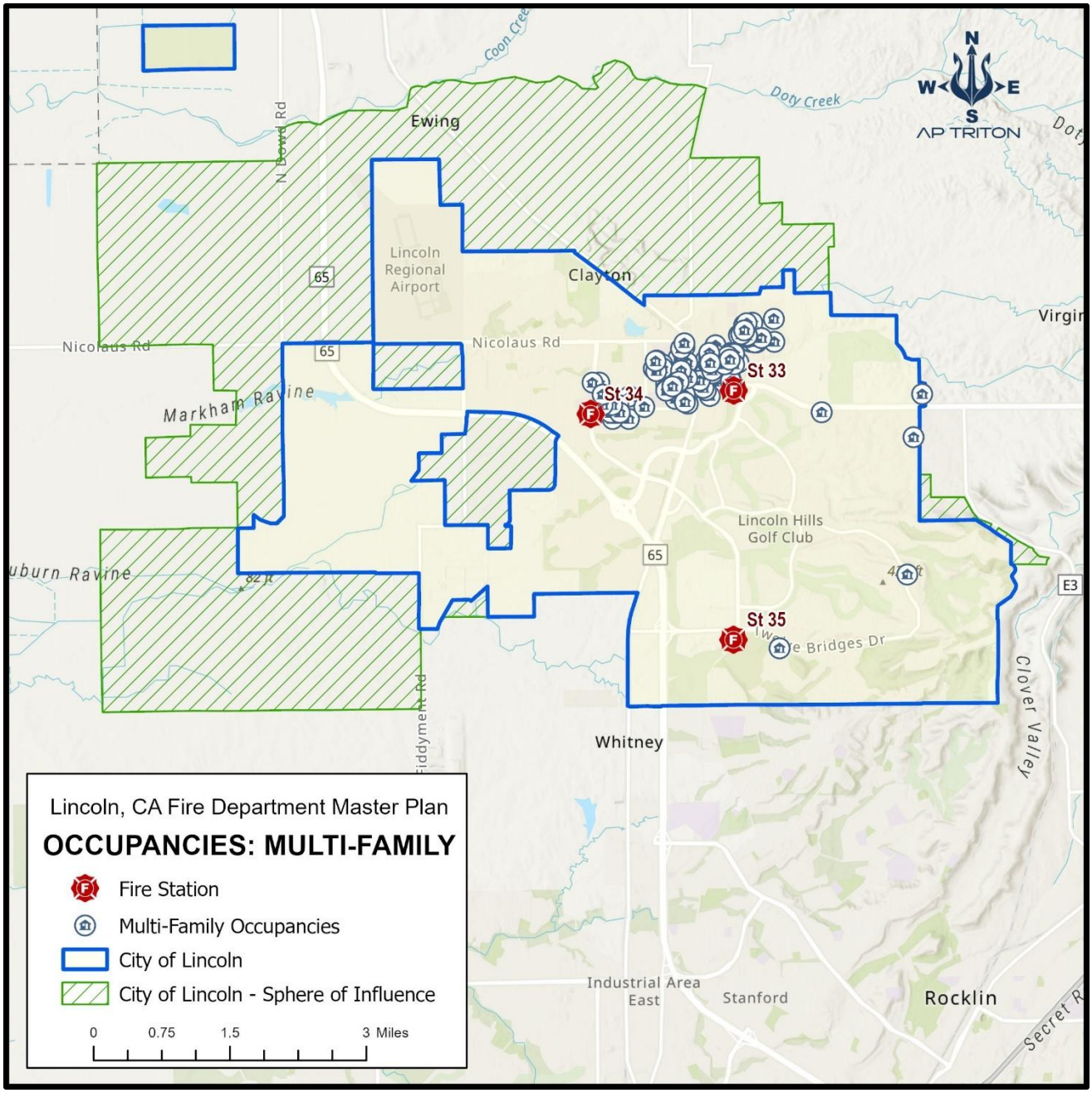


Multi-family Occupancies

Although multi-family housing has fewer fires caused by electrical or heating malfunctions, the risk of cooking fires is twice the rate of other types of building fires.[24] Updated building and fire codes now require these buildings to have a residential fire sprinkler system installed and interconnected smoke alarms in all bedrooms, hallways, and floors. These fire protection systems are designed to provide enough time for the occupants to evacuate the building. The following figure shows the location of multi-family housing units in Lincoln.

[24] Topical Fire Report Series, Multifamily Residential Building Fires (2013–2015), June 2017.

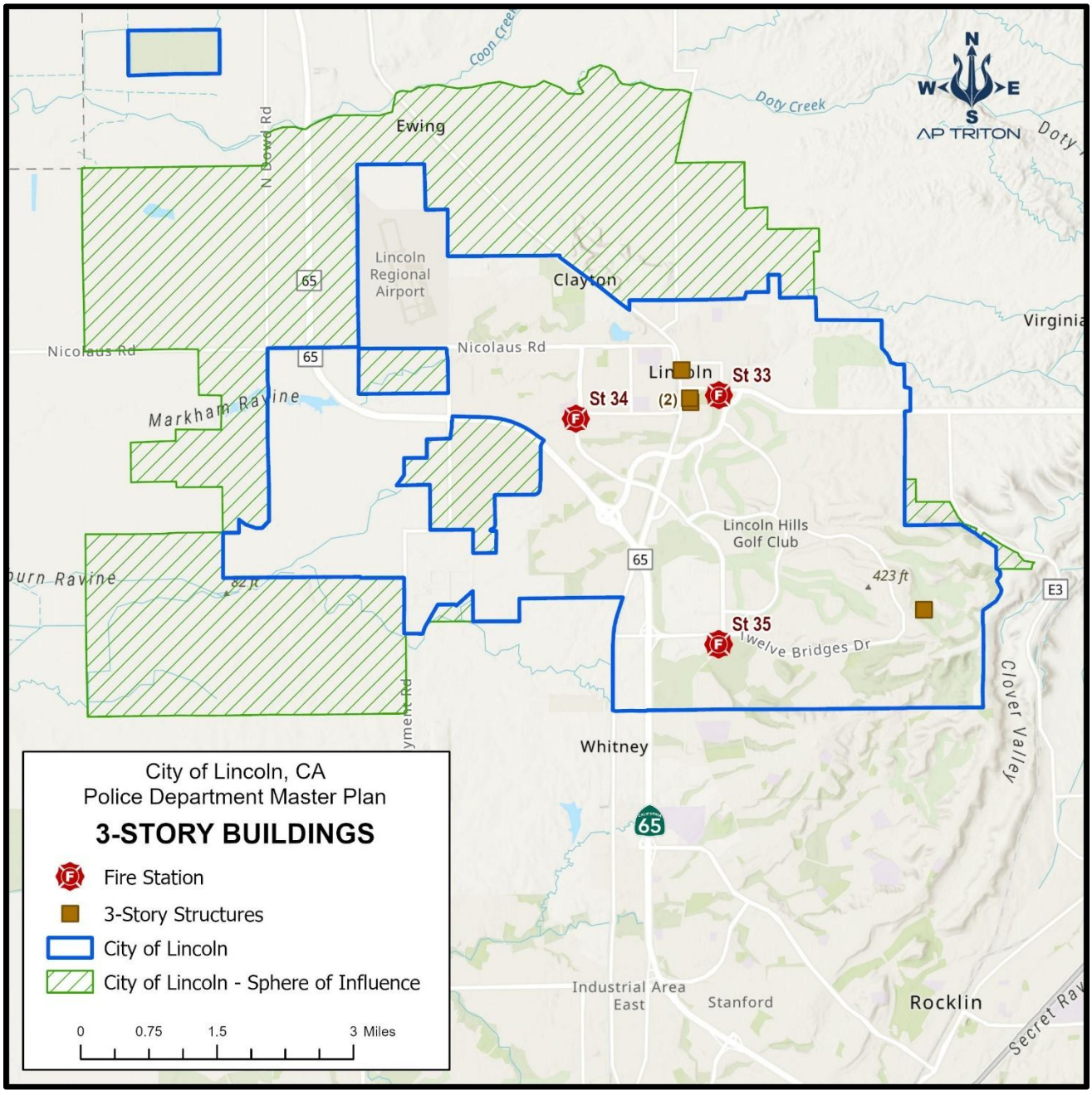
Figure 152: Multi-Family Housing Units



Buildings Three or More Stories in Height

Structures three stories or more in height require a response from an aerial apparatus with elevated master stream capabilities. The Insurance Services Office (ISO) reviews the coverage area for a ladder truck, encompassing all buildings within a 2.5-mile radius. A ladder truck may be necessary to access these higher buildings' upper floors or roofs, as most ground ladders cannot reach such heights. The following figures display these buildings.

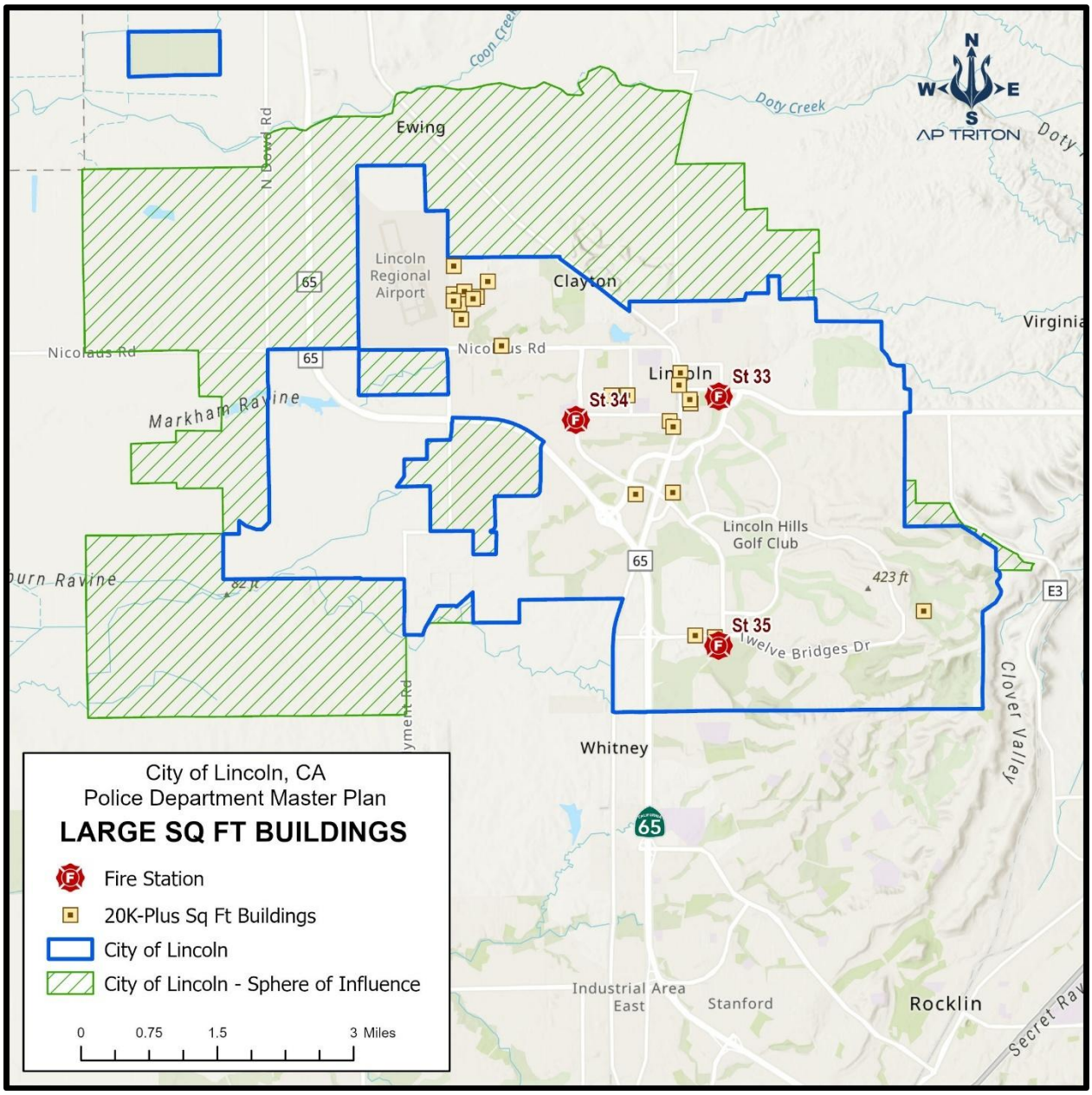
Figure 153: Buildings Three Stories or More



Large Square Footage Buildings

Large buildings, such as warehouses, strip malls, and large "box" stores, require greater volumes of water for firefighting and necessitate the deployment of more firefighters to advance hose lines over long distances into the building. Although the number of large square-footage buildings is low, the fire flow may be greater for smaller buildings due to construction type, distance to exposures, and the lack of built-in fire protection systems, such as fire sprinklers. The following figure, based on data from ISO, shows the locations of 20,000 square feet or larger buildings.

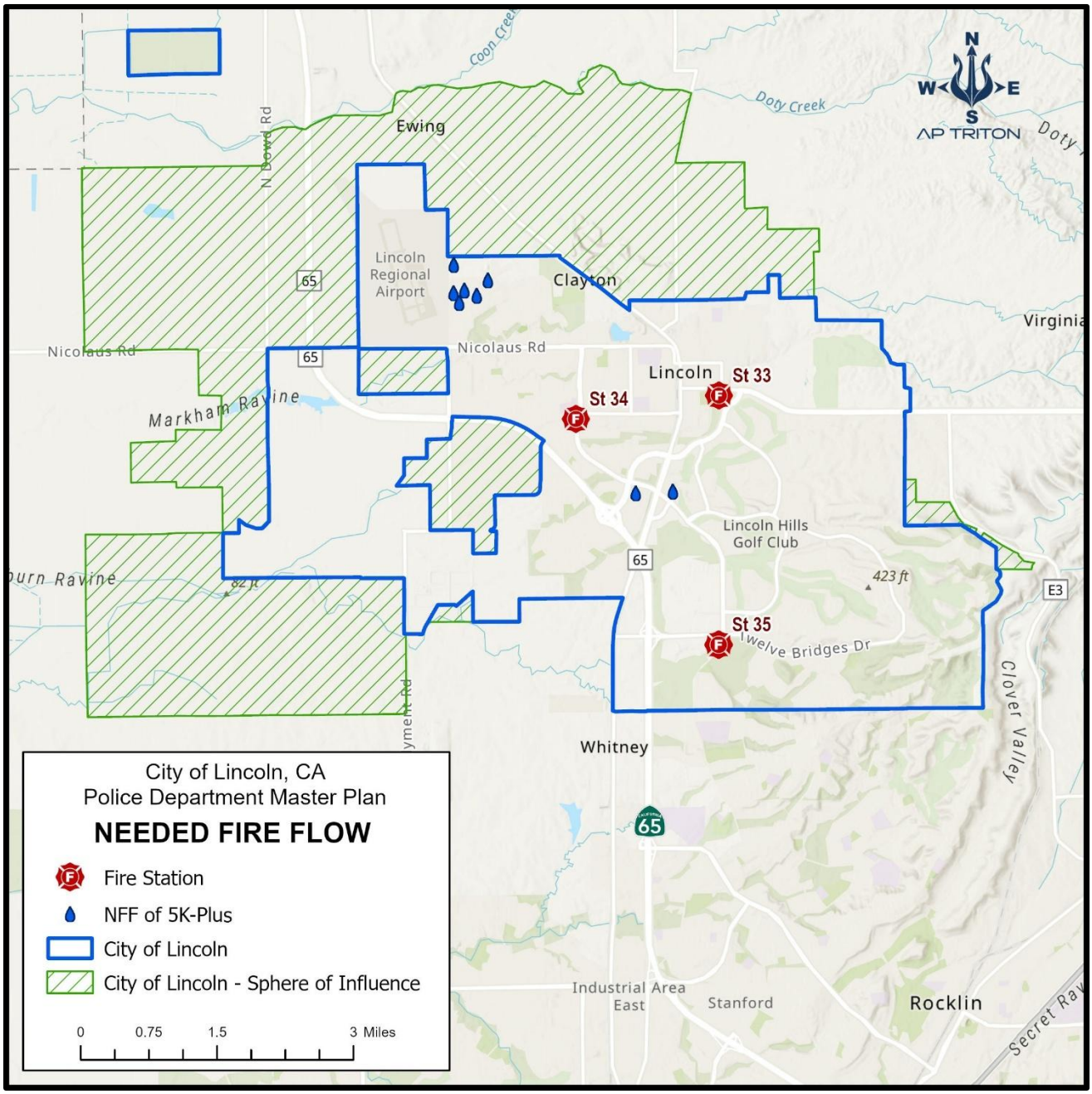
Figure 154: Buildings 20,000 Square Feet and Greater



High Fire-Flow Occupancies

Other buildings may require a higher volume of water to extinguish a fire. These occupancies can pose a problem if the necessary water supply is less than what is available from hydrants or other sources. The following figure illustrates occupancies with a required fire flow greater than 2,500 gallons per minute.

Figure 155: Buildings with Large Fire Flows (> 2,500 gallons per minute)



Insurance Services Office

The ISO is an independent organization that collects and analyzes data from fire departments in communities across the United States to determine fire insurance rates. According to its report, the ISO's PPC is a proven and reliable predictor of future fire losses." Commercial property insurance rates are expected to be lower in areas with better (lower) ISO PPC Class ratings.

The ISO Fire Suppression Rating Schedule assesses four primary elements of a community's fire protection system: Emergency Communications (max 10 credits), Fire Department (max 50 credits), Water Supply (max 40 credits), and Community Risk Reduction (max 5.5 credits), for a maximum possible total of 105.5 points. ISO then assigns a grade using a scale of 1 to 10, where Class 1 represents the highest degree of fire protection, and Class 10 designates a fire suppression program that does not meet ISO's minimum criteria.

A review of ISO's most recent evaluation, effective January 2025, assigned 82.02 credits out of 105.5 and provided the community with a classification of 2/2X. Areas for improvement include credit for telecommunicators (3.59 out of 4) and dispatch circuits (2.1 out of 3). The 10% deduction stemmed from the absence of Emergency Dispatch Protocols. For the fire department, potential areas for improvement include the Deployment Analysis, which received a score of only 2.69 out of 10.

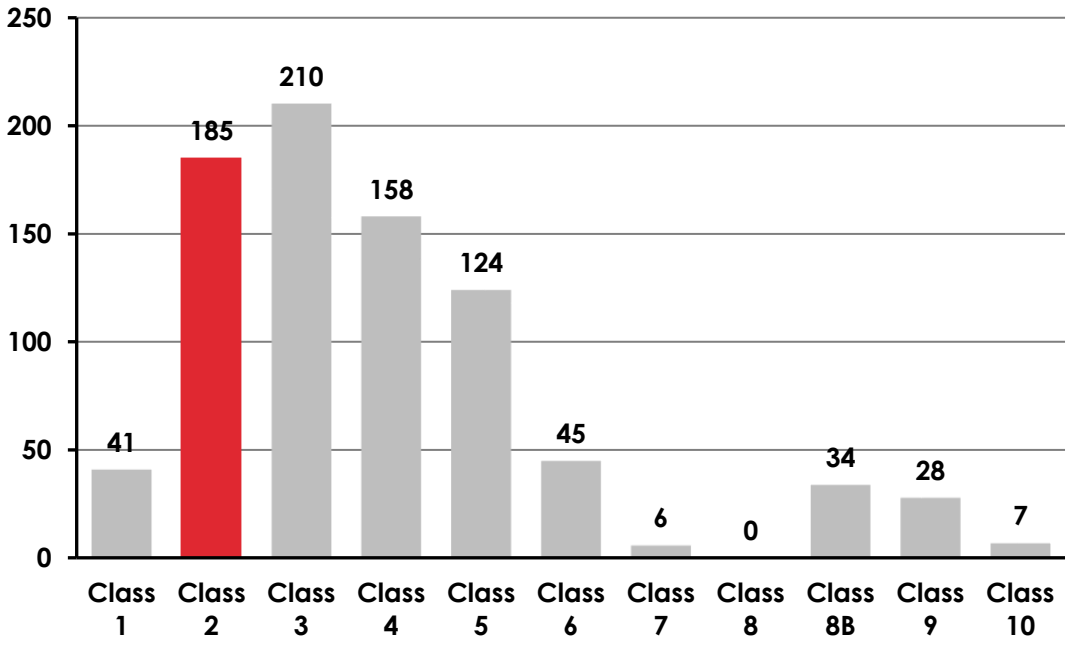
The following figure displays the ISO Earned and Available Credits for LFD as of its most recent inspection in 2025.

Figure 156: ISO Earned & Available Credits for LFD

ISO Feature	Earned Credit	Available Credit
Emergency Communications	8.69	10
Fire Department	36.97	50
Water Supply	36.18	40
Divergence	-3.30	0
Community Risk Reduction	3.48	5.5
Totals:	**82.02**	**105.5**

The following figure illustrates the ratings distribution across all fire departments in California, highlighting the number of departments in each classification. Notably, 185 departments in California have achieved a Class 2 rating.

Figure 157: California ISO Classifications



Risk Classification

Risk Assessment Methodology

Developing a risk score to identify risks within a community is crucial for enabling an organization to create effective response protocols in the event of an incident. The Three-Axis Heron model assigns a score by evaluating probability, consequence, and impact factors, ranging from 2 to 10 in each category.[25] A description of the incident types for each risk is located in Appendix C.

The use of the Three-Axis Heron Formula involves the following equation.

$$\text{Risk} = \sqrt{\frac{(P * C)^2}{2} + \frac{(C * I)^2}{2} + \frac{(I * P)^2}{2}}$$

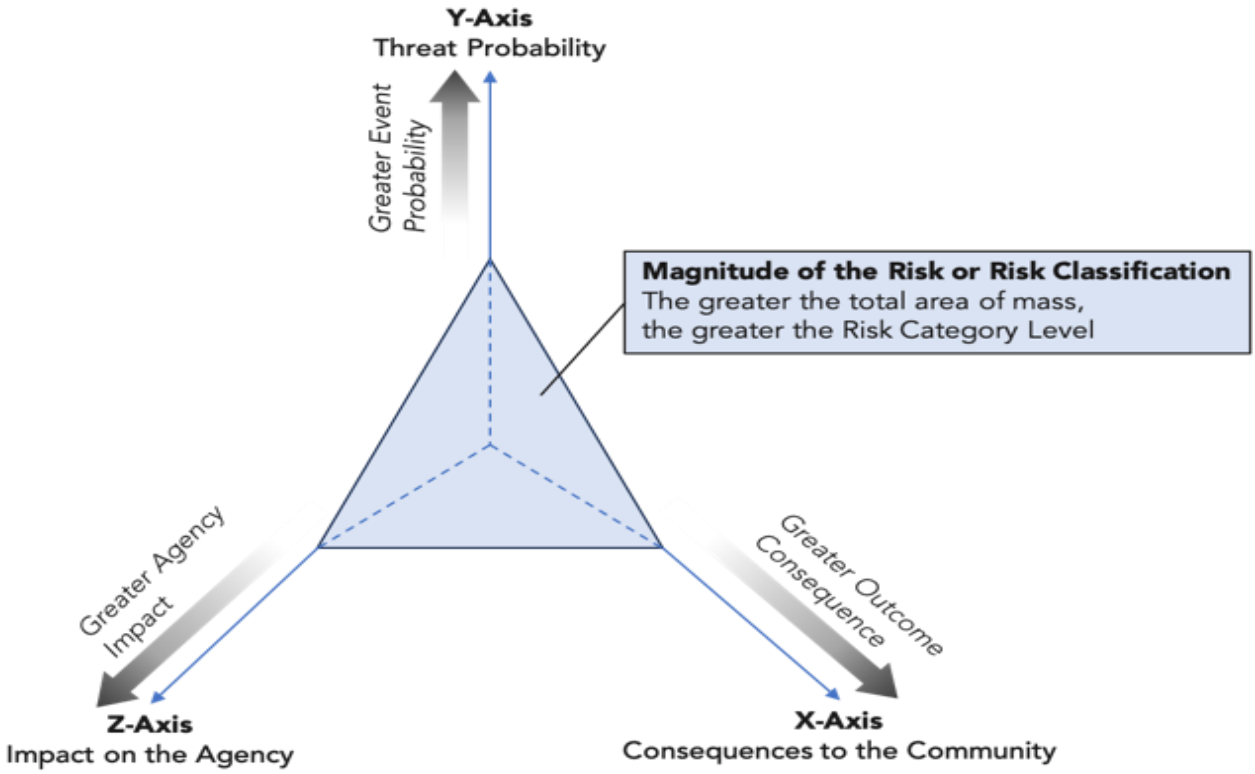
The risk is graphically illustrated through a three-axis model as follows:

- **P** = Probability (Y-Axis)
- **C** = Consequences (X-Axis)
- **I** = Impact (Z-Axis)

[25] Quality Improvement for the Fire and Emergency Services.

The following figure summarizes the three-axis risk classification process and how a score is developed.

Figure 158: Three-Axis Risk Classification Process



When developing the score, each of the three scoring components is based on LFD's incident data. An example of a low-risk fire response scoring is based on the probability of that type of incident occurring. Most low-risk incident types are frequent (occurring multiple times a day), but the consequences to the community and the impact on LFD are low. The probability of a low-risk incident in Lincoln is 10 (high), while the consequence and impact are 2 (low). These numbers are placed into the above formula to create a score of 35. The score will increase for a maximum risk, although the probability is low (2), because the consequence to the community is an 8, and the impact on LFD is also 8, which gives a score of 48.

These scores are designed to provide LFD with information to determine the level of service required for the community. The probability of an incident may affect response times if multiple events occur simultaneously. Even if the risk is low, it will place an apparatus out of service for the response. The higher the score, the greater the risk in the community. Although the highest risk score available is 122.5, the probability of this type of event occurring is low. The following information provides additional details on probability, consequences, and impacts.

Figure 159: Three Axis Scoring



Probability

Probability refers to the likelihood of an incident occurring in a community over time. This axis represents the probability of a specific type of incident occurring, which contributes to the overall risk level. Many factors are considered, including the time of day, location, hazard present, season of the year, building construction and maintenance, demographic factors, and more. It can range from a rare occurrence to one that happens frequently. The following figure defines probability categories.

Figure 160: Probability or Likelihood of Occurrence

Score	Category	Probability or Likelihood
2	Minor	Unlikely: < 0.02% of total call volume. Expected to occur very rarely.
4	Low	Possible: 0.02%–0.07% of total call volume. Expected to occur rarely.
6	Moderate	Probable: 0.07%–0.3% of total call volume. Expected to occur monthly.
8	High	Likely: 0.3%–2% of total call volume. Expected to occur multiple times per week.
10	Extreme	Frequent: > 2% of total call volume. Expected to occur one or more times per day.

Consequence

The consequences of an incident can vary from minor casualties to severe impacts that may destroy historical or major facilities in the community, resulting in a significant loss of employment or life. The following figure defines consequence categories.

Figure 161: Consequence to the Community

Score	Category	Consequence to the Community
2	Minor	1–2 people affected (injuries/deaths). < $10,000 loss.
4	Low	< 5 people affected (injuries/deaths). < $500,000 loss.
6	Moderate	5–50 people affected (injuries/deaths). $500,000–$1,000,000 loss.
8	High	51–100 people affected (injuries/deaths). $1,000,000–$5,000,000 loss.
10	Extreme	>100 people affected (injuries/deaths). > $5,000,000 loss.

Impact

The third factor in determining the risk is the fire department's impact and the critical tasking needed to control or mitigate an incident. This includes the number of emergency responders and apparatus available, whether available internally or from external agencies. It measures the department's ability to respond to a given risk or incident while providing service to the remaining parts of Lincoln. The following figure defines impact categories.

Figure 162: Impact on Operational Forces

Score	Category	Impact on Operational Forces
2	Minor	≥ 90% Remaining Apparatus/Crews
4	Low	≥ 75% Remaining Apparatus/Crews
6	Moderate	≥ 50% Remaining Apparatus/Crews
8	High	≥ 25% Remaining Apparatus/Crews
10	Extreme	< 25% Remaining Apparatus/Crews

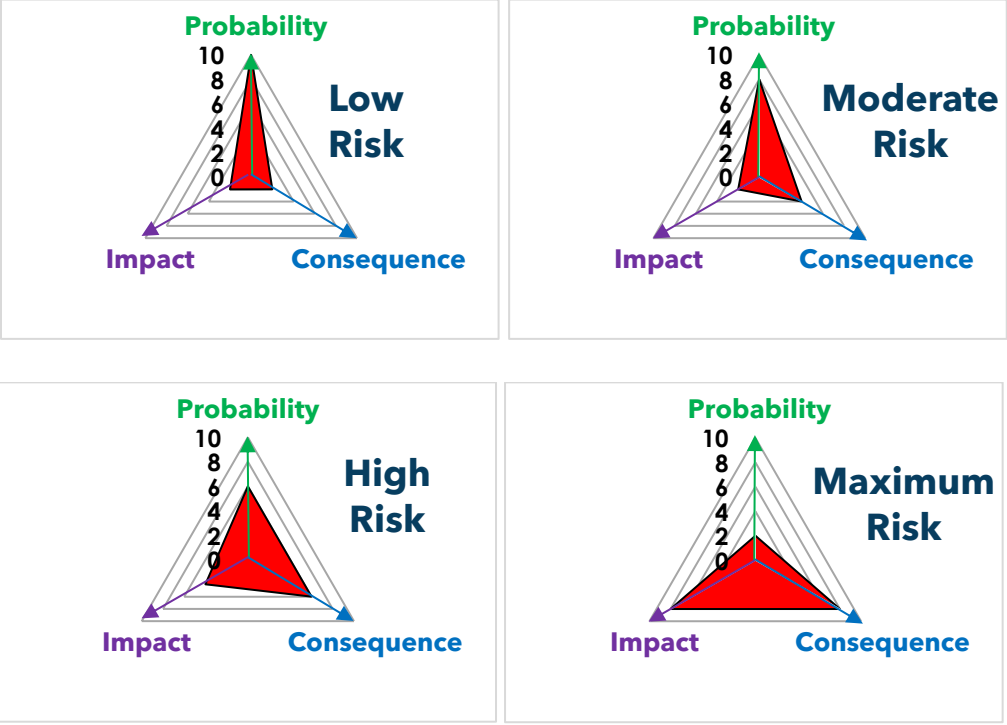
Fire Response

LFD is the primary provider for mitigating fire-related incidents. These range from low-risk incidents, such as a vehicle fire, to a maximum-risk incident involving a school fire. Fire risks associated with a vehicle fire are considered low compared to the maximum risk posed by a school that houses students. This scoring is applied to four different categories of fire incidents within LFD's response area to determine staffing needs for critical tasks on the fire ground. The following figures provide the fire response risk assessment score and three-axis risk classifications.

Figure 163: Fire Response Risk Assessment

Description	Low			Moderate			High			Maximum		
Risk Score	P	C	I	P	C	I	P	C	I	P	C	I
	10	2	2	8	4	2	6	6	2	2	8	8
Score Assigned	20.2			25.9			35			48		

Figure 164: Fire Three-Axis Risk Classifications



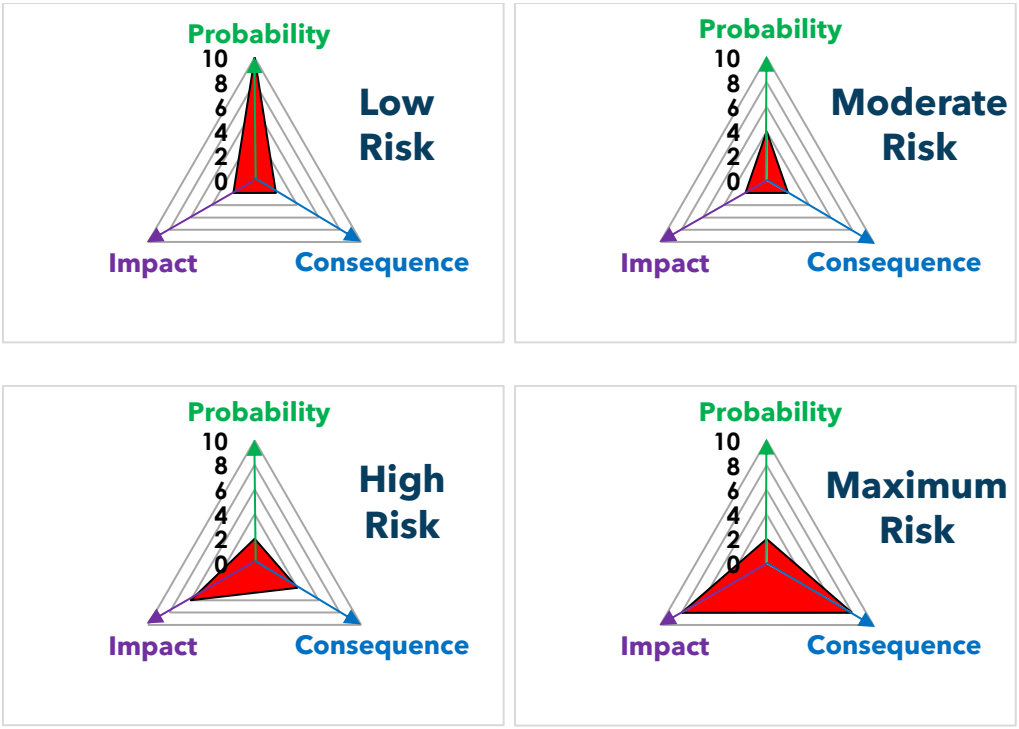
Emergency Medical Services Response

LFD provides basic life support and emergency medical care in the city. Low-risk incidents range from a medical assist to a maximum-risk incident for a multi-victim event. The following figures provide the risk score and classifications assigned to each type of EMS risk. The following figures provide the EMS response risk assessment scoring and the three-axis risk classifications.

Figure 165: EMS Response Risk Assessment

Description	Low			Moderate			High			Maximum		
Risk Score	P	C	I	P	C	I	P	C	I	P	C	I
	10	2	2	4	2	2	2	4	6	2	8	8
Score Assigned	20.2			8.5			19.8			48		

Figure 166: EMS Three-Axis Risk Classifications



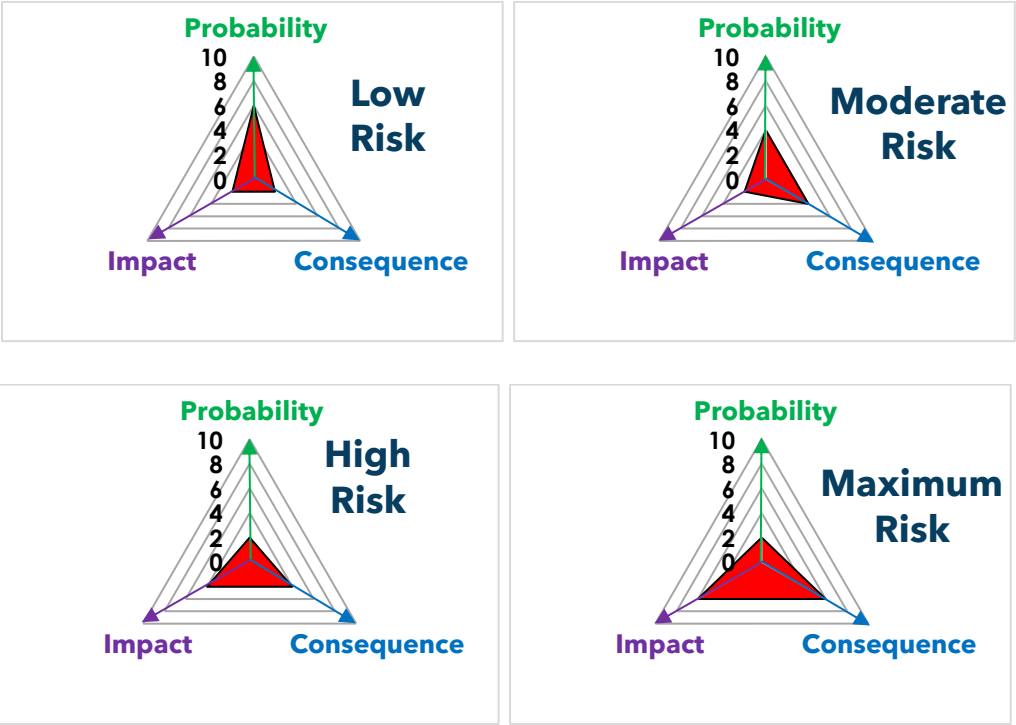
Technical Rescue Response

Rescue services can range from low-risk incidents, such as accessing a locked vehicle with a child inside, to confined space incidents (the maximum risk), which may require multiple personnel to mitigate the situation. The following figures provide the risk score and classifications assigned to each type of technical rescue risk in LFD's response area. The following figures provide the technical rescue response risk assessment scoring and the three-axis risk classifications.

Figure 167: Technical Rescue Response Risk Assessment

Description	Low			Moderate			High			Maximum		
Risk Score	P	C	I	P	C	I	P	C	I	P	C	I
	6	2	2	4	4	2	2	4	4	2	6	6
Score Assigned	12.3			13.9			13.9			28.1		

Figure 168: Technical Rescue Three-Axis Risk Classifications



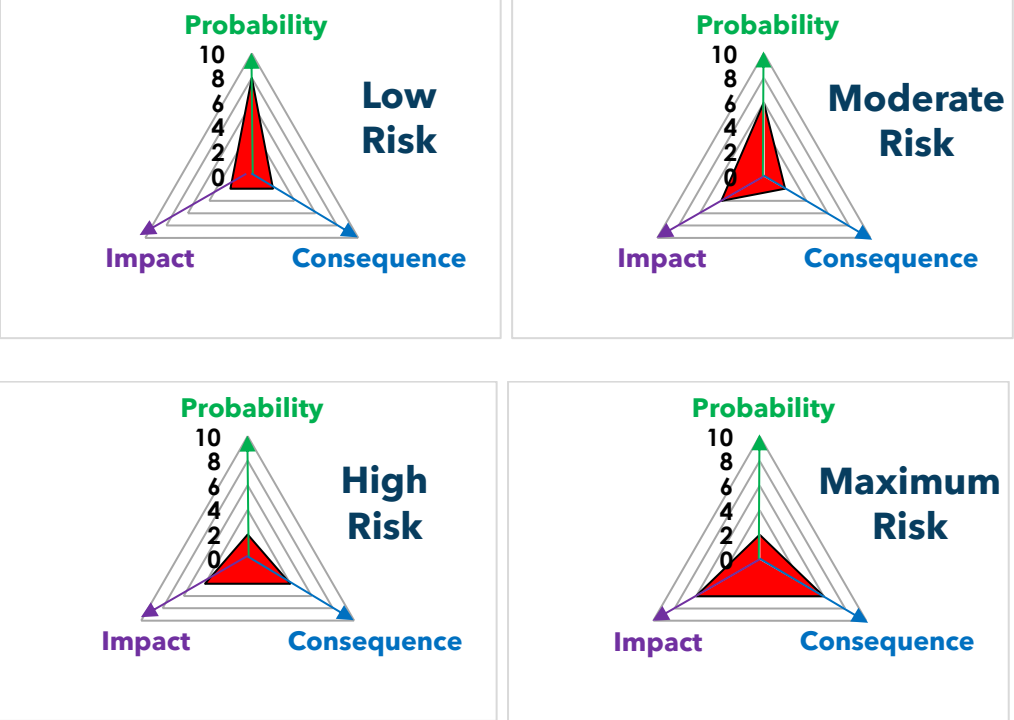
Hazardous Materials Response

Hazardous materials responses can vary from low-risk odor investigations to the maximum risk posed by a fuel tanker fire in densely populated areas. Most of these incidents can be managed by LFD; however, higher risks may require assistance from outside resources. The following figures provide the risk score and classifications assigned to each type of hazardous materials risk. The following figures provide the scoring of hazardous materials response risk assessment and three-axis risk classifications.

Figure 169: Hazardous Materials Response Risk Assessment

Description	Low			Moderate			High			Maximum		
Risk Score	P	C	I	P	C	I	P	C	I	P	C	I
	8	2	2	6	2	4	2	4	4	2	6	6
Score Assigned	16.2			19.8			13.9			28.1		

Figure 170: Hazardous Materials Three-Axis Risk Classifications



Wildland Fires Response

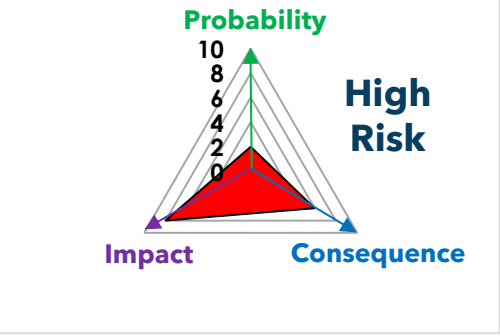
The types of wildland fire risk vary from small grass fires to large forest fires requiring many internal and external resources. The following figures provide the risk score and classifications assigned to each type of wildland fire risk in LFD's response area. The wildland fire risk encompasses low, moderate, and high risks, as a maximum risk would necessitate a state and federal response. The score assigned for high risk (36.8) is significant because of the maximum score of ten for the consequence to the community and impact on LFD. This type of incident will strain the community and emergency services. The following figures provide the wildland fire response risk assessment and the three-axis risk classification scoring.

Figure 171: Wildland Fires Response Risk Assessment

Description	Low			Moderate			High		
Risk Score	P	C	I	P	C	I	P	C	I
	6	2	2	2	2	4	2	6	8
Score Assigned	12.3			8.5			36.8		

Figure 172: Wildland Fires 3-Axis Risk Classifications





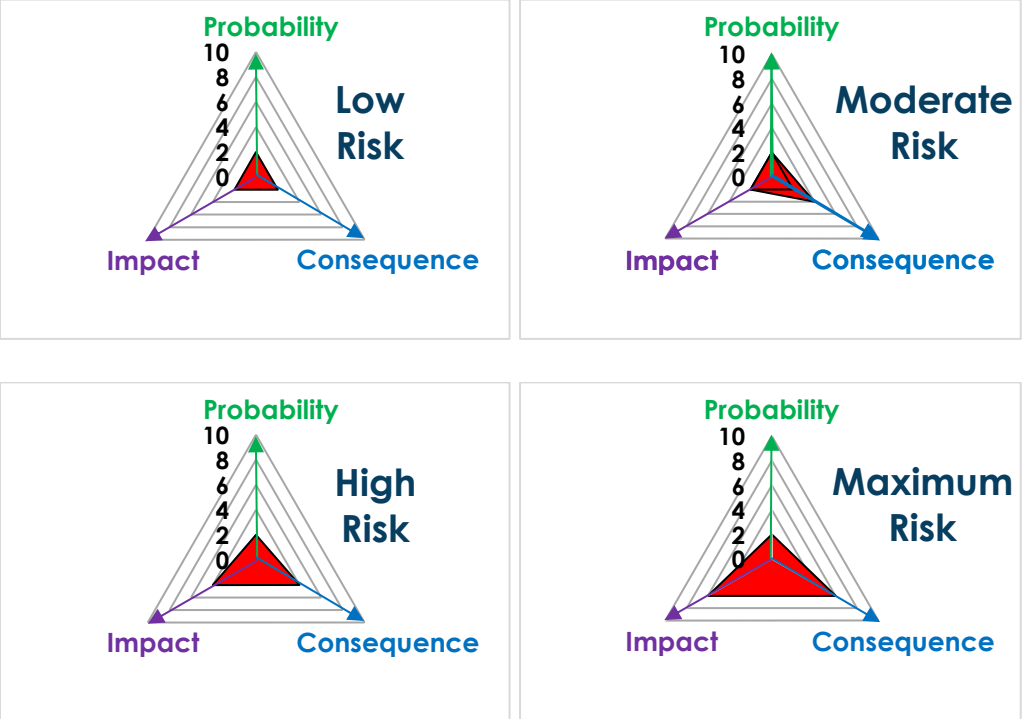
Aircraft Rescue & Firefighting (ARFF)

ARFF responses can vary from low-risk to maximum-risk ARFF incidents. These incidents require an Alert 1 (standby) response and high-risk responses for Alert 2 (major difficulty). This would also include maximum-risk incidents for Alert 3 (aircraft crash) incidents, which are a full airport response supported by off-site fire suppression apparatus and staffing. LFD can manage most ARFF incidents, but those with higher risks will require assistance from outside resources. The following figures provide the risk score and classifications assigned to each type of ARFF risk in LFD.

Figure 173: ARFF Response Risk Assessment

Description	Low			Moderate			High			Maximum		
Risk Score	P	C	I	P	C	I	P	C	I	P	C	I
	2	2	2	2	4	2	2	4	4	2	6	6
Score Assigned:	4.9			8.5			13.9			28.1		

Figure 174: ARFF Risk Classifications



Comparison of Fire Risks in Other Communities

Fire Loss

In 2023, fire departments responded to nearly 1.4 million incidents in the United States, which resulted in 3,670 civilian fire fatalities and over 13,350 civilian fire injuries. The property damage was estimated at $23 billion. The following figure shows that fire loss can fluctuate yearly, with 2021 having the highest at $42.65, while 2022 and 2023 were lower.

Figure 175: LFD Property Loss

Year	LFD Property Loss	U.S. Property Loss[26]
2021	$81.02	$48.22
2022	$28.79	$54.36
2023	$25.80	$69.30

The number of fires per 1,000 population in the LFD response area is lower than the national average, as shown in the following figure.

Figure 176: Fires per 1,000 Population

Year	LFD Fires per 1,000 Population	U.S. Fires per 1,000 Population[27]
2021	2.0	4.1
2022	1.8	4.5
2023	1.4	4.2

[26] Fire Loss in the United States, NFPA, 2018, 2019, 2020.
[27] Fire Loss in the United States, NFPA, 2018, 2019, 2020.

Intentionally Set Fires

Intentionally set fires, or in many cases considered arson, is defined as "any willful or malicious burning or attempt to burn, with or without intent to defraud, a dwelling house, public building, motor vehicle or aircraft, personal property of another.[28] The following figure lists the number of intentionally set fires from 2021 to 2023.

Figure 177: Intentionally Set Fires (2021–2023)

Year	Intentionally Set Fires
2021	3
2022	5
2023	3

[28] Crime Data Explorer, Federal Bureau of Investigation.

Section V:
FINDINGS & RECOMMENDATIONS

Findings

AP Triton conducted a comprehensive evaluation of the Lincoln Fire Department, incorporating operational data, stakeholder input, and community expectations. The findings presented below highlight key gaps, limitations, and opportunities for enhancement across service delivery, staffing, training, administration, and infrastructure.

These findings form the basis for the recommendations that follow. While not all improvements require immediate action, they collectively offer a strategic path forward. AP Triton recognizes that implementation may be phased over time and dependent on available resources; however, each finding reflects an area where targeted improvements can significantly strengthen the department's overall effectiveness and alignment with community needs.

- The development of Village 5A will begin impacting LFD by 2028.
- A minimal number of firefighters is assigned to each shift, resulting in overtime when there is a vacancy.
- The operations staff is only certified at the hazardous materials awareness level.
- The Fire Marshal is a shift Battalion Chief.
- There is no defined schedule for inspecting all commercial properties in Lincoln.
- Not all commercial occupancies have been identified for fire and life safety inspections.
- If a unit is canceled en route, the aid type should be "None."
- There is no quality control policy or procedure for reviewing incident reports.
- LFD has not established performance goals for incident response.
- There is no renovation or replacement capital fund for facilities.
- The city does not have a first responder fee for EMS incidents.
- LFD only provides basic life support (BLS) for EMS responses.
- LFD has not developed a Vision Statement.
- LFD is continuing to develop departmental standard operating procedures and policies.
- Training is provided to firefighters, but no competency-based training program or annual training plan exists.
- The LFD does not have a dedicated training facility that meets ISO requirements.

- A fund has not been established to replace apparatus and other capital equipment.
- The 911 Center has no formal performance benchmarks for answering a call or call-processing times.
- No quality management or assurance programs are in place to review 911 calls.
- Ring time in the dispatch center is not recorded.

Village 5A Recommendation

This recommendation is explicitly related to Village 5A due to its significant impact on the City and the LFD.

Recommendation: Immediately begin planning for the fire department's expansion for Village 5A.

Description: The recent annexation of Village 5A is expected to increase demand for services from LFD. The first residential development is scheduled to begin in early 2028, while the commercial development is expected to start around 2032. The development agreement specifies the responsibilities of the City and Richland Developers, Inc. Land for fire stations will be dedicated upon recording the first subdivision map for each section. The initial station must be completed before issuing the first building permit. The second station may be delayed and might not be necessary if LFD can guarantee coverage by adding a second unit to the new station.

Additional personnel will be needed to staff the extra engine and truck companies serving this area. The organization currently lacks support staff, which will be essential as the new station(s) open.

Outcome: This development will enhance public safety by reducing emergency response times, ensuring firefighters can quickly reach incidents. The additional personnel will enable Lincoln to meet NFPA 1710 standards, improving fire suppression efforts and emergency medical services. As Village 5A grows, the new fire station will provide essential infrastructure to support residential and commercial developments. The presence of more firefighters will also bolster community resilience through public education programs and emergency preparedness initiatives.

Lincoln's Village 5 Specific Plan includes provisions for fire stations to support future expansion, ensuring that emergency services keep pace with the city's development. To minimize costs, construction of the first station and acquisition of new fire equipment should commence immediately. Delaying this will increase the funding required due to inflation.

An additional engine company requires a minimum of nine personnel. As LFD grows, maintaining at least three staff members on each company will become increasingly difficult due to vacation, sick leave, and other types of leave. As the commercial area and higher-density housing (three or more floors) are developed, a ladder company with nine firefighters will be necessary. Moreover, as LFD expands, more support staff will be needed to assist the fire chief and the organization. Currently, the battalion chiefs have collateral duties in addition to supervising the operations shift to which they are assigned.

Estimated Cost: According to the development agreement, Richland may request the formation of a Mello-Roos Community Facilities District to finance the public improvements for the project. The city will assist in creating the district, allowing for bonds to be issued or taxes to be levied. The financing plan should include funding for the station, apparatus, equipment, and personnel.

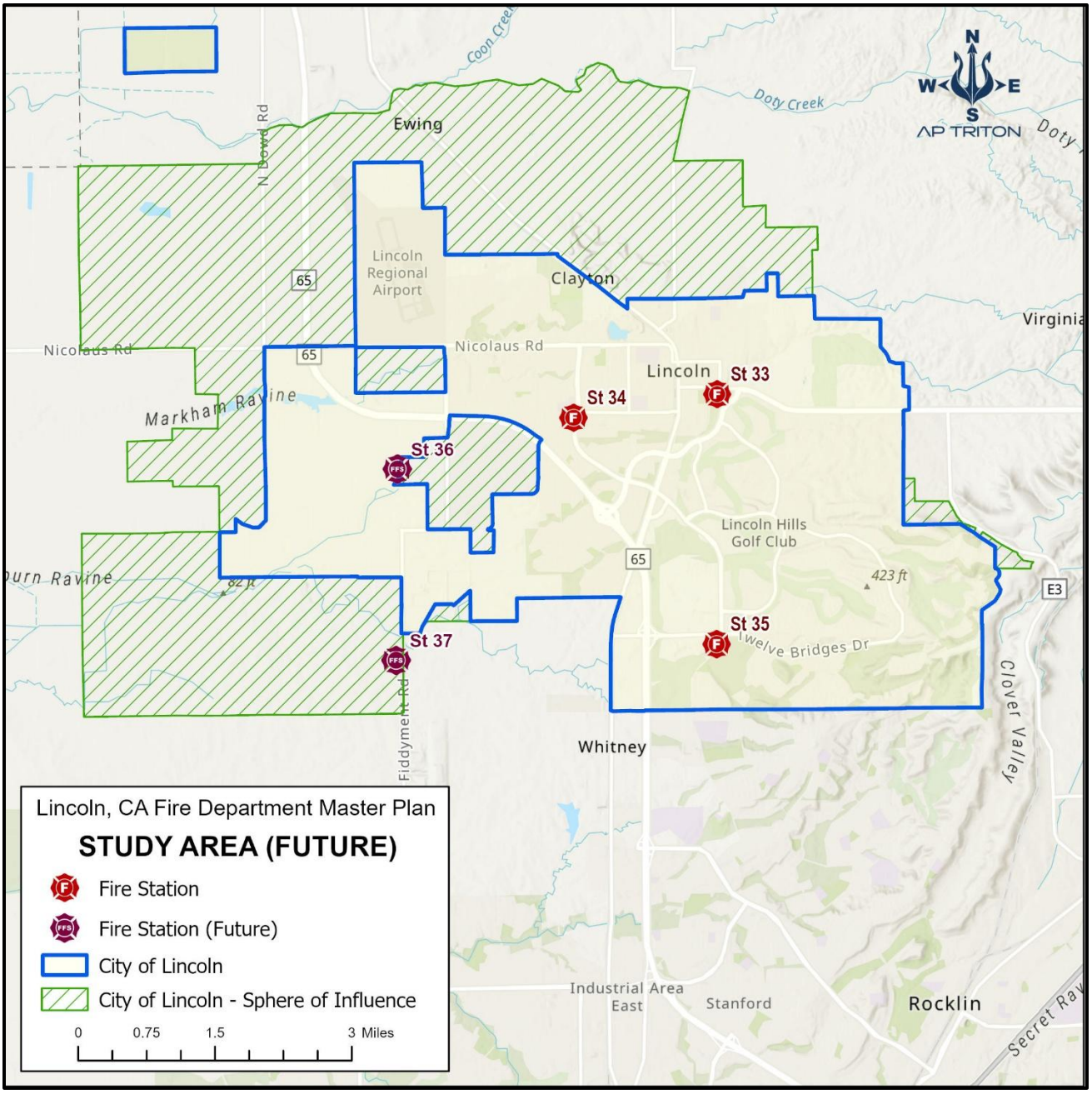
Building a new fire station costs $1,500 per square foot, while a new engine and equipment are expected to cost nearly $1 million and $100,000, respectively. A ladder truck costs $2 million and $150,000. The following figure outlines the basic salary and benefits for staffing a new engine company for Village 5A, including the equipment allocated to each firefighter.

Figure 178: Initial Engine Company Salary and Benefits Estimate

Position	Number	Salary and Benefits	Total
Firefighter/EMTs	3	$180,000	$540,000
Engineer	3	$227,500	$682,500
Captain	3	$285,000	$855,000
Support	1	$285,000	$285,000
Subtotal	10		**$2,362,500**
Equipment		**Cost**	
Turnout Gear	10	$9,000	$90,000
Uniforms	10	$2,000	$20,000
Subtotal		$11,000	**$110,000**
		Total	**$2,472,500**

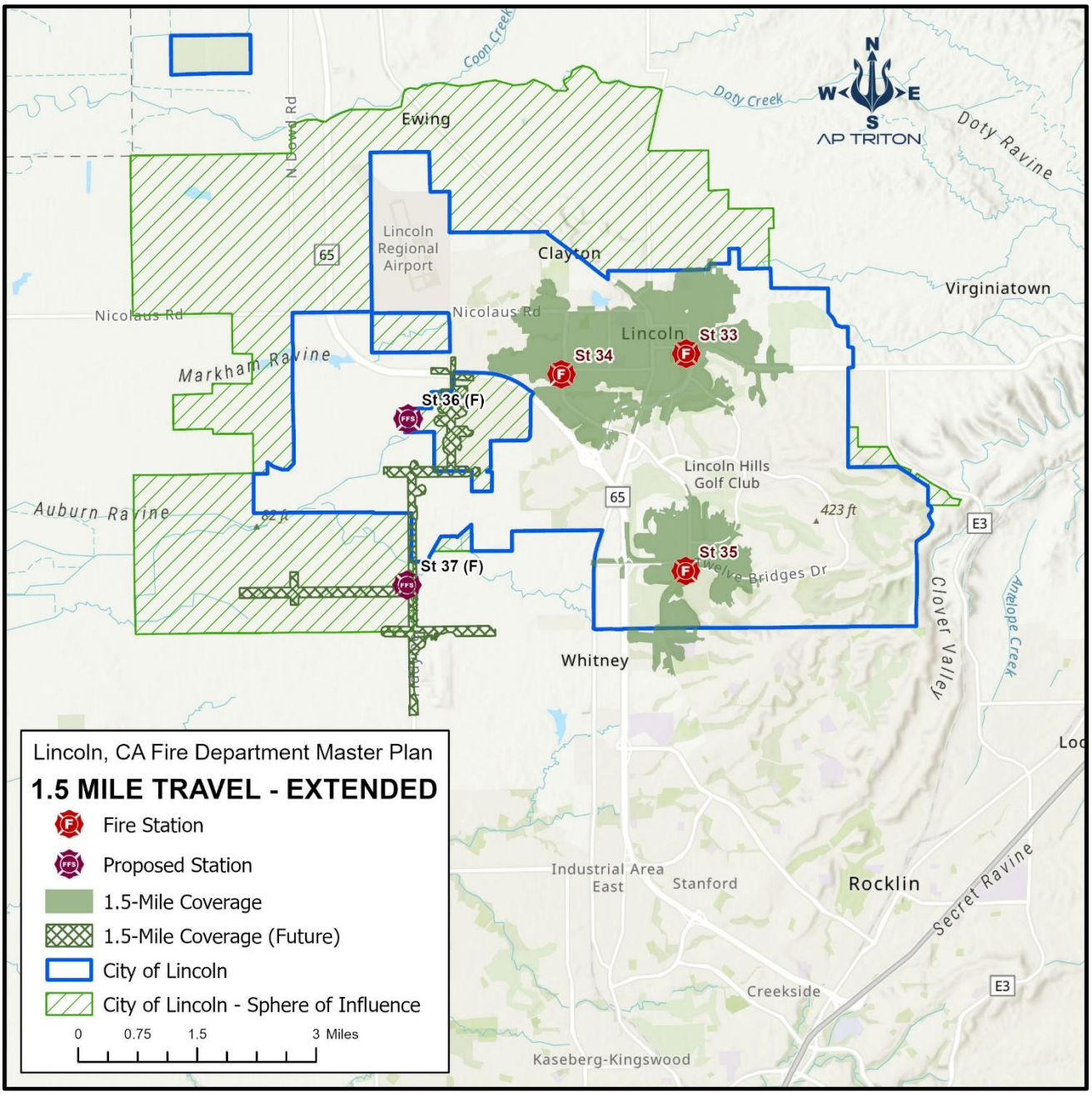
The figures below show maps of the proposed Station 36 in Village 5A and a future Station 37 on the south side of the city, in case of further annexations. The map was created based on existing roads and will need updating as Village 5A continues to grow and new streets are added.

Figure 179: Study Area with Future Fire Stations



The following figure shows the 1.5-mile travel distance from a fire station, including the new station for Village 5A and a potential station in the southwest corner of the city.

Figure 180: 1.5-Mile Travel - Extended



Recommended Short-Term Strategies

Short-term recommendations focus on enhancing the current conditions and levels of protection over the next one to two years.

Recommendation A-1: Hire an additional firefighter to assist with staffing.

Description: The current minimum staffing for LFD includes three personnel per engine company. This often results in increased overtime because off-duty staff must be available to cover shifts due to absences from illness, training, or vacation. Consequently, the existing firefighters are frequently required to work extra hours to maintain minimum operational readiness, which can lead to fatigue, burnout, and lowered morale.

Outcome: Relying on overtime not only strains the workforce but also increases departmental costs, creating a cycle where budget constraints hinder hiring more staff, thus perpetuating the need for excessive overtime.

Estimated Cost: The estimated cost for an additional firefighter is approximately $180,000, including benefits.

Recommendation A-2: LFD should train its firefighters to the Hazardous Materials Operations Level.

Description: The LFD only trains its firefighters to an awareness level. This restriction impacts the actions firefighters can take during hazardous material incidents. The Federal Occupational Safety and Health Administration sets guidelines for responding to hazardous materials. These guidelines specify the level of training a responder needs to safely handle or control an incident involving hazardous materials. An organization is penalized if it fails to meet the minimum requirements.

Outcome: Fire departments must train their firefighters beyond the awareness level to ensure they can effectively respond to emergencies and protect themselves and the public. Awareness-level training offers only a basic understanding of hazards, but additional training provides firefighters with the skills needed to act in critical situations. Hazardous materials incidents require more than just recognizing a threat. Firefighters trained at the operations level can contain and mitigate dangers, while technician-level training allows them to handle hazardous substances directly.

Estimated Cost: Bringing current firefighters to the operations level requires attending and becoming certified through the California State Training Institute. If the class cannot be provided while on shift, overtime may be necessary to receive certification.

Recommendation A-3: Hire a Fire Marshal and an Inspector.

Description: LFD does not have a fire marshal, but a shift battalion chief with a Fire Inspector II certification is usually available only when on duty. No other staff members are tasked with conducting plan reviews or fire inspections. LFD has reached its capacity for additional work and cannot develop a schedule to inspect all commercial occupancies using a risk-based method. The annexation of Village 5A will require LFD to review and approve plans for new construction and conduct inspections to verify code compliance. The current approach is unsustainable.

Outcome: Adding a dedicated fire marshal with proper certification for plan review and fire inspections will enable LFD to establish a fire prevention office. A fire inspector role will support the fire marshal as needed and allow LFD to start a program to inspect all commercial properties, not just those required by the state.

Estimated Cost: The estimated salaries range from approximately $165,000 to $185,000 for a Fire Marshal and $68,000 to $85,000 for a Fire Inspector.

Recommendation A-4: Investigate the implementation of a fire-based ALS response capability within the City of Lincoln.

Description: ALS paramedics respond to medical emergencies in Lincoln primarily through AMR via the Placer County Ambulance EOA. AMR response times have increased, which requires an LFD unit to remain at the incident until an ALS unit arrives.

Outcome: This initiative could begin with a paramedic-staffed squad responding from Station 34 and could eventually expand to include paramedic-staffed engine companies at every LFD fire station across the city. LFD will need to collaborate with S-SV EMS when considering implementing an LFD-based ALS program. An LFD-based paramedic response option would greatly reduce critical response times and return other assisting LFD units to service faster.

Estimated Cost: Adding firefighter-paramedic personnel to the existing LFD staffing through new hires or training current fire personnel as paramedics.

Recommendation A-5: Develop a schedule to inspect all commercial occupancies.

Description: There is currently no set schedule for inspecting all commercial occupancies in Lincoln. Without a schedule, properties might have fire code violations that could put occupants at risk. The current staffing levels do not permit regular inspections of businesses that are not mandated to be inspected.

Outcome: Creating an inspection schedule based on risks will improve the safety of the building's occupants and responding LFD personnel while reducing community fire and life safety hazards.

Estimated Cost: The initial costs include staff time needed to identify all commercial properties in the service area. Additional expenses might arise later if current staffing levels are insufficient for scheduling inspections of all commercial occupancies.

Recommendation A-6: Develop a Quality Control process to review incident times.

Description: LFD has set goals for call processing, turnout, and response times for incidents but lacks a formal policy or procedure for conducting quality control reviews of fire incidents.

Outcomes: Creating a quality control (QC) program for incident reporting will help ensure that the data recorded in LFD's records management system is accurate and reliable for proper analysis. Accurate data can inform LFD if calls for service exceed available resources.

Estimated Costs: Staff time is required to develop a program and review the data once it is established.

Recommendation A-7: Develop a Department Vision Statement.

Description: A vision statement encapsulates what department members value most about their LFD and shares a common picture of their hopes for the department's future. This statement encourages LFD members to work together to achieve the vision.

Outcome: The LFD vision statement should define the organization's future direction. Turning visions into daily operations takes time. The impact of visions on any department can vary from significant to minimal. Usually, smaller departmental visions are more achievable. Sometimes, multiple smaller visions work together to support a larger, overarching vision.

Estimated Cost: Administrative staff time.

Recommendation A-8: Continue to develop and adopt department SOGs and migrate them into Lexipol as approved.

Description: SOGs are formal written guidelines or instructions for incident response. They usually include operational and technical elements, enabling fire personnel and emergency responders to coordinate effectively across different disciplines during an emergency.

Outcome: SOGs are crucial for effective incident response. Well-defined and efficient SOGs are vital for developing and executing any emergency response plan.

Estimated Cost: Staff time.

Recommendation A-9: Institute a competency-based approach to training department-wide.

Description: All the essential skills of the LFD's personnel must be documented to define the expected performance standards. This includes skills such as hose handling, apparatus operation, EMS procedures and protocols, equipment and tool usage, forcible entry, ventilation, tactics, strategy, and others.

Outcome: Using a competency-based approach to training allows the department to deliver a program that not only evaluates the essential skill levels of fire personnel but also helps improve firefighters' experiences as they advance in their careers. Once competencies are defined, a system for assessing skill development toward these standards will need to be put into place.

Competency is acknowledged when thorough training and evaluation records for a specific skill performed by the firefighter clearly show that all the defined competency requirements of the standard have been satisfied.

Estimated Cost: Administrative, training, and firefighter staff time.

Recommendation A-10: Develop an Annual Training Plan.

Description: An annual training plan should be based on or modified using the following criteria:

- Periodic training needs assessments
- Defined annual program goals based on a needs assessment
- Specific delivery objectives, addressing program goals
- A process of performance measuring and monitoring

- Periodic re-evaluation and modification
- Pre-incident planning

Outcome: Safety remains the top priority in training. Proper planning sets the training standards for a fiscal or calendar year. Developing a comprehensive program helps departments meet specific training requirements while effectively tracking training hours. An effective annual training plan promotes consistency within a department and allows firefighters to gradually improve their skills. Maintaining skill retention is essential, ensuring that the knowledge and abilities gained from training sessions grow over time rather than merely being a checkmark.

Estimated Cost: Administrative and Training Staff time.

Recommendation A-11: Develop Performance Goals for Incident Response.

Description: Performance goals for a fire department include setting clear, measurable objectives that align with the department's mission, improve operational efficiency, ensure firefighter safety, enhance community risk reduction, and support ongoing training and professional growth.

Outcomes: Establishing performance goals for a fire department enhances outcomes because these goals provide clear direction and measurable benchmarks that guide daily operations, improve accountability, and ensure efficient resource use. By setting specific objectives, departments can concentrate on critical areas like response times, training, equipment readiness, and community risk reduction. This organized approach promotes ongoing improvement, supports data-driven decision-making, and helps identify and address performance gaps. Ultimately, it results in better service delivery, greater firefighter preparedness and safety, and increased public trust in the department's ability to protect the community.

Estimated Costs: The costs are minimal, but staff time is required to develop the goals and have the City to adopt them.

Recommendation A-12: Develop benchmarks for the 911 Center and Increase Staffing.

Description: Benchmarks and adequate staffing are essential to the performance and reliability of a 911 Center, providing a structured foundation for evaluating success and ensuring that critical emergency services are delivered efficiently and effectively. Benchmarks establish clear performance standards, including call answer times, dispatch times, and response coordination, which help determine whether the center meets its operational goals. These metrics allow leadership to identify strengths and weaknesses, enabling data-driven decisions that support targeted improvements. Proper staffing guarantees enough trained personnel to handle the volume and complexity of emergency calls without delays or mistakes. When staffing levels match demand, it reduces burnout, minimizes errors, and boosts morale, improving service delivery. Additionally, it offers flexibility during peak times or major incidents to ensure the center maintains high performance even under stress. Currently, no benchmarks have been adopted for the 911 Center, and staffing becomes strained when a dispatcher is unavailable to work a shift or needs to take a break.

Outcomes: Benchmarks are typically based on national standards and best practices established by organizations such as the National Emergency Number Association (NENA), APCO International, and the NFPA. Tracking call answering and processing times is essential to ensure that callers are not left waiting on hold for a dispatcher or emergency services. The city might consider partnering in a Joint Powers Authority (JPA) to operate a shared center with other local governments.

Estimated Costs: A dispatcher's projected salary and benefits are expected to total $87,500. The cost of joining a JPA is unknown and would require additional information to determine the City's expense.

Recommended Mid-Term Strategies

The mid-term strategies are progressive enhancements of the current conditions. Many will likely require three to five years to accomplish.

Recommendation B-1: Consider implementing a First Responder Fee

Description: Although LFD does not offer ambulance transportation services, its resources are usually the first to respond to emergency medical incidents. A First Responder Fee (FRF) allows an agency to recover part of the costs related to providing emergency response and patient care outside of an ambulance transport scenario.

***Outcome*:** An FRF should be based on the actual costs of providing services, including staff, apparatus, equipment, and supplies. Implementing an FRF would enable FFD to recover a portion of these costs.

***Estimated Cost/Revenue*:** Although calculating an FRF is beyond the scope of this study, AP Triton could assist with this calculation in the future.

Recommendation B-2: Develop a dedicated Fire Training Facility

Description: The department does not have a dedicated training facility, which should include a classroom, training props, and a tower. NFPA 1402 recommends that fire training facilities cover at least two acres, feature a three-story tower, and support live fire training.

Outcome: An NFPA 1402-compliant facility might not be feasible in the short term, but the need remains based on AP Triton's assessment of the department's needs. LFD should start developing both short- and long-term strategies for either co-locating a training center beside Station 34 or the new fire station planned for Village 5A. Consider including a law enforcement component in the training facility.

Estimated Cost: Administrative staff time, the formation of a department-wide Fire Training Center planning committee, and a contract for planning efforts involving engineering and architectural consulting services; the cost could be between $50,000 and $75,000.

Recommendation B-3: Develop a Capital Replacement Program.

Description: A fire department capital replacement program is a well-organized plan that defines how and when the department will replace key capital assets, such as fire apparatus, emergency vehicles, fire stations, communication systems, protective gear, and other vital infrastructure. This program is created based on the expected lifespans of equipment, manufacturer guidelines, maintenance records, industry standards, and operational requirements. It includes specific timelines, budget estimates, and funding plans to make sure the department can efficiently upgrade or replace aging or outdated assets before they fail or become unreliable.

The capital replacement program supports long-term budgeting and financial planning by estimating future needs and aligning them with available resources. It also helps maintain operational readiness by ensuring personnel have access to safe, functional, and current equipment. The program can be reviewed and updated regularly to reflect changes in service demand, technological advancements, wear-and-tear patterns, or shifts in strategic priorities. Ultimately, the capital replacement program is vital to a fire department's overall asset management strategy and helps maintain service quality, safety, and fiscal responsibility.

Outcome: By forecasting and budgeting for replacements, the department and city can reduce the financial burden of emergency purchases and ensure resources are allocated efficiently. A capital replacement program also supports firefighters and public safety by ensuring that equipment meets modern standards and performs effectively during emergencies. Additionally, maintaining a well-documented and consistently followed program demonstrates fiscal responsibility and accountability to the community and city leadership, which is vital for maintaining public trust and support. This proactive approach aligns the department's capabilities with current and future service needs.

Due to their age and condition, two of the three Wildland apparatus and the existing Water Tender should be evaluated for potential replacement. LFD's reserve utility vehicles, which are reportedly over 20 years old, are scheduled for replacement in the 2024–25 budget cycle. Planning for the financial impacts of these replacements is essential to ensure that LFD can acquire the assets on time.

Estimated Cost: Time needed for staff to categorize assets for the replacement schedule and to estimate the costs to replace those assets.

Recommended Long-Term Strategies

The long-term strategies are progressive enhancements of the current conditions. Many will likely require five to fifteen years to accomplish.

Recommendation C-1: Create a renovation or replacement capital fund for its facilities.

Description: A capital fund is designed to finance upgrades to existing facilities and the building of new ones. A fire station usually lasts 50 to 75 years, assuming all major parts are properly maintained. However, this period might not consider updates to building and fire codes that improve safety or advances in construction techniques.

Outcome: A designated fund enables the City to allocate a budget and plan for renovations in advance of emergency repairs, avoiding any negative impact on the fund balance or the LFD annual budget. The fund also aims to replace existing fire stations and build new ones. New fire stations are critical due to growth or high call volumes that strain current service levels.

Estimated Cost: Depending on the final design, building a new fire station may cost between $1,300 and $1,500 per square foot. The fire department's annual budget should include sufficient fund transfers to support the improvement and replacement fund for this facility.

Section VI:
APPENDICES

Strategic Partners—Stakeholder Interviews

Introduction to the Stakeholder Interviews

As part of this assessment, AP Triton conducted interviews with a broad range of internal and external stakeholders associated with the City of Lincoln Fire Department. The purpose of these interviews was to gain a deeper understanding of the current challenges, concerns, and expectations related to the City's emergency service delivery system. Discussions also explored opportunities for improved collaboration, shared services, and alignment with community needs.

The insights collected during this process represent the perspectives of individuals and groups interviewed—referred to as "people inputs." These inputs often reflect perceptions and personal experiences rather than independently verified facts. All information was taken at face value and reviewed collectively for consistency, recurring themes, and frequency of mention. The project team utilized this information to identify trends, confirm observations across multiple sources, and determine which findings were substantial enough to be included in this report.

Stakeholders were drawn from the following categories:

- Elected Officials
- City Management
- Department Heads
- Business and Community Leaders
- Community Members and Volunteers
- Fire Department Chief Officers
- Labor Representatives
- Rank-and-File Personnel
- Administrative Staff

The observations and recommendations presented in this section are based on patterns that emerged during the stakeholder engagement process and were deemed relevant and significant to the department's current and future service planning.

Elected Officials, City Management, Department Heads

What strengths contribute to the success of the fire department?

- Leadership
- Developing a plan for the future
- Dedicated staff

What does the department do well?

- Respond to emergencies
- Good communications
- Community player

What are some areas in which you think the department could make improvements?

- Succession planning
- More human resources involvement

What opportunities, in your view, are available to improve the service and capabilities of the fire department?

- More community involvement
- On-duty battalion chief

What do you see as the top three critical issues faced by the fire department today?

- Growth
- Staffing
- Funding

If you could change one thing in the fire department, what would it be?

- How to fund staffing on the engines
- A little more community involvement, but they do a good job

How would you describe the level of services provided by the fire department?

- Excellent
- Great staff
- Team players

What, in your opinion, are some opportunities to improve service and or coordination within the county?

- Continue with the automatic and mutual aid system

Business and Community Leaders, Community Members, and Community Volunteers

Can you please describe your expectations of LFD?

- Provide service in a timely manner
- Have good equipment

What of these expectations is not met to your satisfaction?

- None

What do you think the fire department is doing particularly well?

- Providing emergency response
- Community involvement

Are there services that you think the Department should be providing that they are not now?

- More advanced medical care

Are there services the Department is providing that you think should be discontinued or done differently?

- No

When you dial 9-1-1 to report an emergency, how long should it take for help to arrive?

- 6 minutes
- 5 minutes

Does that expectation change depending on where in the community you are located?

- No
- There may be a difference depending on how far you are from a fire station.

Chief Officers, Labor Leaders, Rank & File, Administrative Staff

What strengths and successes best define LFD today?

- Leadership
- 3-0 staffing on the engines
- Good labor/management relationship

What are the key areas that need attention or improvement within the department?

- Additional staff for training
- Ability to provide better emergency medical care
- More supervision on the shifts – Need a battalion chief
- Will need a logistics person and more administrative support as the department grows

What opportunities do you believe exist to improve department effectiveness or community service?

- Consider advanced life support at some point in the future
- A dedicated fire marshal
- More fire and injury prevention programs
- Dedicated emergency management position

What do you see as the top three critical issues faced by the fire department today?

- Staffing is needed to keep up with existing and future demand
- Growth will occur with Village 5A and other development in the city
- Funding to build fire stations, purchase new apparatus, and increase staffing

If you could change one thing in the department, what would it be?

- Maybe add advanced life support for medical calls
- Plan to upgrade the oldest fire station

How would you describe the level of service provided by the fire department?

- We do more with less
- Provide an excellent service based on staffing and funding

Appendix B: Risk Classifications

The following are the risk classifications determined by incident type.

Fire

Low Risk

These incidents are considered low risk and minor in scope and intensity. A single fire apparatus and crew is required to manage fires involving passenger vehicles, fences, trash or dumpsters, downed power lines, residential or commercial alarm investigations, or odor investigations.

Moderate Risk

These incidents are the first alarm response needed to manage a moderate fire risk incident. They include smoke in a building, small outside building fires, commercial vehicle fires, a single-family residence fire, a lightning strike to a building, an automatic fire alarm at a high-risk occupancy, or a hazardous materials pipeline fire.

High Risk

These incidents are a second alarm response needed to manage a high-fire risk incident. They include smoke in a high-life hazard property (school, skilled nursing, etc.), a single-family residence with injured or trapped victims, a multi-family residential building, or a moderate-sized commercial/industrial occupancy.

Maximum Risk

A third alarm response is needed to manage a maximum fire risk incident. These incidents include a hospital, assisted living facility, fire in an apartment building, high-rise building fire, a large commercial or industrial occupancy, hazardous materials railcar or storage occupancy. Incident assignments will include additional command staff, recalling off-duty personnel, and mutual aid assistance for other critical tasking needs.

EMS Risks

Low Risk

A single EMS unit can manage a low-risk EMS incident involving an assessment of a single patient with a critical injury or illness, no life-threatening medical call, lift assist, or standby.

Moderate Risk

A two-unit response is required to control or mitigate a moderate-risk EMS incident. It involves assessing and treating one or two patients with critical injuries or illnesses or a motor vehicle crash with one or two patients.

High Risk
A multiple-unit response is required to control or mitigate a high-risk EMS incident. It involves 3–8 patients with injuries ranging from minor to critical. Patient care will involve triage, BLS, ALS treatment, and a coordinated transport of patients.

Maximum Risk
A multiple-unit response is required to control or mitigate a maximum-risk EMS incident. It involves more than nine patients with injuries ranging from minor to critical. Patient care will involve triage, BLS, ALS treatment, and a coordinated transport of patients. If this is an active shooter incident, the response may require a casualty collection area unit to treat patients not in the hot zone.

Technical Rescue

Low Risk
A single fire unit can manage a low-risk technical rescue incident involving minor rescues, such as a child locked in a vehicle, elevator entrapment, or minor mechanical entrapment.

Moderate Risk
A two-unit response is required to control or mitigate a moderate technical rescue risk incident. Support is not usually required from a technical rescue team. This type of incident involves a motor vehicle crash that requires patient extrication, removal of a patient entangled in machinery or other equipment, or a person trapped by downed power lines.

High Risk
A multiple-unit response is required to control or mitigate a high-risk technical rescue incident. This type of incident may involve full-scale technical rescue operations ranging from structural collapse to swift water rescues. It may involve multiple motor vehicles that require extrication, commercial passenger carriers, or a vehicle impacting a building. Support is usually needed required from a technical rescue team. This incident may require multiple alarms.

Maximum Risk

A multiple-unit response is required to control or mitigate a maximum-risk technical rescue incident. Support is required from a specialized technical rescue team and may have multiple operations locations. This type of incident will involve full-scale technical rescue operations such as victims endangered or trapped by structural collapse, swift water, or earth cave-ins. This incident will require multiple alarms and may expand beyond the identified critical tasking. Recall of off-duty personnel or assistance from auto or mutual aid may occur during a disaster or when additional alarms and command staff are needed.

Hazardous Materials

Low Risk

A single fire unit can manage a low-risk hazardous materials incident involving carbon monoxide alarms and other unknown hazmat investigations without symptomatic victims, less than 20 gallons of fuel, a natural gas meter incident, downed power lines, equipment, or electrical problems, or attempted burning. Automatic alarms that may originate from a hazardous material.

Moderate Risk

A two-unit response is required to control or mitigate a moderate-risk hazardous materials incident. A hazardous materials team usually does not require direct support. This type of incident involves a carbon monoxide alarm with symptomatic patients, a fuel spill of 20–55 gallons, or a gas or petroleum products pipeline break that does not threaten any exposures.

High Risk

A multiple-unit response with a hazmat team is required to control or mitigate a high-risk hazardous materials incident. Support is needed for a Level 2 hazmat incident that involves establishing operational zones (hot/warm/cold) and assigning multiple support divisions and groups. This response includes a release with 3–8 victims, gas leaks in a structure, hazmat alarm releases with victims, flammable gas or liquid pipeline breaks with exposures, fuel spills greater than 55 gallons, fuel spills in underground drainage or sewer systems, transportation or industrial chemical releases, or radiological incidents. Additional assistance may be required to expand operations past the identified critical tasks.

Maximum Risk

A multiple-unit response is required to control or mitigate a maximum-risk hazardous materials incident. Support is required from an on-duty hazmat team and their specialized equipment. This type of incident involves establishing operational zones (hot/warm/cold) and assigning multiple support divisions and groups. Examples include nine or more contaminated or exposed victims, a large storage tank failure, a hazmat railcar failure, or a weapon of mass destruction incident. This incident will require multiple alarms and may expand beyond the identified critical tasking. Recall of off-duty personnel or assistance from auto or mutual aid may occur during a disaster or when additional alarms and command staff are needed.

Wildland Urban Interface

Low Risk

A single fire unit can manage a low-risk wildland firefighting incident involving a fire minor in scope, structures not threatened, and Red Flag conditions do not exist. These include low-risk wildland or grass fires, including an outside smoke investigation, illegal or controlled burns, or small vegetation fires.

Moderate Risk

Multiple units are needed to manage a moderate-risk wildland firefighting incident involving a significant fire in brush, a brush pile at a chipping site, grass, or cultivated vegetation. Red Flag conditions do not exist, and structures may or may not be threatened.

High Risk

Multiple units or alarms are needed to manage a high-risk wildland firefighting incident. The level is associated with Red Flag warnings with structures that may or may not be threatened. This fire involves a significant wildfire in brush, grasses, and cultivated vegetation. And woodland areas. Additional alarm assignment, command staff, recall of off-duty personnel, and mutual aid assistance may require the operations to extend beyond the identified critical tasks.

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AP TRITON
VISION · INNOVATION · SOLUTIONS

Lincoln, CA

MASTER PLAN

Community Risk Assessment: Standard of Cover

Purpose and Approach

- The purpose of a Master Plan is to understand where the city is in relation to:
  - The risks the community faces today.
  - Anticipate community growth (and therefore risk growth).
  - Recommend steps to position the Lincoln Fire Department to address that growth in advance with appropriate resources and infrastructure.
- In short, a Master Plan keeps the fire department and the City from lagging behind community growth and development.

Process

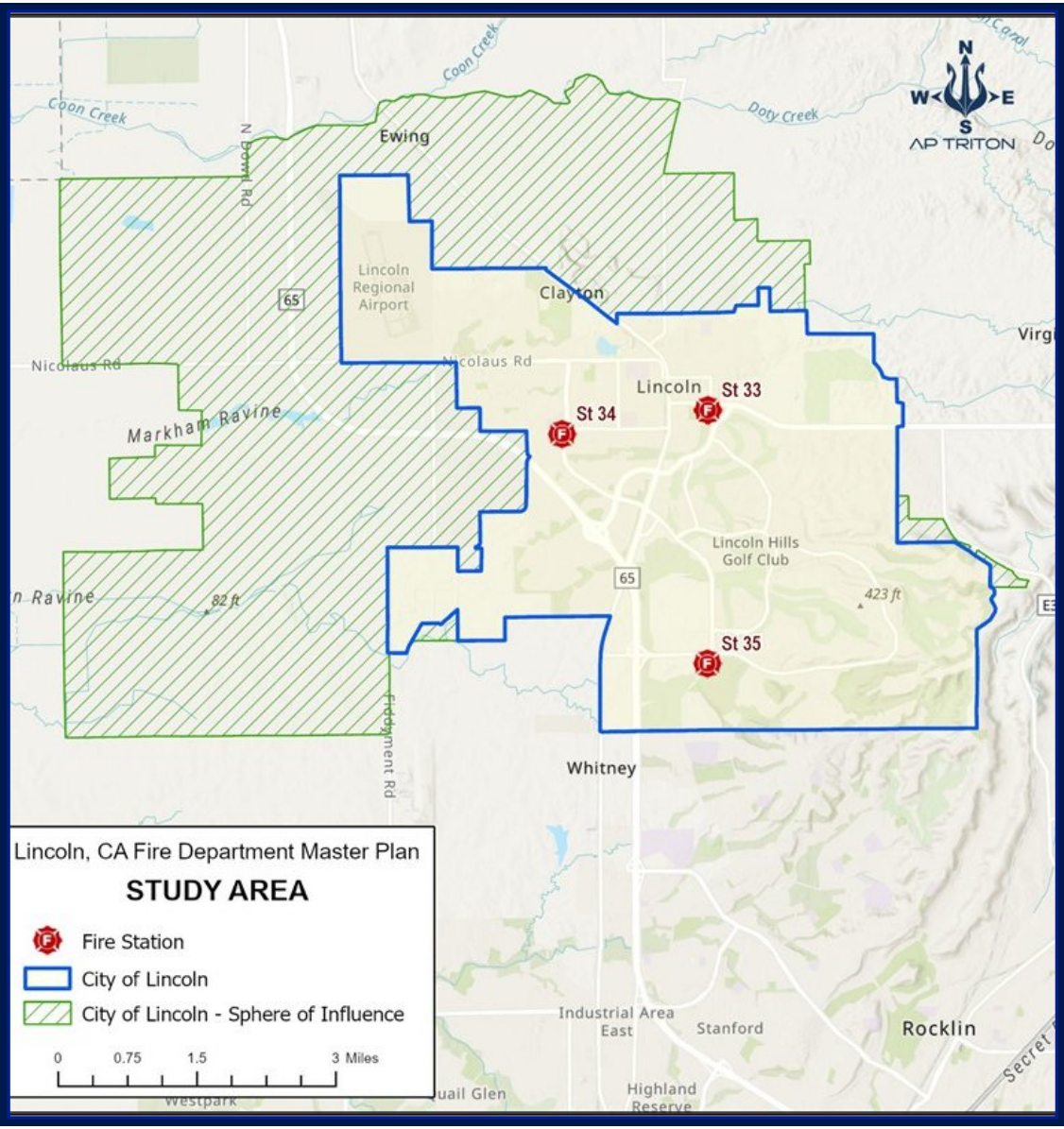
- The Triton Team analyzed the data provided by the departments as well as others to determine the current levels of response performance.
- From this analysis, the team identified factors influencing risk and response performance and has identified opportunities for delivery system improvement.

Description of Community Served

- Resident population: Approximately 53,231
- Approximately 20 square miles
- Lincoln incorporated in 1890
- Operates from three fire stations

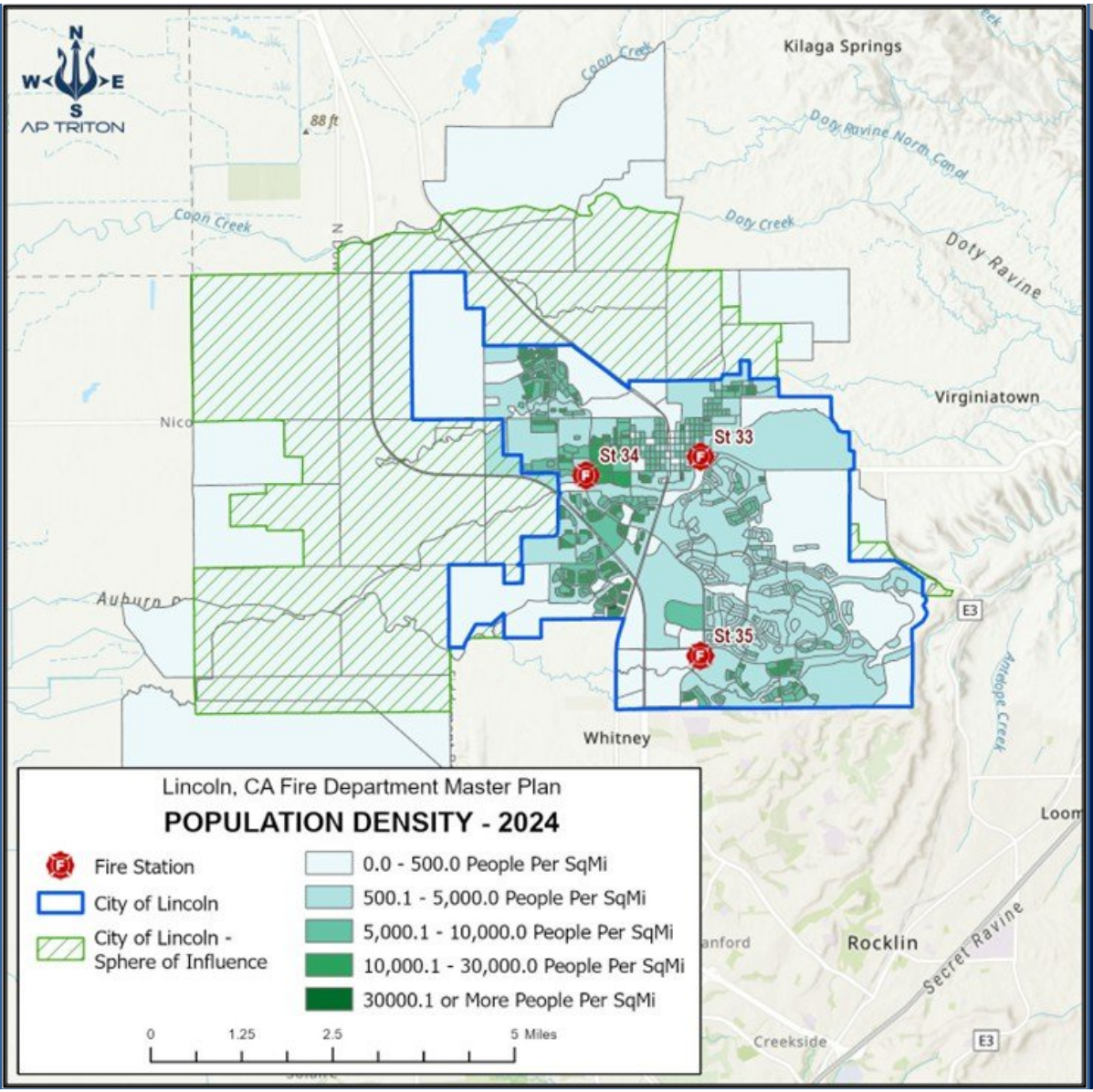
Services Provided

- Traditional structural fire suppression
- EMS Response at the basic life support level
- Hazardous materials response at awareness level
- Life-safety programs (inspections, plan reviews)
- Community Risk Reduction


Coon Creek
Doty Creek
Ewing
N Bowl Rd
Lincoln Regional Airport
Clayton
65
Nicolaus Rd
Markham Ravine
Lincoln
St 33
St 34
Lincoln Hills Golf Club
423 ft
82 ft
St 35
Fiddyment Rd
Whitney
Industrial Area East
Stanford
Rocklin
Highland Reserve
Westpark
Quail Glen
AP TRITON
Lincoln, CA Fire Department Master Plan
STUDY AREA
Fire Station
City of Lincoln
City of Lincoln - Sphere of Influence
0 0.75 1.5 3 Miles

Study Area

Population Density



Financial Overview

- Funded through the city's general fund and CIP
- Funding for some staff position from the ARPA
- Village 5A impact
  - Building a new fire station
  - Hiring additional personnel
  - Puchasing a new apparatus and equipment

Stations Overview

- Station 33 is 17-years old and is in good condition
- Station 34 is 17-years old and serves as the headquarters for LFD
- Station 35 is 24-years old is the smallest of the three stations







Apparatus Overview

- Apparatus Condition
  - All three frontline engines are in good condition
  - A new engine (2028), grass (2026), and brush (2026) apparatus are on order
- There is no ladder truck
- The reserve engines are in fair condition
- The Type 3 and 6 engines are in good or poor condition

Technology

- LFD utilizes ImageTrend as its records management system.
- The apparatus have mobile computers
- The department is transitioning to Tablet Command pre-incident planning software for target hazards

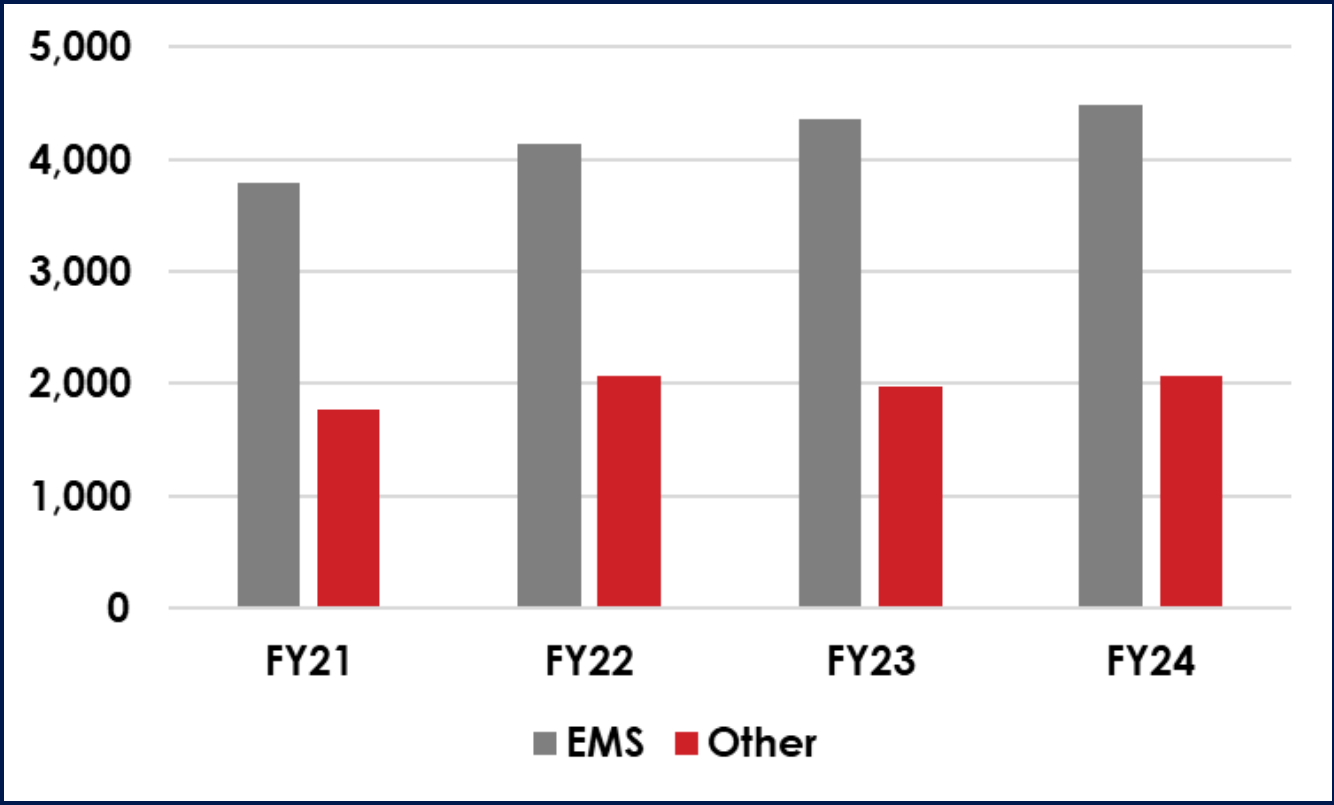
Service Delivery & Performance



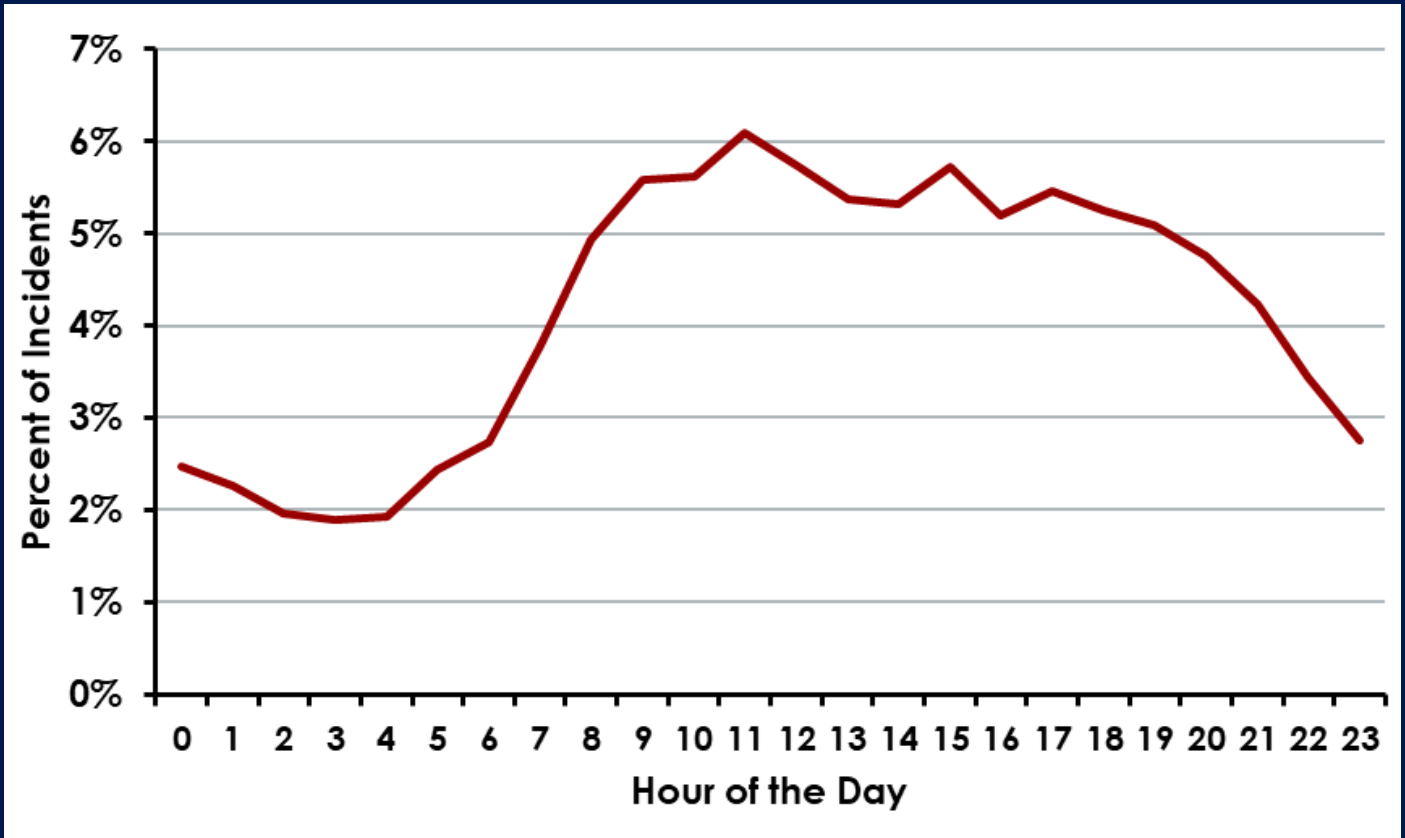
Service Demand by Type (FY 2021-24)

Incident (NFIRS Group)	Quantity	% Total Responses
Lincoln Fire Department Responses		
Fire (100)	580	2.35%
Overpressure (200)	5	0.02%
Rescue-Medical (300)	16,768	68.06%
Hazardous condition (400)	243	0.99%
Service (500)	3,214	13.04%
Good Intent (600)	2,621	10.64%
False Alarm (700)	1,185	4.81%
Disaster (800)	8	0.03%
Special (900)	14	0.06%
Total Responses	24,638	100%
Mutual Aid		
Auto and Mutual Aid Received	246	1.00%
Auto and Mutual Aid Given[1]	1,030	4.18%

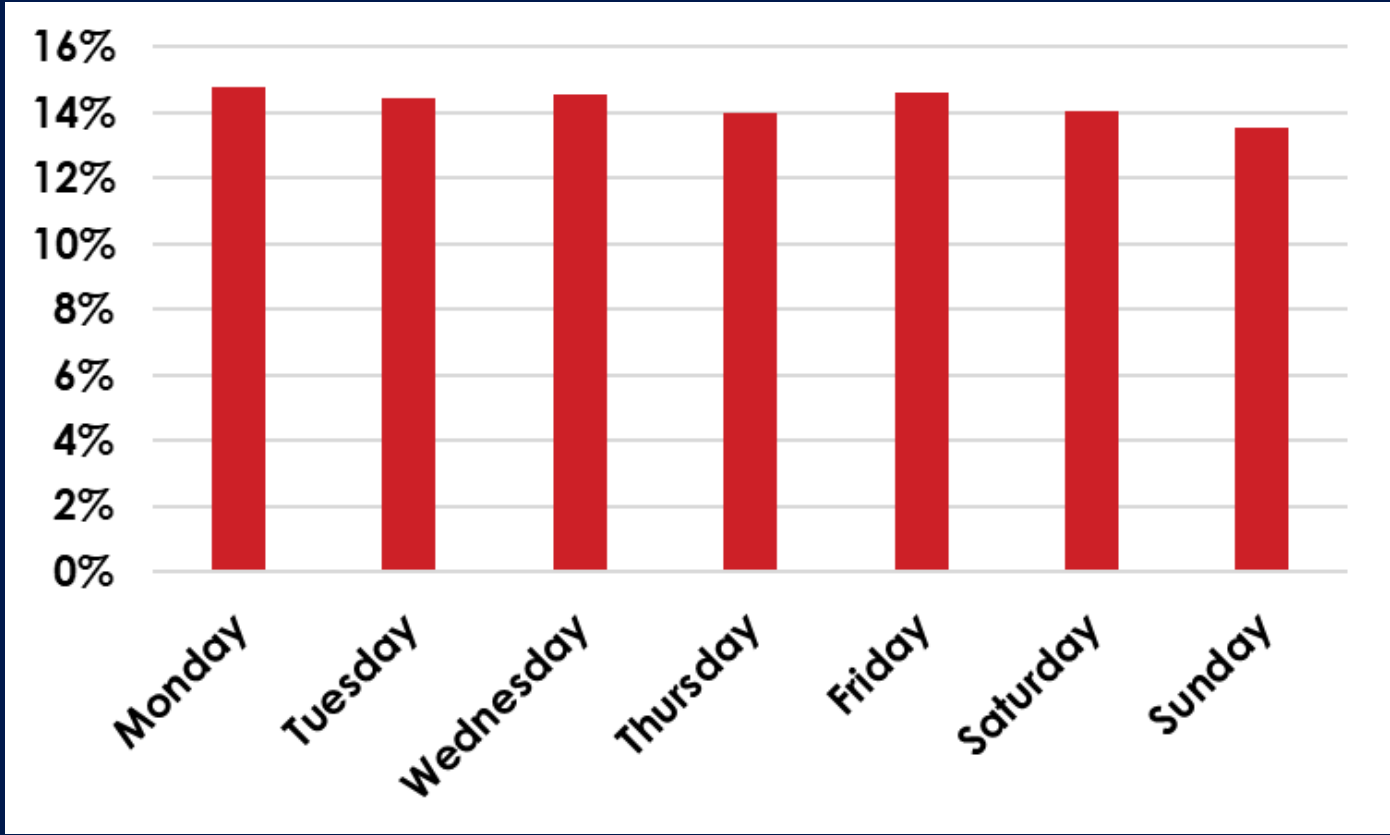
Response Workload History (2021-24)



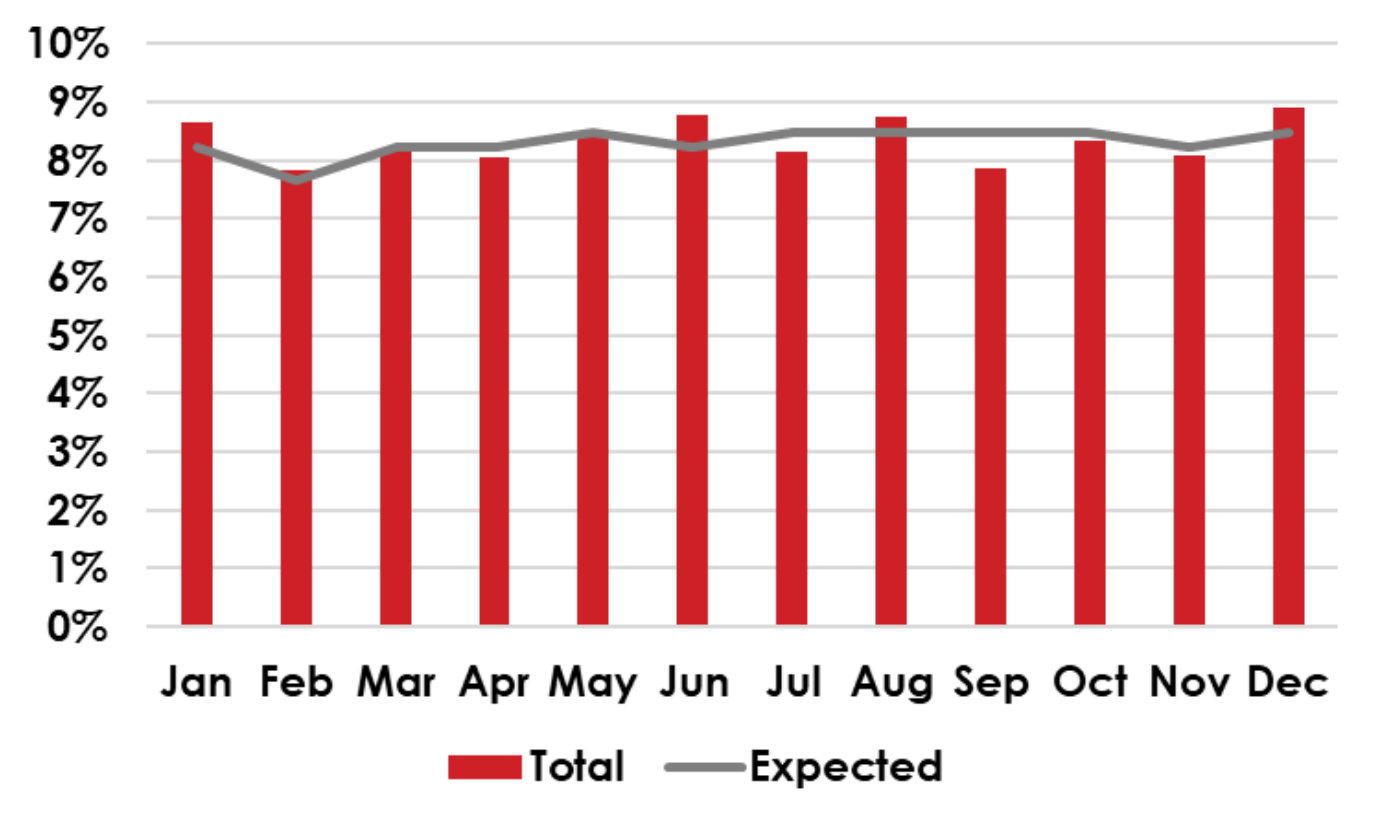
Incidents by Hour of the Day (2021-24)

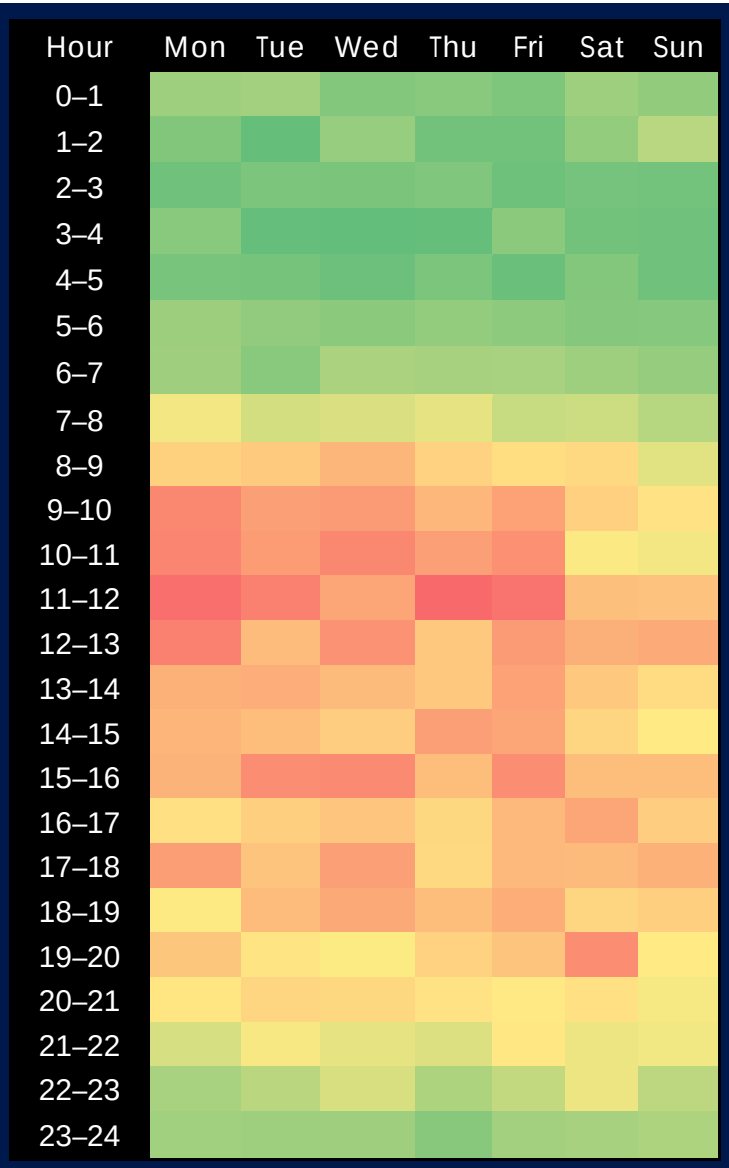


Service Demand by Day of the Week (2021-24)



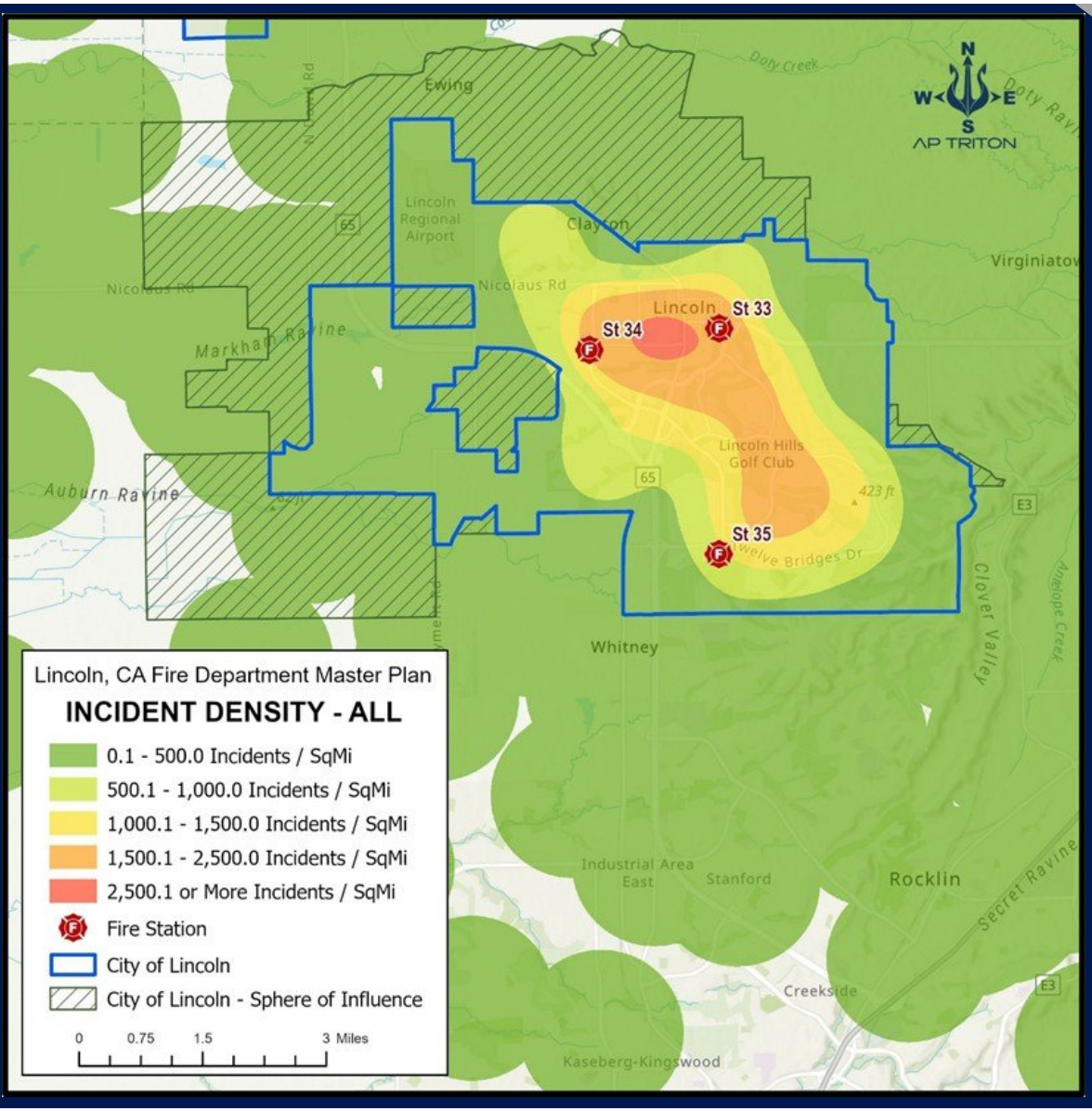
Service Demand by Month (2021-24)



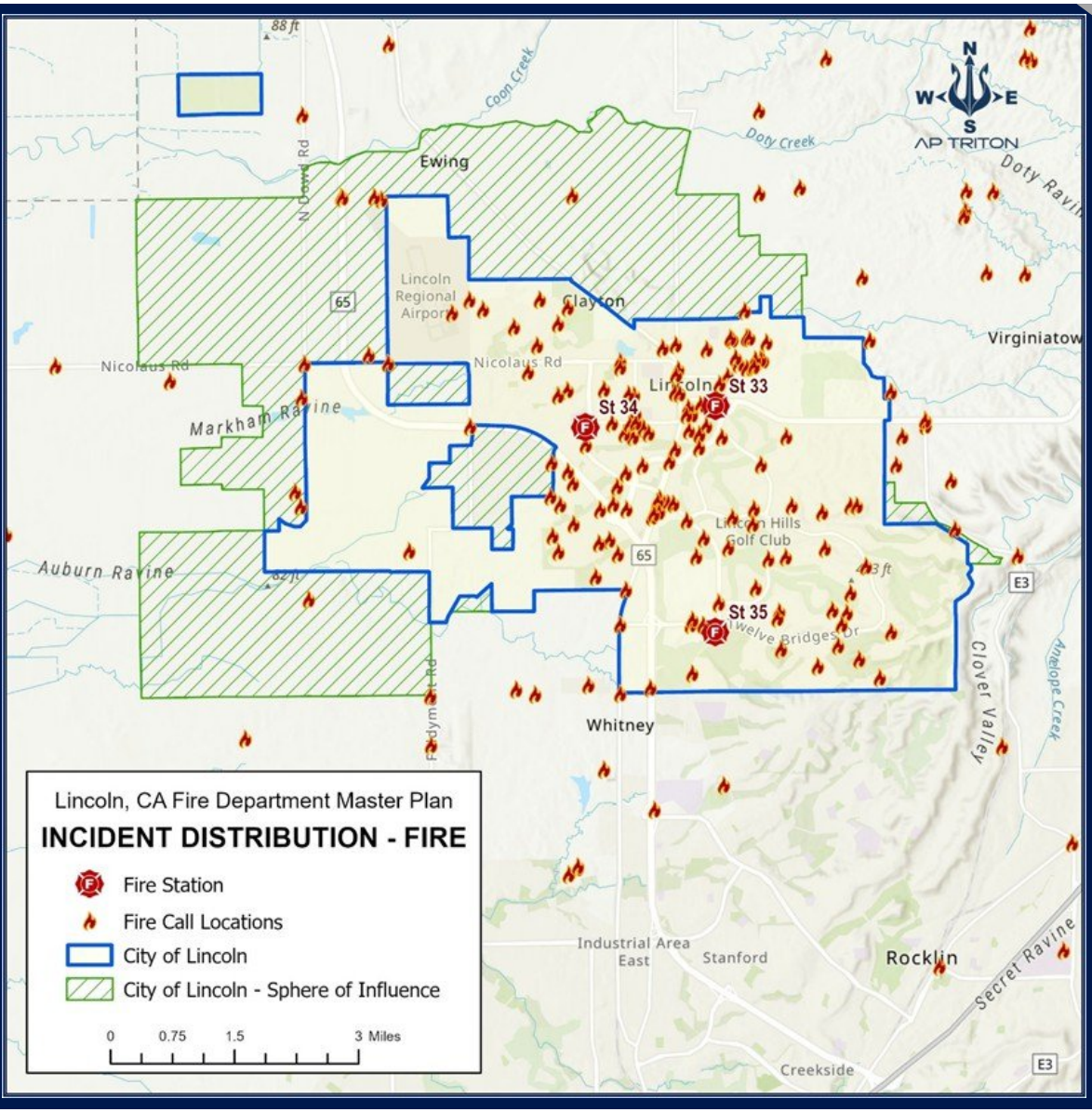


Color	Incidents
	211–227
	187–210
	172–186
	154–171
	122–153
	90–121
	77–89

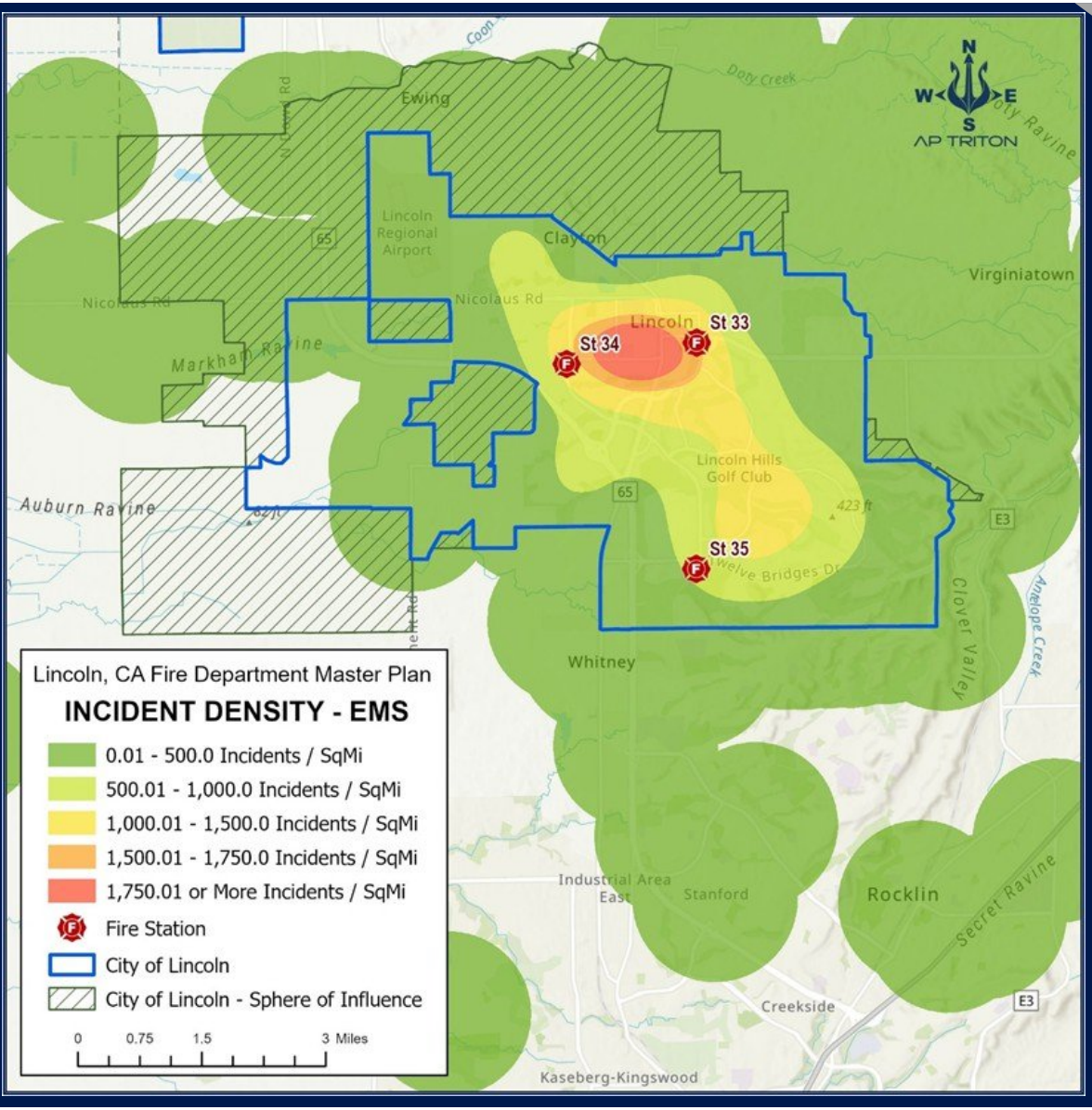
Service Demand by Day and Time (2021-24)



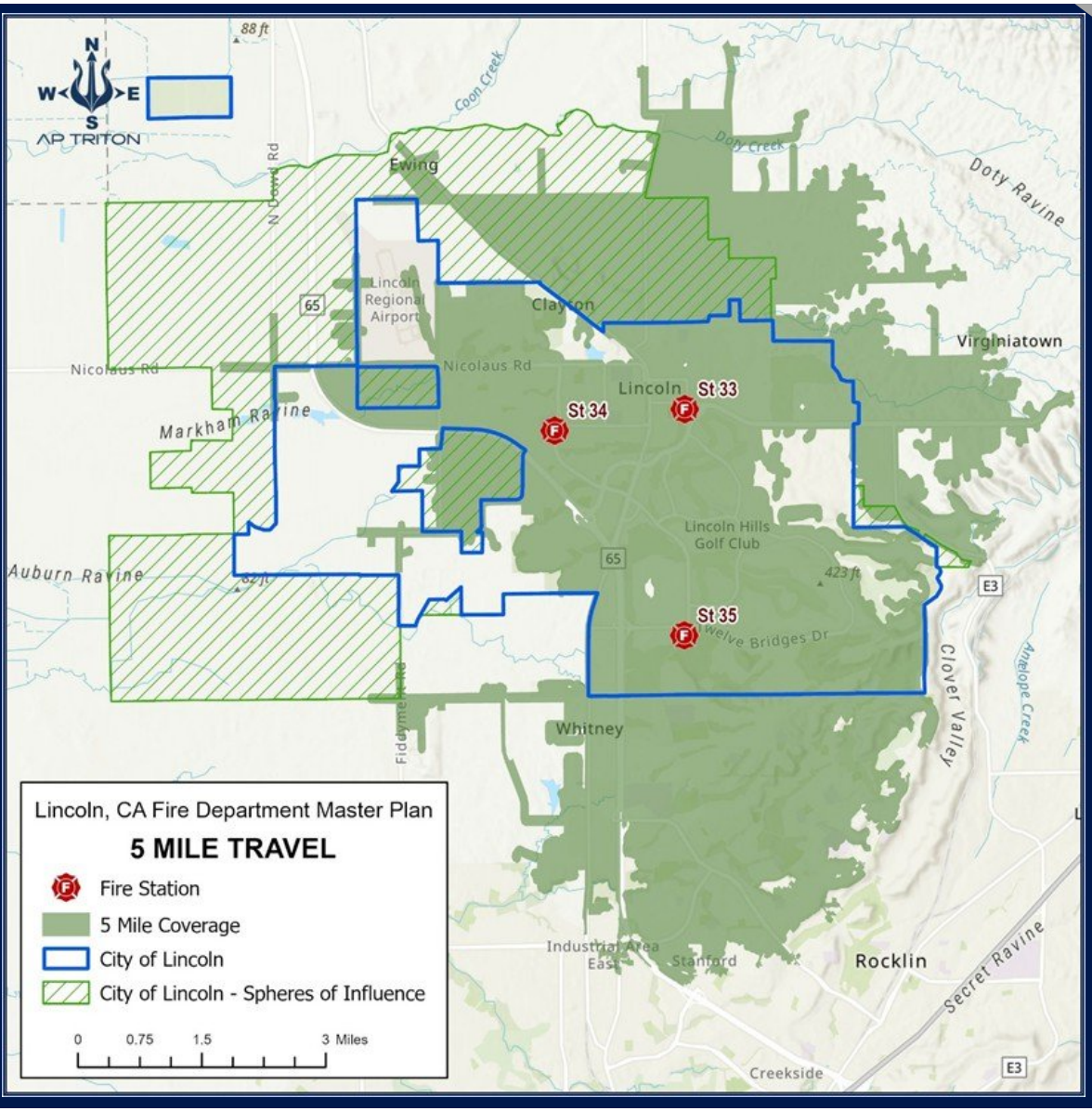
Service Demand - All Incident Types (2021-24)



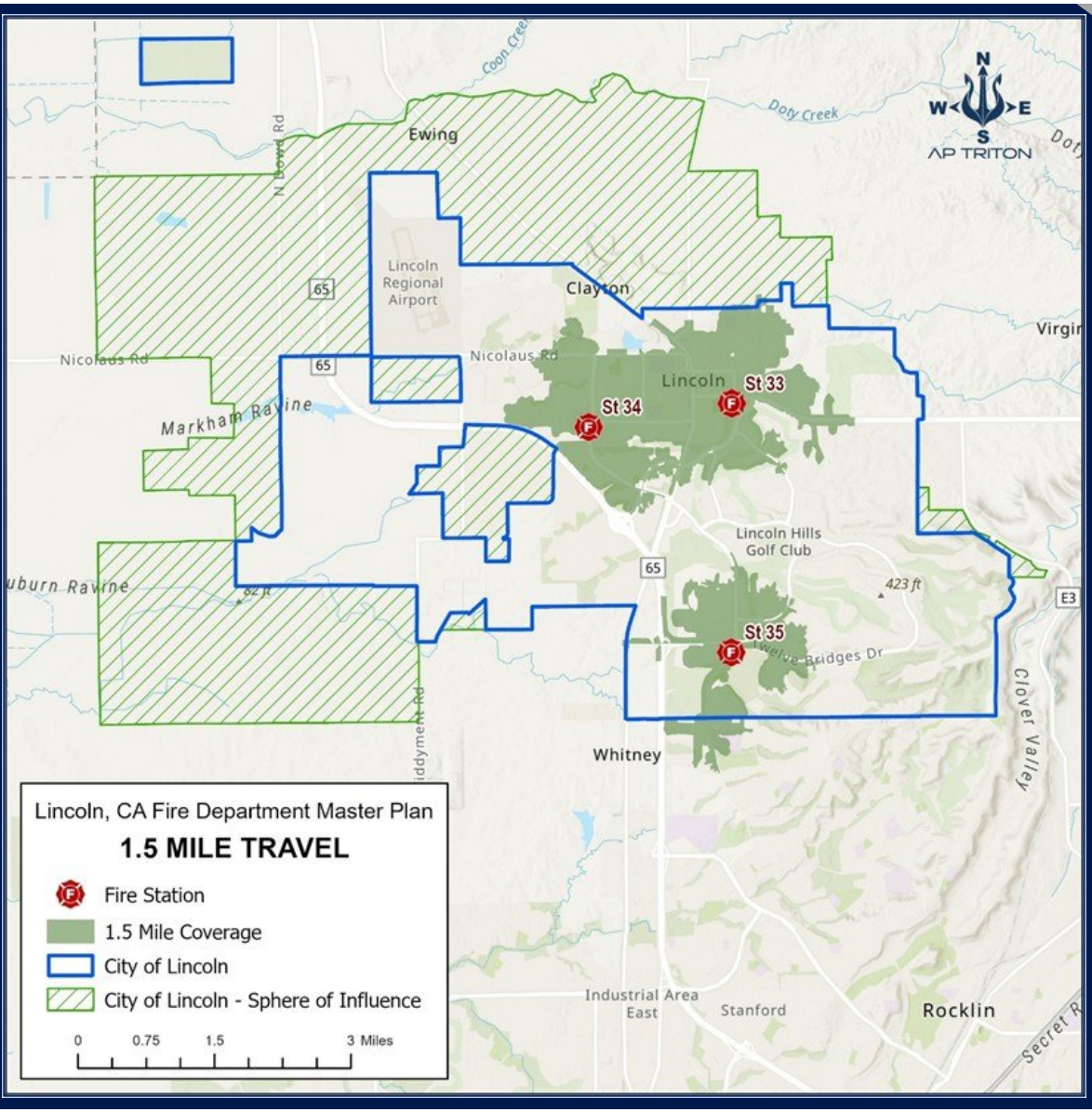
Service Demand – Fires (2021-24)



Service Demand - EMS (2021-24)

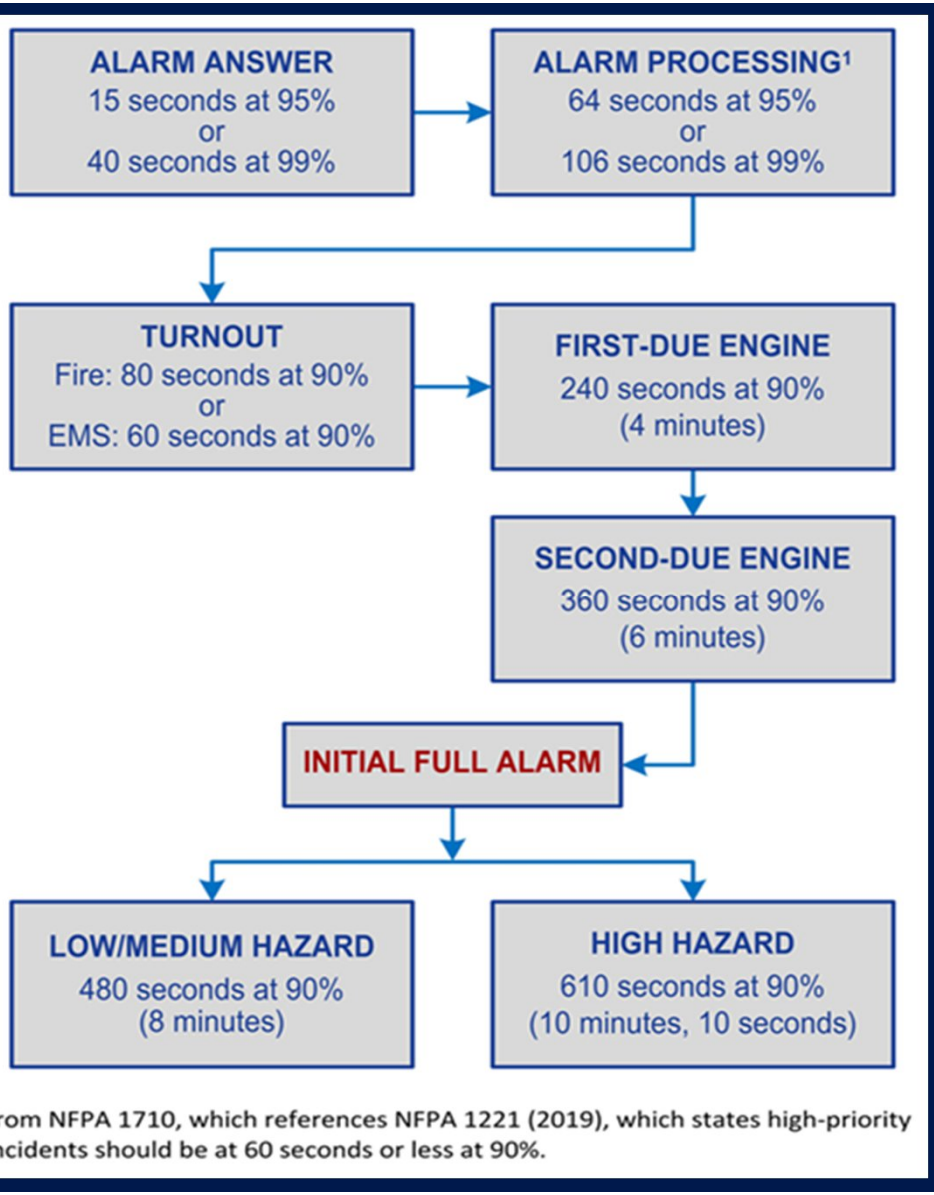


5-Mile Fire Station Travel Distance

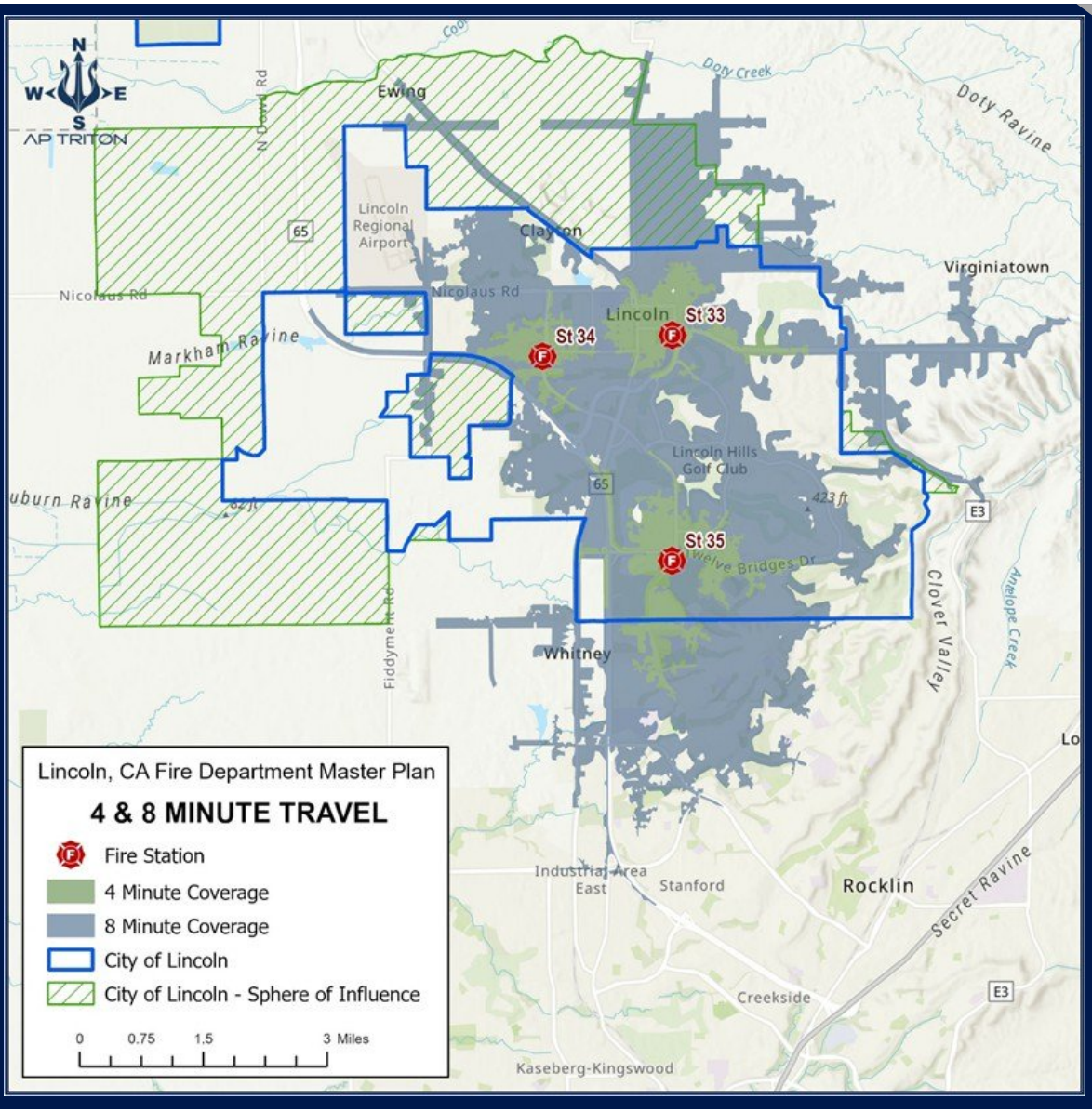


1.5-Mile ISO Engine Distance

NFPA 1710

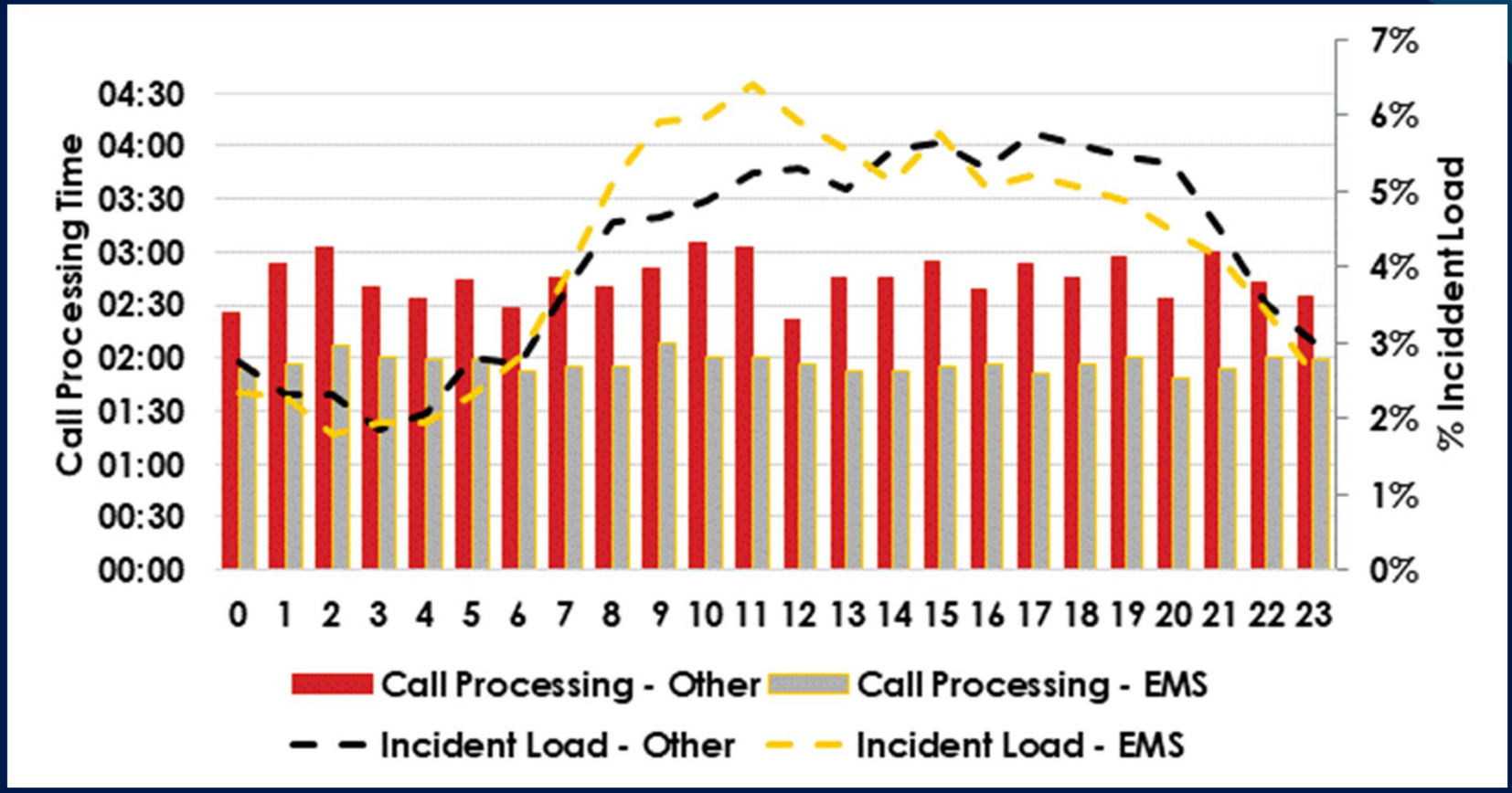


[1]From NFPA 1710, which references NFPA 1221 (2019), which states high-priority incidents should be at 60 seconds or less at 90%.

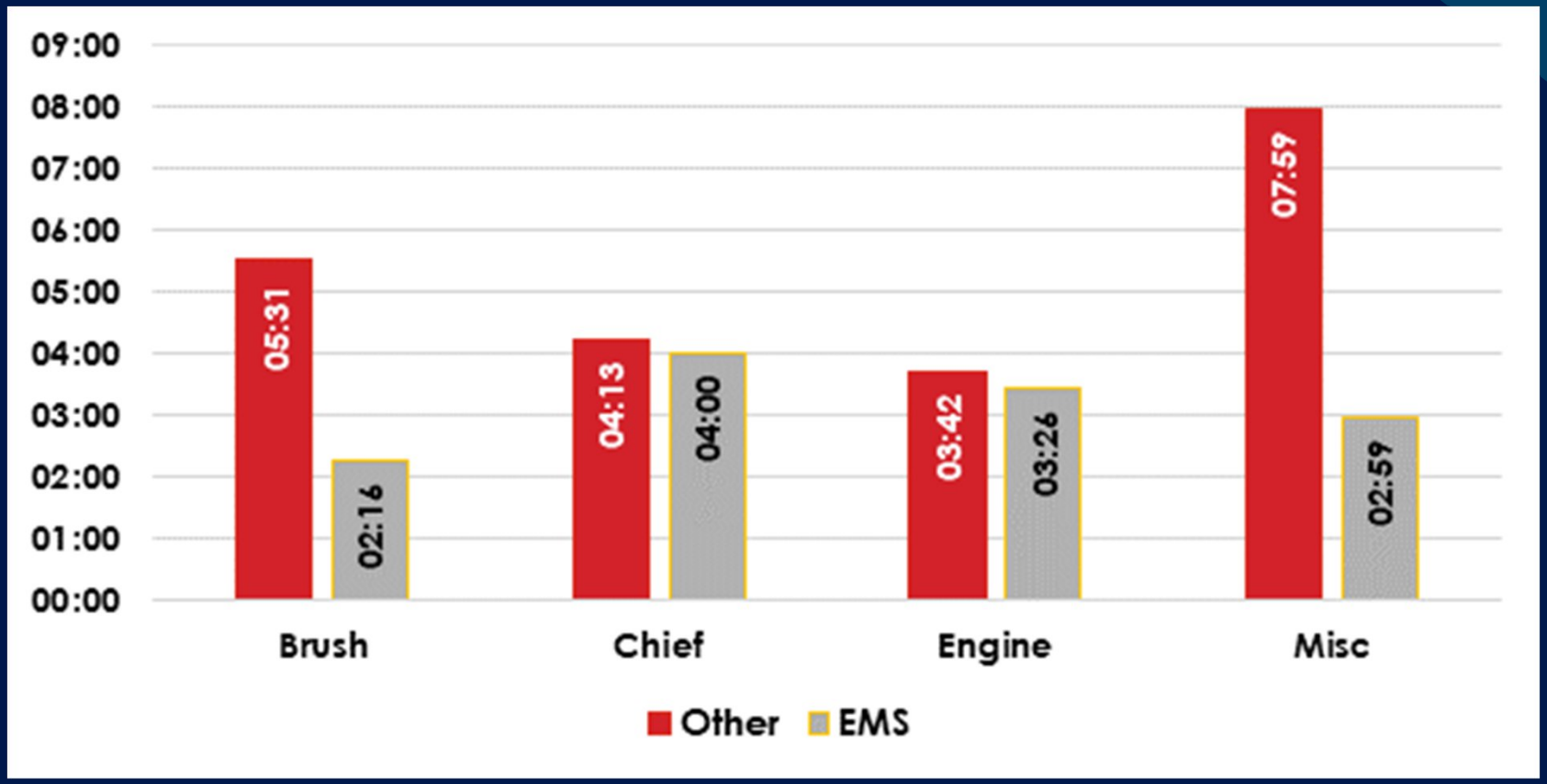


Travel Time
4 & 8 minutes

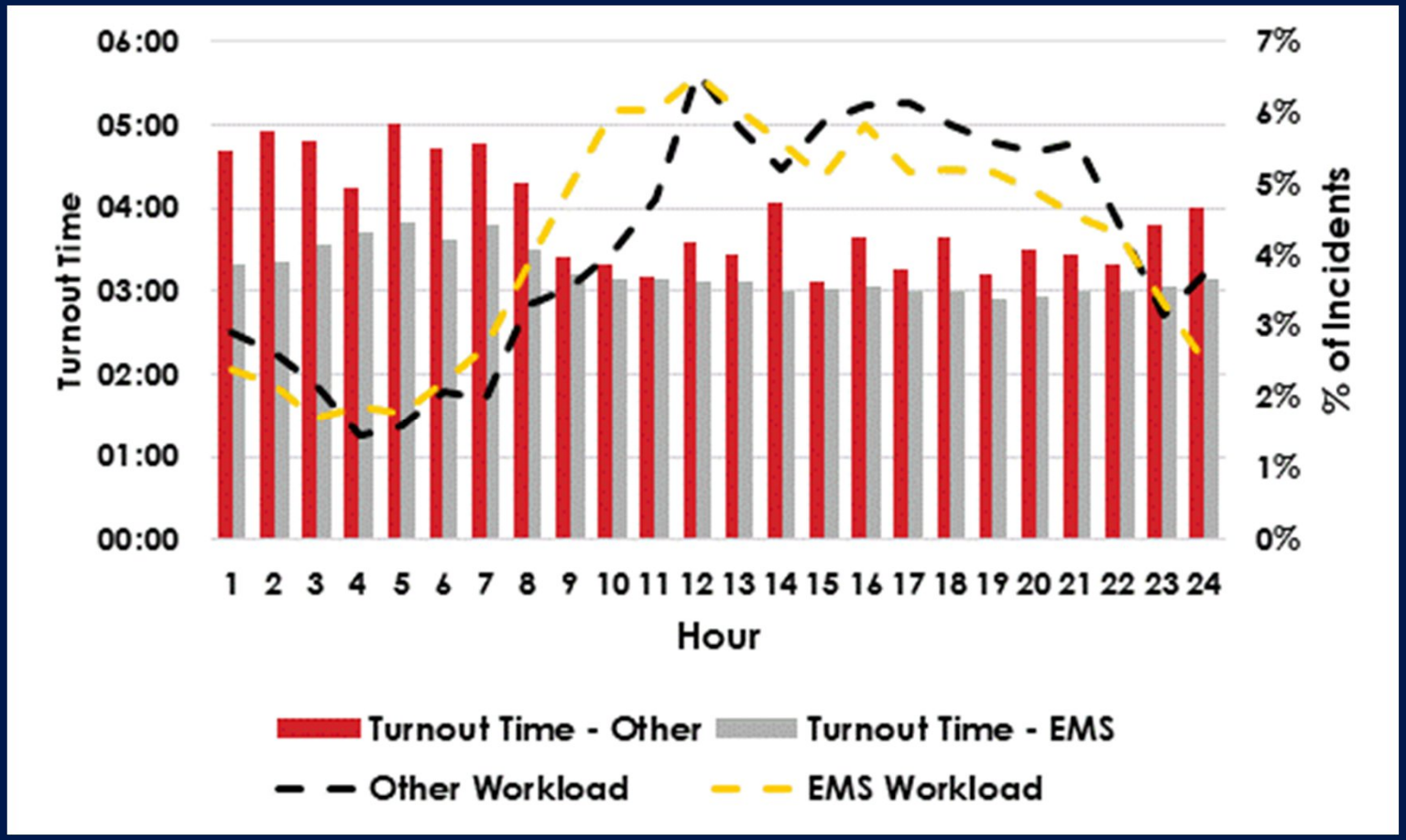
911 Center Call Processing Times



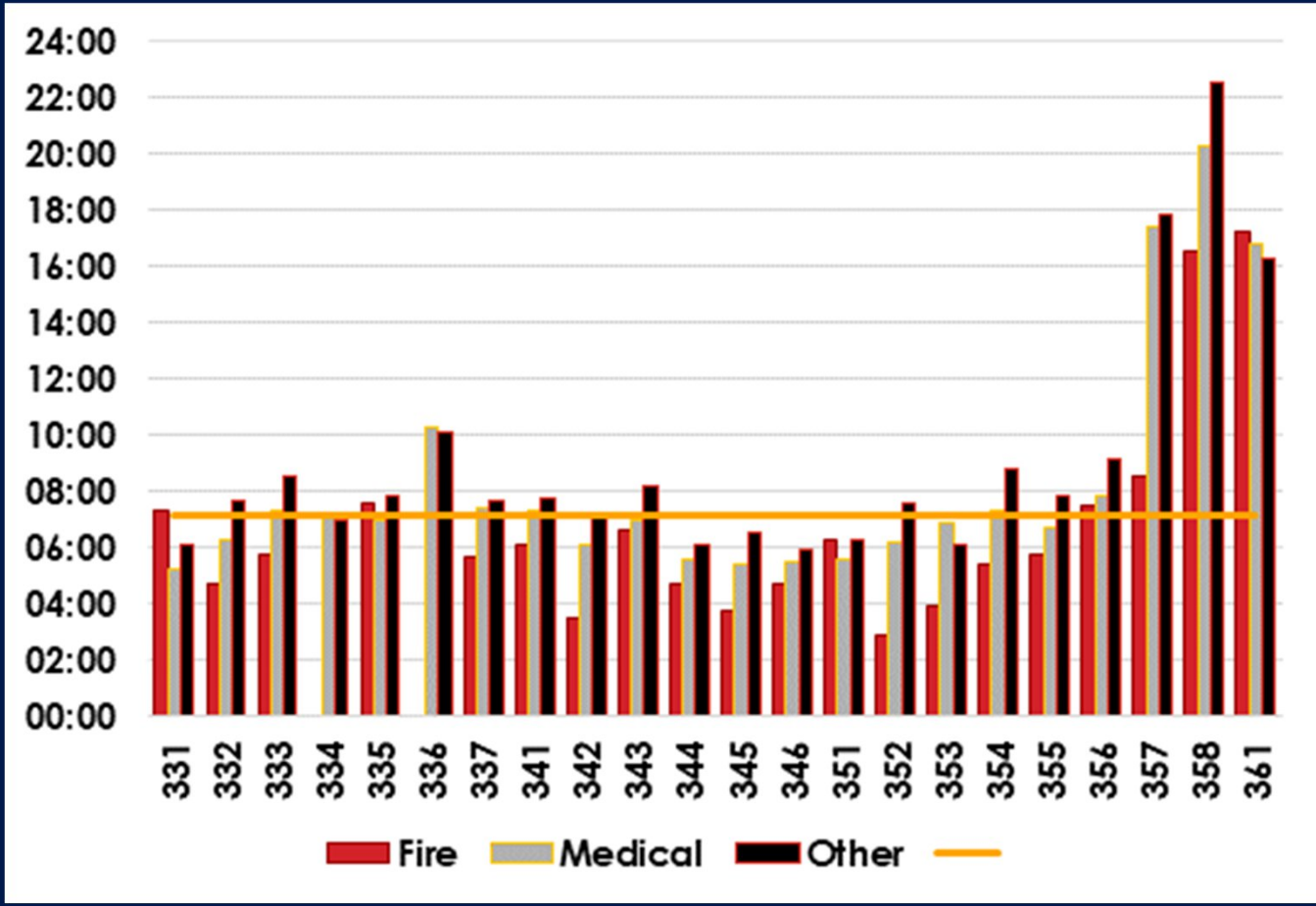
Turnout Times for All Incidents



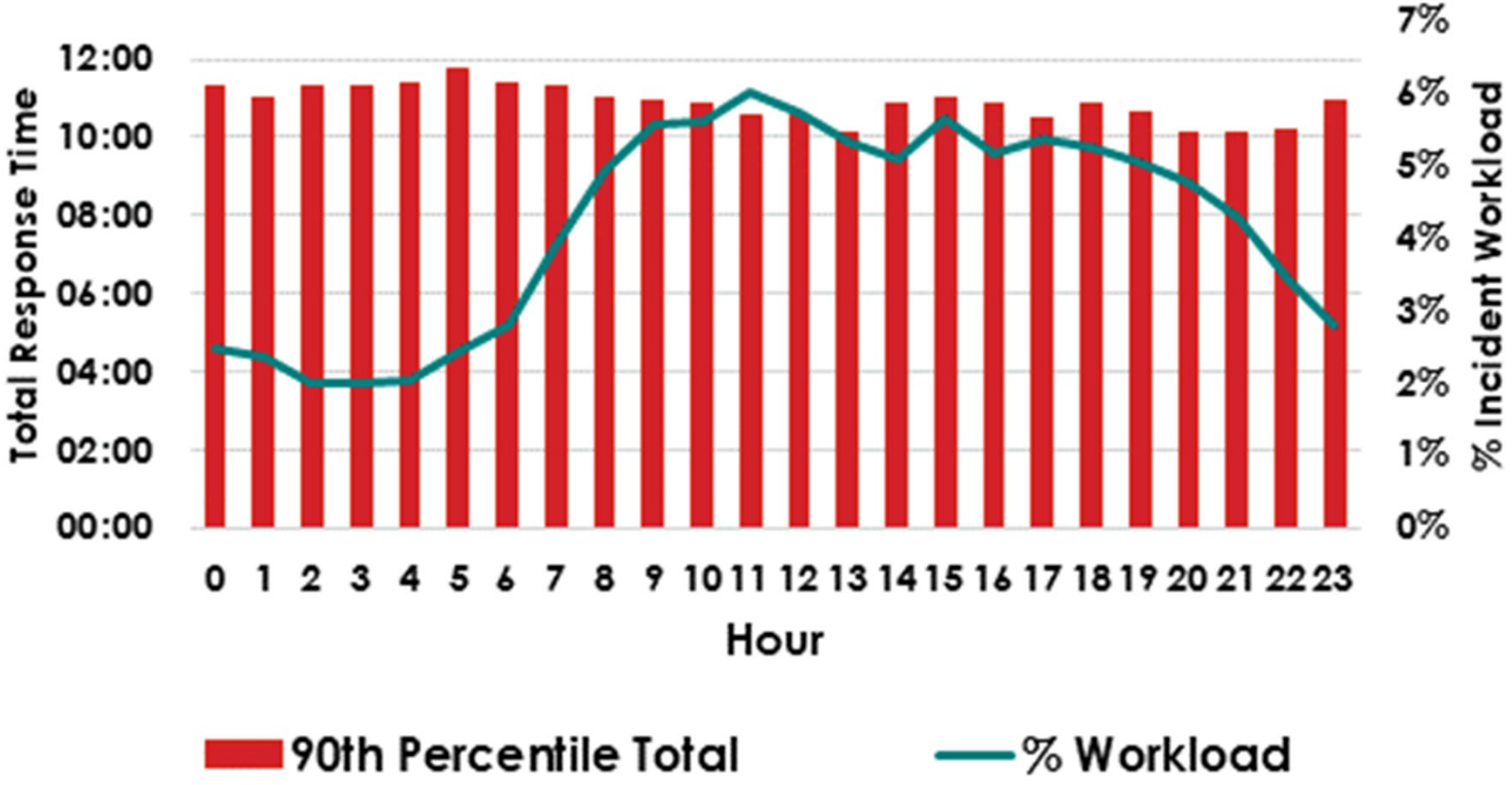
Turnout Times by Hour with Workload Reference

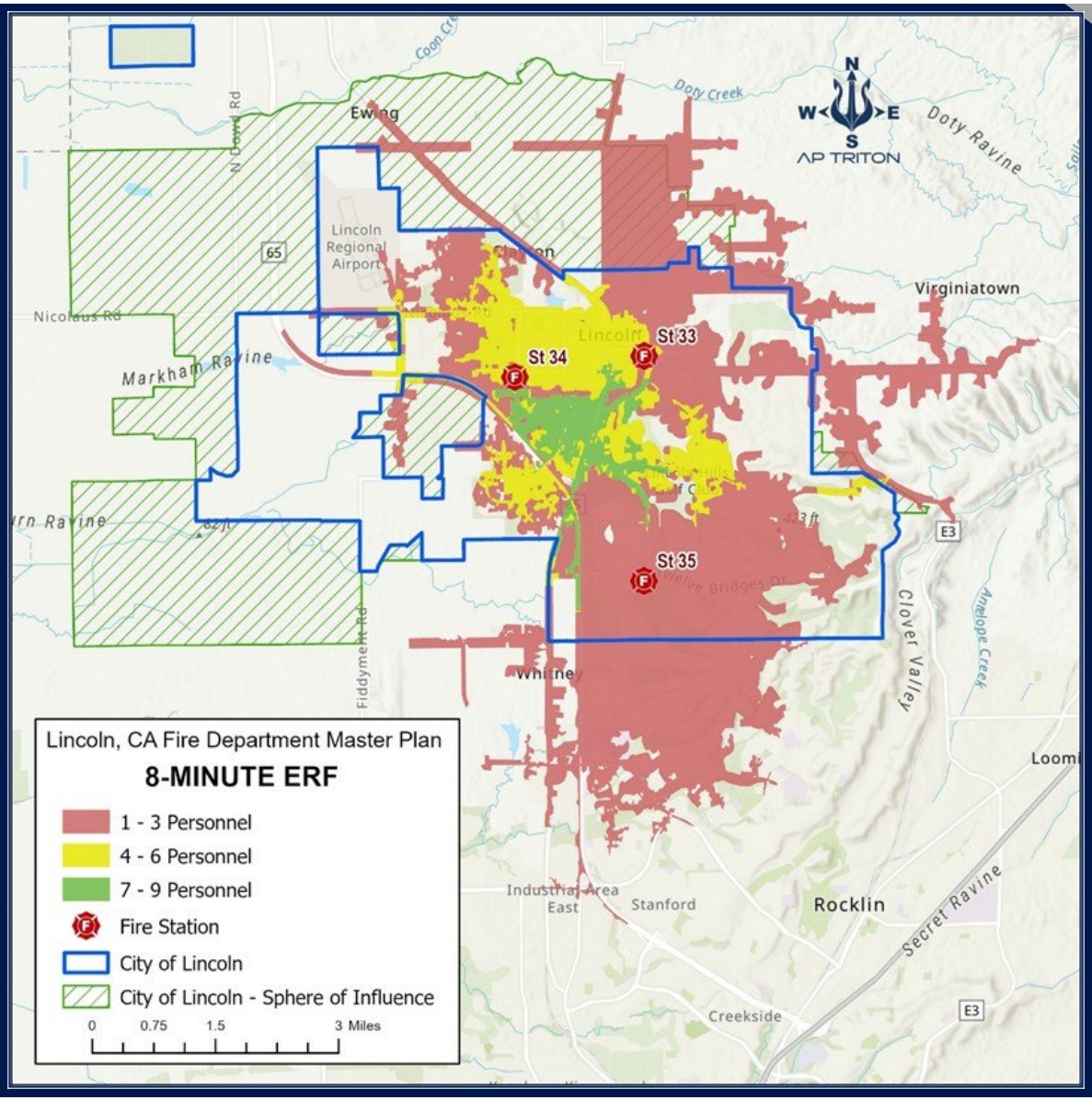


First-Due Travel by Incident Types & Zone(2021-24)



Total Response Time by Hour



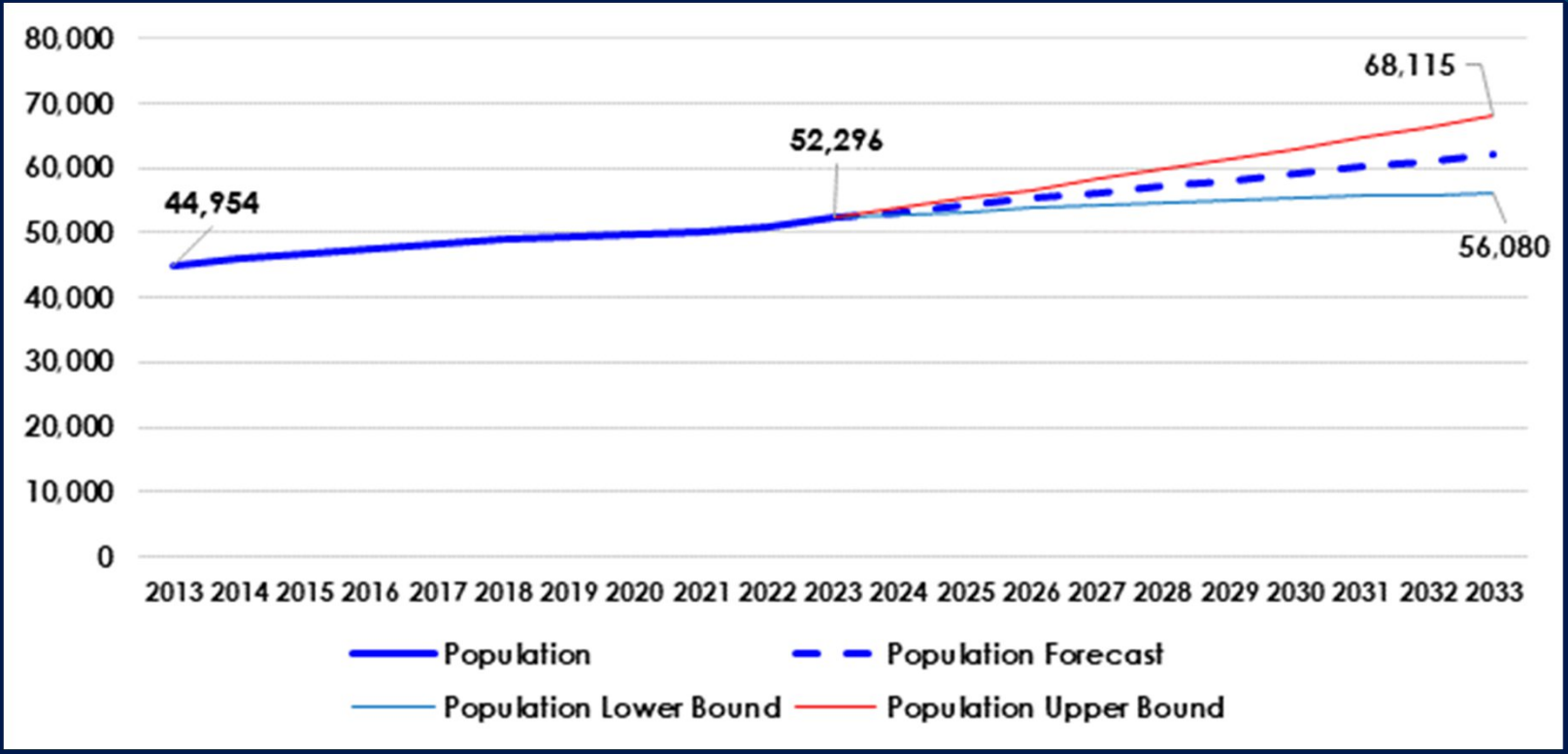


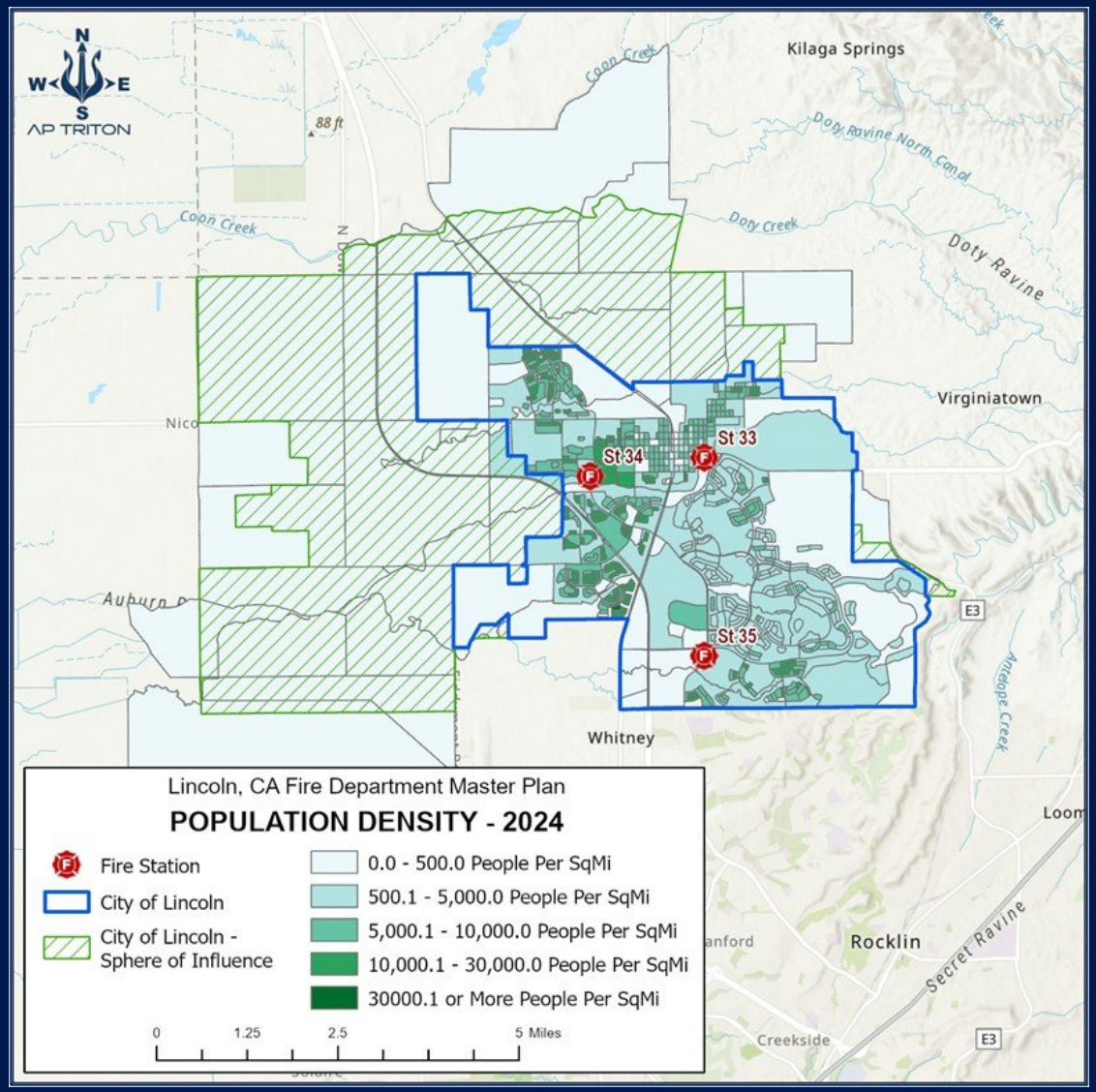
8-Minutes Effective Response Force

Incident Concurrency

Number of Working Incidents	Historical Percent Likelihood
2	24.5%
3	4.3%
4	0.6%
5	0.1%
More than 5	0.1%

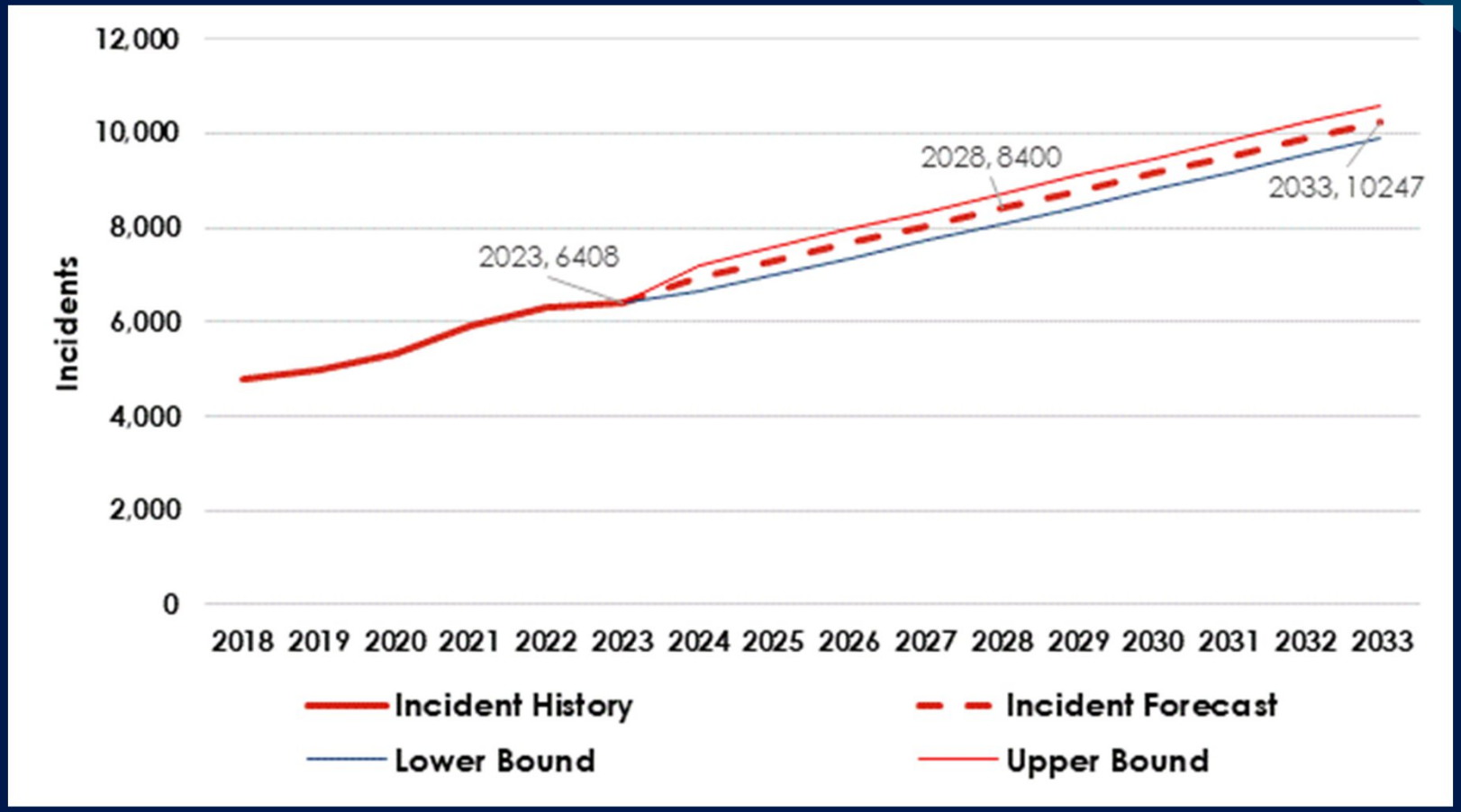
Population Projection





Population Density Projection

Incident Volume Projection



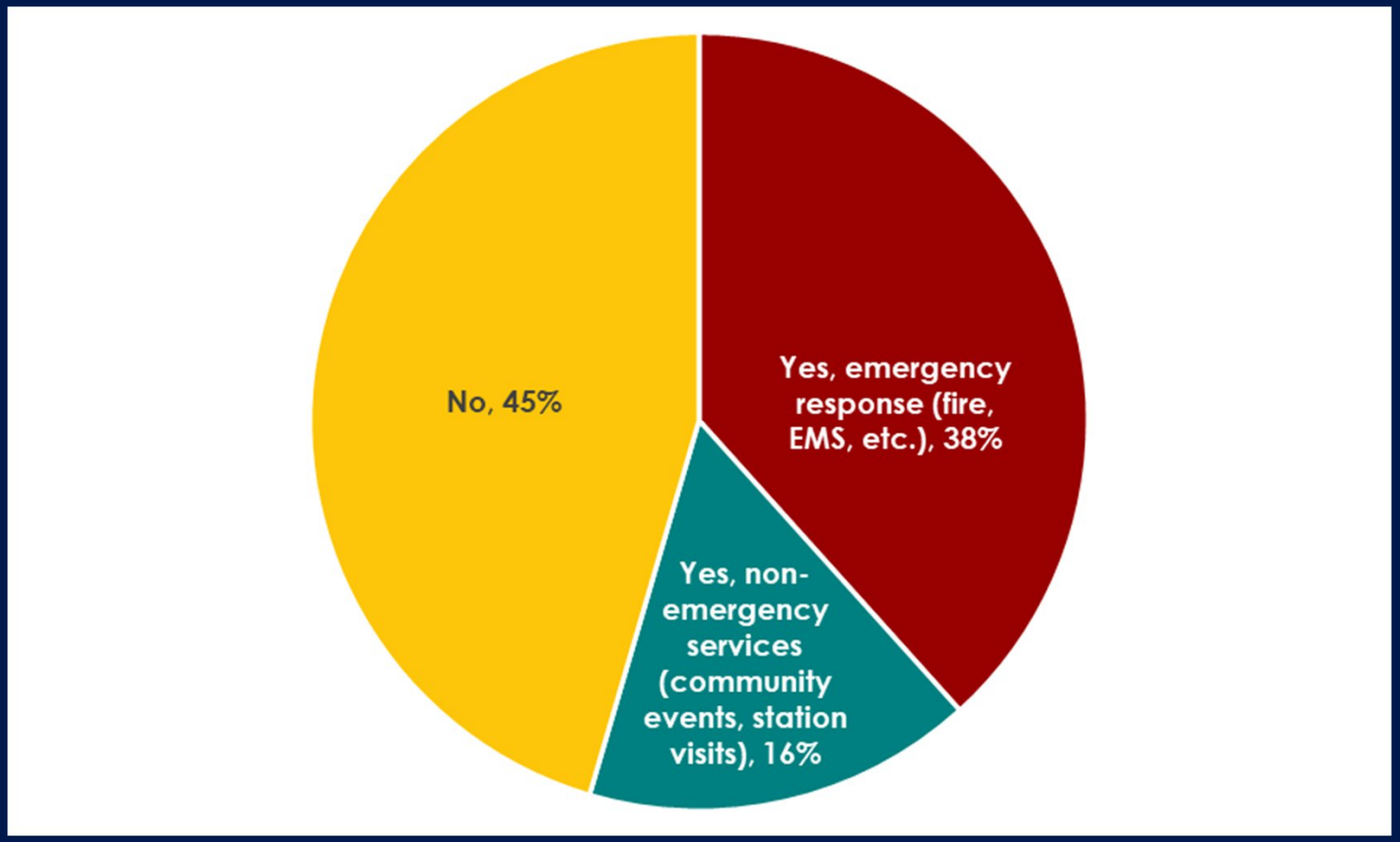
Customer Survey



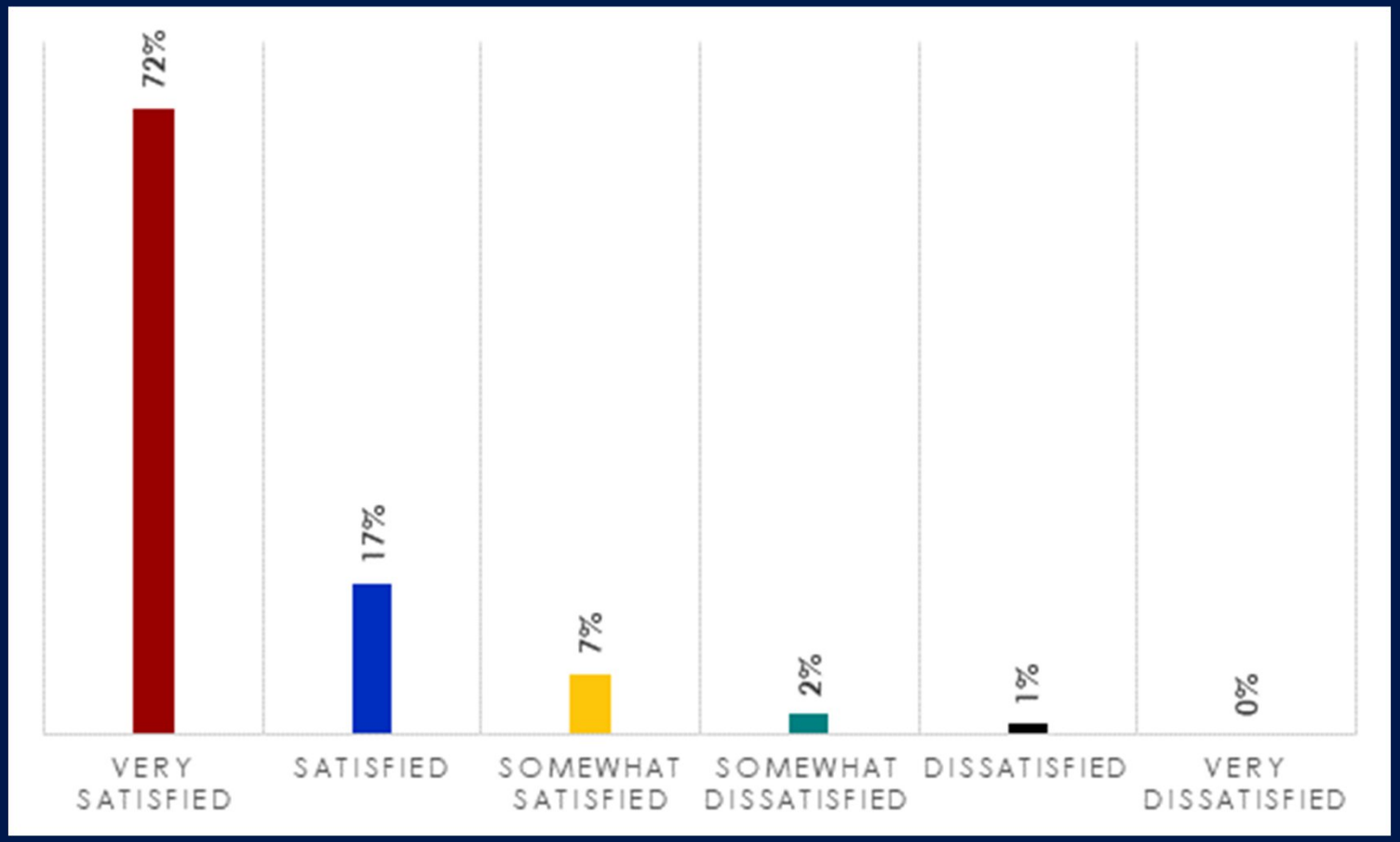
Community Survey Demographics

- *182 responses to the survey*
- *96% were Lincoln residents*
- *12% were business owners*
- *63% were female*
- *79% were White/Caucasian*
- *10% were Hispanic/Latino*
- *29% were 65 and older, and 28% were age 35-44*

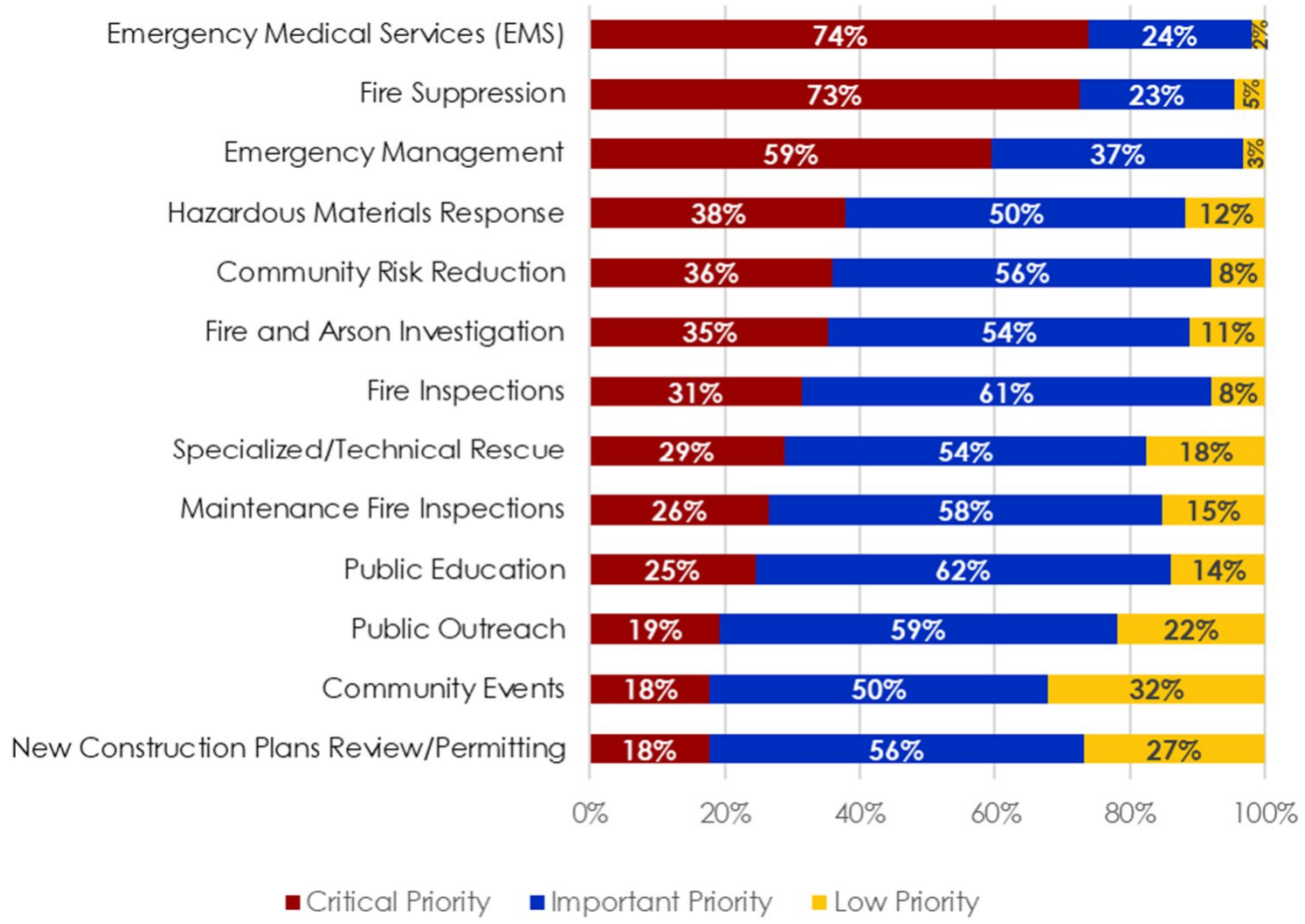
Receiving Services



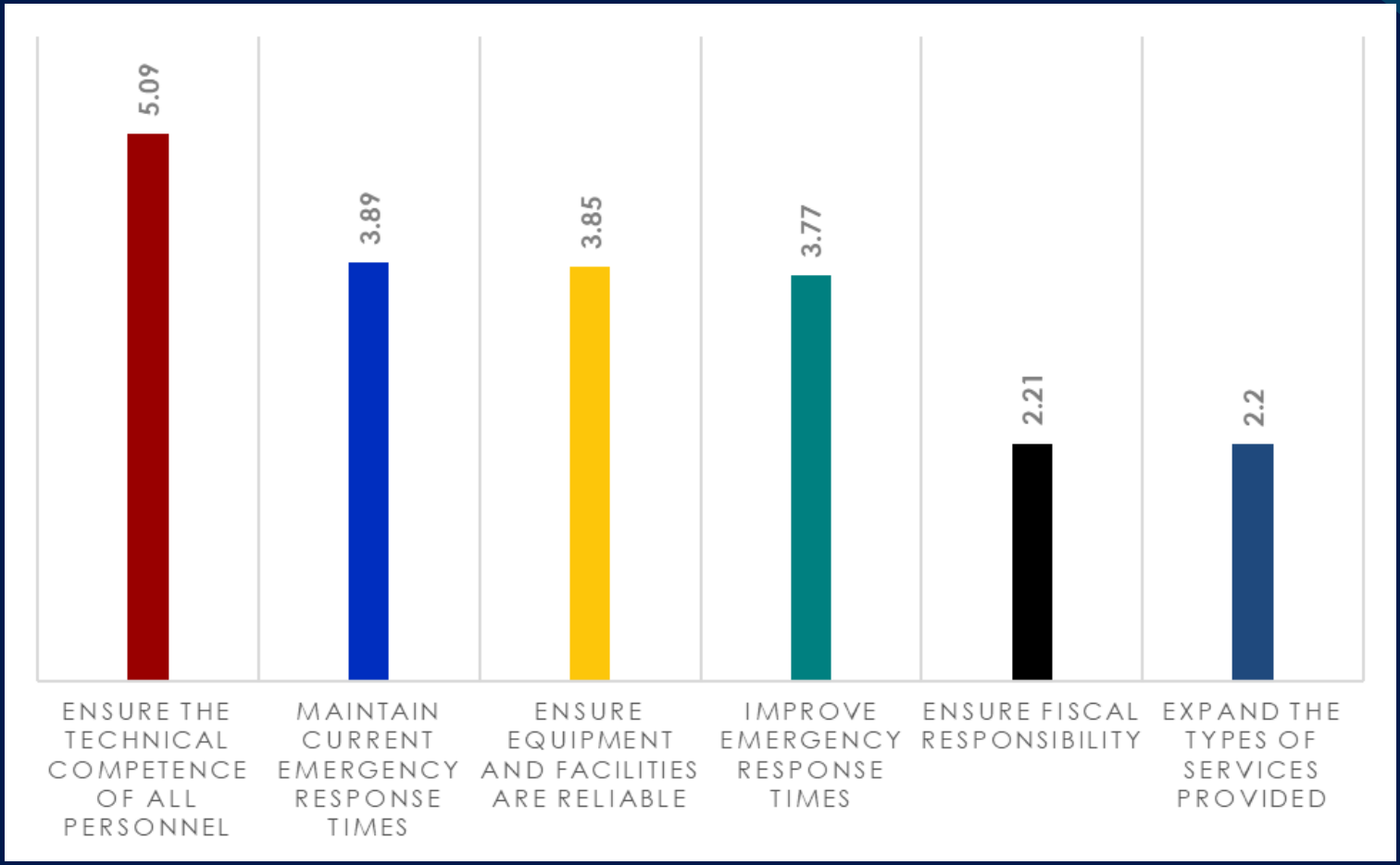
Receiving Services



Importance of Services



Planning Considerations



Community Survey Comments

- *What are your top three expectations for the fire department?*
  - Rapid Response Times
  - Highly Trained Personnel
  - Proper Equipment and Resources
  - Other Themes
    - Community Safety and Fire Prevention
    - Professionalism and Compassion
    - Adequate Staffing and funding

Community Survey Comments

- *What does the fire department currently do well?*
  - Emergency Response & Quick Arrival
  - Professionalism & Training
  - Community Engagement
  - Other Themes
    - Compassion and Friendliness
    - Resourcefulness Despite Staffing Challenges
    - Fire Prevention & Public Education

Community Survey Comments

- *What changes or developments would you like to see in the department's services over the next three to five years?*
  - Expand staffing, stations, and EMS capabilities to meet the demands of population growth and ensure timely, effective emergency response.
  - Enhance operational readiness by improving response times, adding specialized equipment like ladder trucks, and increasing attention to hazardous conditions and fire prevention.
  - Strengthen community safety and engagement through wildfire risk reduction, stricter enforcement of fire-related regulations, and expanded public education and outreach programs.

Conclusions and Recommendations

Key Findings

- The development of Village 5A will begin impacting LFD by 2028
- A minimal number of firefighters is assigned to each shift, resulting in overtime when there is a vacancy
- The operations staff is only certified at the hazardous materials awareness level
- The Fire Marshal is a shift Battalion Chief
- There is no defined schedule for inspecting all commercial properties in Lincoln
- Not all commercial occupancies have been identified for fire and life safety inspections
- If a unit is canceled en route, the aid type should be "None"

Key Findings

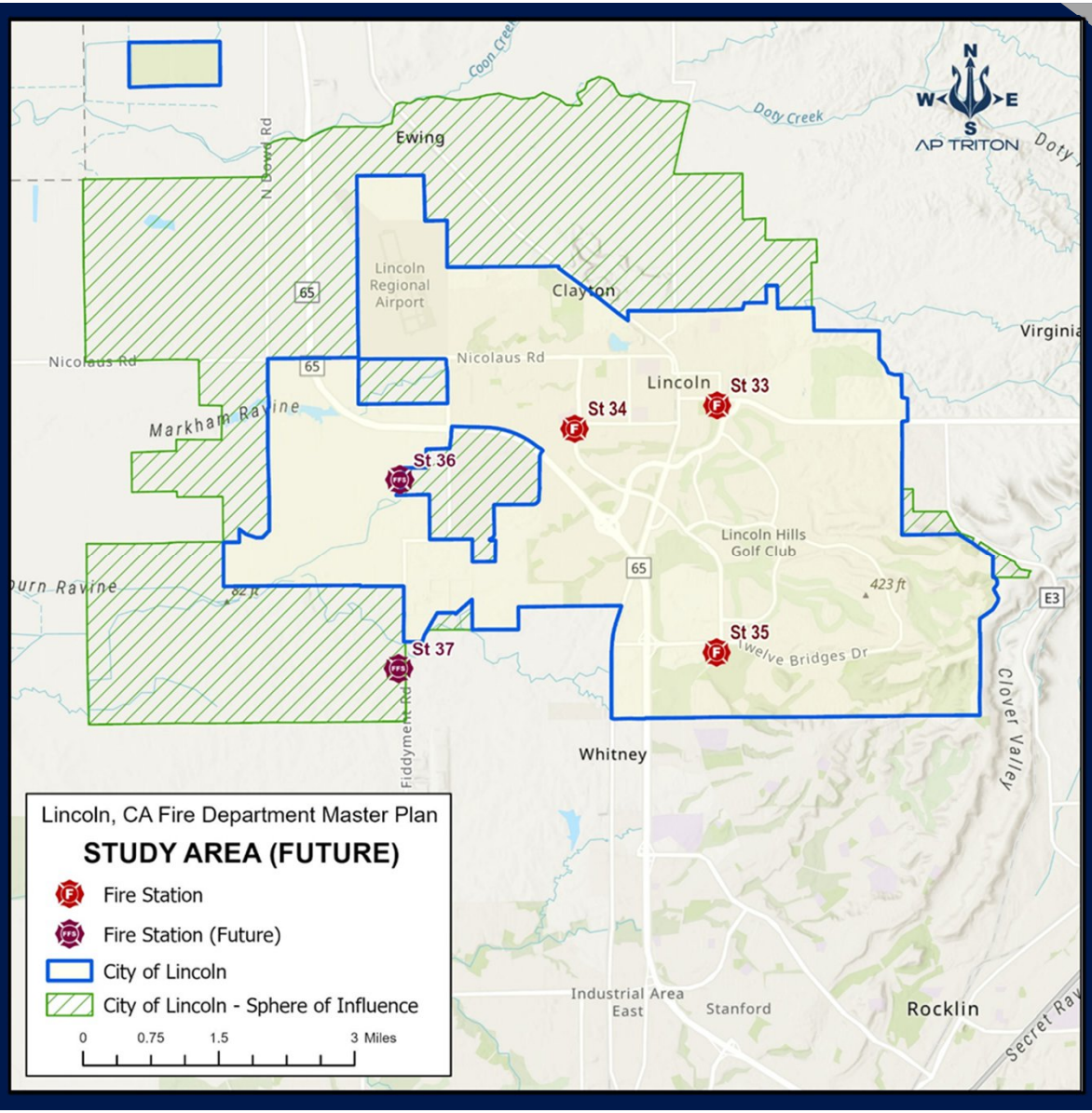
- There is no quality control policy or procedure for reviewing incident reports
- LFD has not established performance goals for incident response
- There is no renovation or replacement capital fund for facilities
- The city does not have a first responder fee for EMS incidents
- LFD only provides basic life support (BLS) for EMS responses
- LFD has not developed a Vision Statement
- LFD is continuing to develop departmental standard operating procedures and policies - Complete
- Training is provided to firefighters, but no competency-based training program or annual training plan exists

Key Findings

- The LFD does not have a dedicated training facility that meets ISO requirements.
- A fund has not been established to replace apparatus and other capital equipment.
- The 911 Center has no formal performance benchmarks for answering a call or call-processing times.
- No quality management or assurance programs are in place to review 911 calls.
- Ring time in the dispatch center is not recorded.

Village 5A Recommendations

- Hiring additional staff to meet NFPA 1710 recommendations
- Begin the planning process for a new fire station to serve area
- Purchase a new fire apparatus soon because of the extended delivery times
- As the commercial area develops, a ladder truck is recommended for building three or more stories



Fire Station(s)

Short-Term Recommendations

- Hire an additional firefighter to assist with staffing and reducing overtime
- LFD should train its firefighters to the Hazardous Materials Operations Level
- Hire a Fire Marshal and an Inspector
- Investigate the implementation of a fire-based ALS response capability within the City of Lincoln
- Develop a schedule to inspect all commercial occupancies
- Develop a Quality Control process to review incident times
- Develop a Department Vision Statement

Short-Term Recommendations

- Continue to develop and adopt department SOGs and migrate them into Lexipol as approved - Completed
- Institute a competency-based approach to training department-wide
- Develop an Annual Training Plan - Completed
- Develop Performance Goals for Incident Response
- Develop benchmarks for the 911 Center and Increase Staffing

Mid-Term Recommendations

- Consider implementing a First Responder Fee
- Develop a dedicated Fire Training Facility
- Develop a Capital Replacement Program

Long-Term Recommendations

- Create a renovation or replacement capital fund for its facilities

Future Issues

- New OSHA guidelines for fire departments
- Inflation
  - Cost and delivery of apparatus
  - Increasing equipment costs
- NERIS – National Emergency Response Information System

Questions and Discussion



STAFF REPORT

Item Number 9.B

SUBJECT:	Receive a report on the City of Lincoln Zoning Code Update Pre-Study - Discussion and Direction. (Mikaela Noble/Nita Wracker)
SUBMITTED BY:	Mikaela Noble
DEPARTMENT:	Community Development
DATE:	September 23, 2025

STAFF RECOMMENDATION:
Staff recommends that the City Council receive a report on the City of Lincoln Zoning Code Update Pre-Study and provide direction to initiate a code update.

BACKGROUND/INTRODUCTION:
The City of Lincoln Zoning Ordinance (Title 18) was adopted in 1979. Over the years, Title 18 has been amended many times to address specific issues that have arisen. However, a comprehensive code update has not been done since Title 18 was originally adopted. City staff have encountered issues pertaining to the current standards within the zoning code (i.e., out of compliance with State law, ineffective or lengthy text, out-of-date standards, etc.) and determined that it is an appropriate time to update Title 18. As such, the Community Development Department contracted Opticos Design, Inc. (Opticos) to review Title 18 and provide recommendations on how to identify Title 18's shortcomings and provide recommendations to improve the effectiveness and usability of our current zoning code.

FINDINGS/ANALYSIS:
Opticos staff conducted a Code Update Pre-Study (Pre-Study) – a high-level analysis of Title 18 – and provided their recommendations on areas of Title 18 that can be improved to the benefit of City staff, developers and residents alike (Attachment 1). The Pre-Study is intended to serve as an initial step to understand the need for a comprehensive update.

City staff is seeking direction from City Council to proceed with a formal Zoning Code Update.

FISCAL IMPACT:
This item has no direct fiscal impact on the City. If an agreement is negotiated with a consultant for a code update, staff will return to City Council seeking approval and funding.

ATTACHMENTS:
Attachment 1 Zoning Code Pre-Study Recommendations Memo.pdf

City of Lincoln Zoning Code Update Pre-Study

Key Findings + Recommendations Memo | Draft June 2025

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1. Introduction

This Zoning Code Update Pre-Study (Study) is a high-level analysis of Title 18: Zoning (Title 18) of the Municipal Code for the City of Lincoln. The purpose of this Study is to understand the need for a comprehensive update of Title 18 and inform the update with recommended changes for improved clarity and procedural streamlining.

Opticos reviewed Title 18, focusing on the following key questions:

1. Is the current structure and organization effective?
2. Is it easy to find what you're looking for?
3. Which content works well and doesn't need updating?
4. Which content needs replacing or substantial updating?
5. Does the content effectively serve the community's needs?
6. Is the content clear in its intent and its requirements?

This memo summarizes the key findings from Opticos' analysis of Title 18 and offers recommendations for the City's consideration.

Summary of Key Findings + Recommendations

1. **Reorganize content into appropriate divisions and chapters**. Certain parts of Title 18 and the content within them would be better suited in different locations to make topics easier to find. Therefore, we include recommendations to reorganize certain parts of Title 18 and its content.
2. **Don't fix what isn't broken**. Some standards are working fine and don't need to be changed, aside from being relocated to establish a clearer information structure. Some standards will need to be removed or replaced, while others require less significant modifications. Minor adjustments to standards can be handled on a case-by-case basis through administrative deviations written into the code (see #4 below).
3. **Ensure that the code serves the community's needs**. Parts of the code are outdated and should be modernized, even more so once the Downtown Master Plan (DTMP) is implemented through new Objective Design and Development Standards (ODDS). Clarifying how the General Plan is implemented across Lincoln would also be valuable in connecting the code to the community's vision and priorities. In addition, because so much of Lincoln is subject to Specific Plans (SPs) and/or General Development Plans (GDPs), it is frequently necessary to check multiple documents to understand which standards apply; a one-stop cross-referencing file showing which topics are regulated where will boost efficiency.
4. **Review Administrative Procedures to eliminate unnecessary friction in the development process**. A lot of time and expense can be avoided in the review process by making applicants aware at the outset of how to produce a code-compliant proposal and by establishing clear, objective parameters for allowable adjustments when site-specific conditions make strict compliance impractical.

Organization of the Memo

This memo is organized into the following sections:

1. **Overall Organization and Usability of Title 18**. This section addresses the organization of Title 18 and examines the navigability of the document, redundancy in content, and organization of the code.
2. **Improvements to Standards**. This section addresses the process of determining which existing standards can be adjusted to make them more effective, which should be dropped, and which can be retained as-is.
3. **Clarity and Effectiveness of Standards**. This section addresses the clarity of the standards and their relationship to the General Plan, Specific Plans, and General Development Plans.
4. **Administrative Procedures**. This section addresses the administration of Title 18 and includes findings and recommendations for streamlining submittal requirements and review processes.

This memo provides recommendations pertinent to each of the four sections to address issues identified by planning staff in Title 18. The recommendations represent potential solutions that serve as a starting point for discussion, prior to further amendments/updates to Title 18.

It is important to note that findings of inconsistencies or weaknesses in Title 18 are not intended to reflect poorly on the drafters or administrators. It is to be expected that multiple amendments prepared by various authors have resulted in both substantive and stylistic inconsistencies.

2. Overall Organization and Usability of Title 18

Is the current structure and organization effective? Is it easy to find what you're looking for?

Recommendations for Organization and Usability

A. Restructure Title 18. The current structure is not user-friendly for new or non-expert readers of zoning codes because, as a reader, you're not sure where to find specific information. Moreover, the Division number is not in the reference, confusing the reader when navigating the document. *Table 1. Proposed Structure of Title 18* presents the current and recommended structures.

The proposed approach utilizes the City's existing terminology and structure, except that the Articles between Chapters and Sections are removed. The proposed numbering lets the reader know which Division is involved, whereas the current numbering does not indicate that information. The proposed numbering also reduces the number of Chapters in favor of more Sections within Chapters, making finding information more user-friendly.

Table 1. Proposed Structure of Title 18

Current Structure	Recommended Structure
Title 18 Division 1 Chapter 02 Article/Section 030 Item (a) Subitem (1)	Title 18 Division 1 Chapter 01 Section 010 Item A Subitem 1
Current numbering/referencing example: **18.02.030 (a) (1)** 18 is the Title and Division. It is also included as the first half of all Chapters 1 Division is not included in the reference .02 refers to the specific Chapter (in this example, Introductory Provisions) but is sequential throughout the entirety of Title 18 .030 refers to the Purpose statement of the Chapter, (a) Introduces a list of purposes (1) Is the beginning of the list.	Proposed numbering/referencing example: **18.1.01.010** 18 refers to the Zoning Code, Title 18 so the reader always knows the reference .1 refers to the Division number, keeping the same term as the City currently uses .01 refers to the Chapter. This would restart under each Division .010 refers to a Section within the Chapter Lists are within a Section and start with a letter (e.g., A) for a title for the list or a short paragraph introducing the list. The list then uses numbers to identify the items in the list (e.g., 1, 2, 3, etc.). Tables use the numbering of the Section followed by a letter (e.g., 18.1.01.010.A) in ascending order.

B. Reorganization of Title 18. Title 18 organizes the content into 11 Divisions. The number of Divisions is not uncommon in many zoning codes due to the wide variety of topics a zoning code must address. However, the location and distribution of specific content across the Divisions could benefit from some reorganization. For example, Division 6 (CUPs, Variances, Mobile Homes, Home Occupations, Temporary buildings in Industrial Areas) includes procedures that could be consolidated into a single Division with Division 11 (Administrative Procedures and Fees). Through this consolidation, the reader only needs to look for the Division that contains all procedures.

Other examples are listed below:

- **Repetition.** Much of the duplicate content is repeated in multiple areas of Title 18 (e.g., Accessory Uses). This content should be consolidated and moved to one location. The content is also repeated in different divisions and/or sections in several other topic areas.
- **Definitions**. Definitions are scattered throughout the zoning code instead of being in one location for all definitions. While this might seem efficient by having a topic area's definitions and standards in one location, it is cumbersome when looking for a definition if the reader doesn't know that the definition is in a topic area. Also, having definitions in multiple areas is an easy way to get more than one definition for the same thing, causing confusion.
- **List of allowed uses for each District.** This issue could benefit from updating the uses into categories (e.g., Residential, Retail, Services, Recreation, Public Assembly, Industrial, etc.), with only as many actual uses listed in each category to communicate the types of allowed uses. Second, the updated uses should be moved from each District to a consolidated table of allowed uses. Currently, the reader needs to read through each District to see if and how a particular use is allowed. This becomes an issue when an applicant is more committed to a particular use than a particular site, because of the need to check multiple zone descriptions to learn whether that use is allowed. A consolidated table makes this investigation much simpler.

Title 18 should be reorganized to achieve three primary objectives: making it easier to find information, avoiding conflicting content, and making it easier to use the zoning code. *Appendix A, Proposed Organization of Title 18*, provides an example of what a reorganization of Title 18 could look like compared to the current organization. In addition to relocating some existing content, the proposed reorganization also introduces new content that we recommend making Title 18 as clear and effective as possible.

3. Improvements to Standards

Which content works well and doesn't need updating? Which content needs replacing or substantial updating?

Recommendations for Prioritizing Improvements to Standards

A. Evaluate existing standards to understand what needs to be added, what is important to retain, and what updates are required to make the code more effective. In any code update, this framework for evaluating existing regulations is an important early step in focusing the effort. City staff's engagement is essential to this process, given that they understand what content is valued enough to keep and what can safely be replaced or removed.

Recommendation A.1: Identify content that should be removed or replaced. Standards that are unnecessary, ineffective, or out of date may be targeted for elimination. Pay particular attention to identifying standards that tend to cause more problems than they solve.

Recommendation A.2: Workshop content that should be retained but needs updating. Some standards are essential for the City to continue applying, despite certain aspects that make them problematic to implement in their existing form. Acting on these items will involve identifying the relevant issues and modifying the affected standards to resolve them.

Recommendation A.3: Preserve content that can be retained in its current form. These standards may be relocated within Title 18, but they don't need to be modified if they work as intended.

4. Clarity and Effectiveness of Standards

Does the content effectively serve the community's needs? Is the content clear in its intent and its requirements?

Recommendations for Clarity and Effectiveness of Standards

A. **Relevance of content to community needs.** The City of Lincoln has not comprehensively updated its zoning code in recent years, although there have been targeted amendments and ongoing planning initiatives. Therefore, it is not surprising to find outdated content that needs updating. For example, the lists of allowed uses in each District are sometimes too brief and sometimes too specific, raising questions and delaying implementation. In addition to identifying such content, we evaluated the content for how it implements the General Plan and the community's expectations for new buildings, site improvements, and uses. Further discussion and evaluation are needed to arrive at recommendations on this question.

The current introduction to Title 18 does not clearly explain how the General Plan is implemented across the community. For example, how do Title 18's Districts compare to each other, and why is one District used as it is? A clearer and visual explanation would help the reader and guide future requests to amend or vary from Title 18's standards.

Another key question in this evaluation involves the Downtown Master Plan area. The DTMP will be implemented through new form-based districts, replacing the current zoning. Once the parcels in the DTMP are rezoned to form-based zoning, two of the Districts currently in place will remain on limited parcels compared to today. Are the parcels remaining in the Commercial (C) and Business-Professional (B-P) Districts best served by that zoning, or should other Districts be considered?

Recommendation A.1: Modernize the Introduction to Title 18. Provide a visual framework of the General Plan's land use designations and how Title 18 implements each through zoning districts. In addition, provide visual examples of each zoning district's intended physical character and uses. This

update also presents the opportunity to introduce a form-based approach to the zoning districts that will implement the DTMP. Over time, this visual framework will link the high-level vision in the General Plan and the detailed standards in Title 18.

Recommendation A.2: Update and modernize content for clarity and best practices. Review all content for clear phrasing and plain language and update as necessary. Update outdated content for best practices and consistency with State Law. Apply best practices to the content in lists to provide clarity and confidence in the content.

Recommendation A.3: Analyze the General Plan's intended physical character and uses. Evaluate if the General Plan's vision is fully implemented through the current palette of Districts and, if not, identify which Districts need to be updated or if new Districts need to be created. For example, the A-D District appears in Title 18 but not on the Zoning Map. Is it the City's intention to map this District, and if so, in what situations? Also, is the PD District achieving the "*…greater creativity*..." stated in Chapter 18.32, and if not, what changes are needed to do so?

Recommendation A.4: Analyze the 'best fit' District(s) for parcels remaining in the C and B-P Districts. Identify the parcels remaining in the C and B-P Districts and evaluate if the current zoning implements the General Plan's vision. This question should be explored with the community and through discussions with the property owners.

B. Provide Measurement Methods. We find it helpful for all readers of the zoning code to have clear guidance on how certain standards are measured, beyond the definition of terms. For example, building height, length/footprint, and slope, to name a few, often need guidance in a step-by-step format with text and diagrams for the reader to consistently know how a particular standard is to be applied and measured.

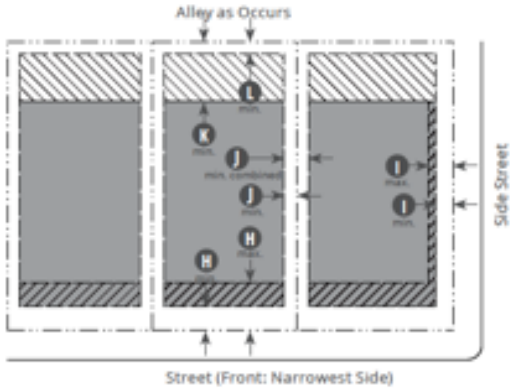
Recommendation B.1: Describe All Measurement Methods in a Single Division. Include diagrams that clearly convey where and how standards such as building height, setbacks, etc., are measured, along with any relevant exceptions to these measurements.

C. Present the content in a more user-friendly format. Title 18 presents most of its content in a visually complex format. For example, the Title 18 excerpt below uses a list to specify numerical requirements for building setbacks when a table could easily and more clearly communicate the requirements. This is important both for the reader and to avoid errors or unintended interpretations of the content due to an overreliance on text.

Recommendation C.1: Simplify content through tables and diagrams. Some content will better serve the reader by being converted to a table. Instead of the reader needing to read lots of unnecessary text, organize standards with numerical values or standards for a variety of situations into tables. *Table 2. Proposed Layout of Content in Title 18* presents an example of a table combined with a diagram to communicate the requirements and provide clarity for the reader.

Other content currently describing complex requirements through text will better serve the reader by being converted entirely into a diagram. Some situations may need some supporting text or a caption, while the main requirements can be communicated through a diagram or set of diagrams.

Table 2. Proposed Layout of Content in Title 18

Current Layout	Recommended Layout
A. 18.30.070 Yards. I. No building or structure in the O-S district shall, after the effective date of the ordinance codified in this chapter, be erected or enlarged unless the following yards are provided and maintained: 1. Front Yard. There shall be a front yard of not less than 20 feet in depth. 2. Rear Yard. There shall be a rear yard for each lot of not less than ten feet. 3. Side Yard. There shall be a side yard on each side of all buildings of not less than ten feet. 4. Side Street Yard. On corner lots, there shall be a side street yard of not less than ten feet. **5.** Building Sites on Rights-of-way in the General Plan. Front, side, side street, or rear yards required for lots abutting a highway or street for which proposed rights-of-way are established by the circulation element of the general plan shall be determined as provided in Section 18.42.020.	 Key ROW / Lot Line Building Setback Line Buildable Area Acc. Structures Only Facade Zone **E. Building Placement** **Setback (Distance from ROW / Lot Line)** Front (Facade Zone) 15' min.; 25' max. H Side Street (Facade Zone) 7' min.; 10' max. I Side Main Building 5' min.; 12' min. combined J Accessory Structure(s) 5' min. Rear Main Building Lot Depth ≤ 100' 20' min. K Main Building Lot Depth > 100' Lot depth minus 80' min. Accessory Structure(s) 5' min. L Facade within Facade Zone Front 55% min. Side Street 35% min.

Recommendations for Title 18's Relationship to SPs and GDPs

A. Clarify Title 18's role with respect to Specific Plans and General Development Plans. Lincoln is notable for having a large portion of its incorporated area subject to adopted Specific Plans (SPs) and/or General Development Plans (GDPs) meant to shape development in various neighborhoods. As a result, reviewing Title 18 in isolation rarely gives a complete picture of the development standards in effect on a given site. Without referencing the applicable plan(s), it is impossible to know what vision a project should implement or what constraints are in place.

Conversely, the SPs and GDPs rarely contain a complete set of development standards without referring to the Lincoln Municipal Code or related City standards, such as fence/wall regulations, parking standards, or Public Improvement Standards. The number and type of these references vary from plan to plan. Moreover, some plans explicitly supersede Title 18 in case of a conflict between standards, while others do not.

Given this situation, an applicant should consider both Title 18 and the SPs/GDPs for any proposed development. It is important to include SP and GDP boundaries within the online Interactive Zoning Map, but more can be done to clarify the relationship between these two facets.

Recommendation A.1: Within Title 18, clarify the relationship between the zoning code and adopted Specific Plans and General Development Plans. In the text of the code, emphasize that Title 18's standards are frequently modified or superseded by those contained in the SP and/or GDP applicable to a given site, thereby ensuring that applicants will be directed toward reviewing the appropriate regulations.

Recommendation A.2: Maintain a matrix displaying which topics are regulated in each individual SP and GDP and which topics reference or default to the Lincoln Municipal Code. Ideally, this matrix will be organized by topic in the same manner as the reorganized Title 18 (cf. *Table 1, Proposed Organization of Title 18*, above) and contain cross-references to the appropriate code/plan sections, making the relevant content easier to find. See *Appendix B. Matrix of SP/GDP Topics* for a preliminary example of the matrix in question.

5. Administrative Procedures

Are there ways to streamline the entitlement process while remaining true to the community's vision? What sort of flexibility is needed to accommodate real-world conditions?

Recommendations for Administrative Procedures

A. Provide built-in flexibility. As State Laws increasingly require cities to be explicit and/or objective about their requirements, the specificity also needs to include built-in flexibility for unforeseen

situations (e.g., existing tree(s), a utility in a location that cannot be moved, parcel dimensions that are close to but not exactly as required, etc.). For this reason, we recommend including guidance and procedures for adjustments to standards. These are not negotiable adjustments; instead, flexibility is needed for specific situations where strict application of the standards is either not possible due to existing conditions or would result in an undesired and unforeseen outcome. When the criteria and the amount of the allowed deviation are both objective (e.g., up to a 20 % difference from the required rear setback to move a building footprint outside the critical root zone of an existing tree), such adjustments qualify as objective standards and eliminate the need for a negotiated process.

Recommendation A.1: Expand Administrative Design Review provisions to add flexibility to objective standards. Make these provisions applicable to all types of projects, not just single-family residences. Be sure to account for site conditions that commonly demand a deviation from the code. Make both the deviation and the qualifying criteria objective and ensure that the allowed deviation is large enough to be meaningful.

B. **Don't allow developers to ignore the applicable development and design standards.** A common reason for a burdensome review process is applicants submitting "off-the-shelf" plans without understanding what the code requires or is intended to deliver. In our experience, this has led applicants to shift the responsibility of compliance over to the city staff. It remains the responsibility of the applicant to demonstrate compliance with the standards. City staff should not assume the role of rationalizing each applicant's project with Title 18 and/or the applicable SP/GDP. If that is happening, it likely means the applicant didn't follow the applicable standards or only followed some of them. Solving the issue of applicants frequently not wanting to follow certain standards may require a review of the zone(s)/plan(s) where this is happening to understand if the intent is still relevant across the affected area(s). Nonetheless, it is important that projects are reviewed in a timely manner without unreasonably burdening applicants or the planning department. Clear development standards and procedural requirements help ensure a streamlined and predictable process for all parties.

Recommendation B.1: Develop a clear step-by-step guide to compliance and ensure that applicants proceed accordingly. Include the administrative and design-related steps necessary to ensure a smooth review process, and train planning staff to direct applicants through these steps. Incorporate standard procedures for addressing the requirements of relevant SPs, GDPs, and objective design standards. Do not assume responsibility for reconciling applications with the applicable standards without first confirming that the applicant has made a good-faith effort at compliance.

6. Conclusion

The recommendations represent the key and overarching recommendations for updating Title 18. There are, of course, many smaller recommendations about specific content that are typically addressed as part of the update itself, and they are not in this Key Recommendations Memo. We recommend organizing a group of local community members and city staff to work through these and future recommendations for updating Title 18. The dialogue between a working group and the consultant team preparing an update is invaluable. It provides local feedback and direction to ensure that each piece of content is updated to best fit Lincoln's needs.

Appendix A. Proposed Organization of Title 18

Proposed Organization of Title 18

Current Organization	Recommended Organization
Title 18 Zoning	**Title 18 Zoning**
Division 1. General Provisions	**Division 1. General Provisions**
Chapter 18.02 Introductory Provisions	Chapter 18.1.01 Introduction
Chapter 18.03 Definitions	**Division 2. Specific to Zoning Districts**
Chapter 18.04 Interpretation	Chapter 18.2.01 Zoning Overview
Division 2. Districts	.010 Purpose and Applicability
Chapter 18.06 Establishment	.020 Establishment of Zoning Districts
Chapter 18.08 Boundaries and Official Maps	.030 Boundaries and Official Maps
Division 3. District Regulations	.040 Form-Based Zoning Districts
Chapter 18.10 Suitability and Compliance	.050 Non-Form-Based Zoning Districts
Chapter 18.12 R-1 Single-Family Residential District	.060 Change of Zoning District
Chapter 18.14 R-2 Duplex Residential District	.070 General Plan Consistency
Chapter 18.16 R-3 Multiple Residential District	Chapter 18.2.02 Intended Physical Character
Chapter 18.18 R-E Residential Estate District	Chapter 18.2.03 Non-Form-Based Zones
Chapter 18.20 B-P Business and Professional District	.010 Table of Allowed Uses
Chapter 18.22 C Commercial District	.020 R-1 Single-Family Residential District
Chapter 18.26 L-I Light Industrial District	.030 R-2 Duplex Residential District
Chapter 18.28 I Industrial District	.040 R-3 Multiple Residential District
Chapter 18.29 A-D Agricultural District	.050 R-E Residential Estate District
Chapter 18.30 O-S Open Space District	.060 B-P Business and Professional District
Chapter 18.31 PUB Public District	.070 C Commercial District
Chapter 18.32 PD Planned Development District	.080 L-I Light Industrial District
Chapter 18.33 P Parks District	.090 I Industrial District
Division 4. Uses, Yards, Heights, Parking, Loading, Ridesharing and Transportation Plans	.100 A-D Agricultural District
Chapter 18.34 Special Uses	.110 O-S Open Space District
	.120 PUB Public District
	.130 PD Planned Development District
	.140 P Parks District

Article 1. Special Uses Generally

Article 2. Adult-Oriented Businesses

Article 4. Marijuana Regulation

Chapter 18.35 Redemption and Recycling Facilities

Chapter 18.36 Utilities, Fences and Accessories

Chapter 18.37 Accessory Dwelling Units (ADU)

Chapter 18.38 Area and Yard Regulations

Chapter 18.40 Height Regulations

Chapter 18.41 Wireless Telecommunications Facilities

Article 1. General

Article 2. Permitting

Article 3. Location and Design Standards

Article 4. Management

Chapter 18.42 Setback Measurements

Chapter 18.43 Small Cellular Communication Facilities

Chapter 18.44 Parking and Loading Areas

Article 1. Off-Street Parking Requirements

Article 2. Development and Maintenance of Parking, Loading and Similar Outdoor Areas

Chapter 18.45 Ridesharing Program and Transportation Plans

Article 1. General Provisions

Article 2. Ridesharing Requirements

Article 3. Transportation Plans

Article 4. Enforcement

Division 5. Nonconforming uses, lots and structures

Chapter 18.46 Nonconformity Generally

Chapter 18.47 Requests for Reasonable Accommodations for Persons with Disabilities

Chapter 18.48 Nonconforming Use of Land

Chapter 18.2.04 Form-Based Zones

.010 Table of Allowed Uses

.020 T3 Neighborhood (T3N)

.030 T4 Neighborhood (T4N)

.040 T4 Maker (T4M)

.050 T4 Neighborhood Center (T4NC)

.060 T4 Corridor (T4C)

.070 T4 Main Street (T4MS)

Chapter 18.2.05 Overlays

.010 Reserved

Division 3. Specific to Uses

Chapter 18.3.01 Purpose and Applicability

Chapter 18.3.02 Special Uses

.010 Accessory Dwelling Units (ADU)

.020 Adult-Oriented Businesses

.030 Alcohol Sales

.040 Animal Raising and Keeping

.050 Animal Services

.060 Automotive

.070 Bed and Breakfast

.080 Cellular Communication Facilities

.090 Child Day Care Uses

.100 Community Assembly

.110 Community Care Facility

.120 Eating and Drinking Establishments - Drive-Through

.130 Eating and Drinking Establishments - Live Entertainment

.140 Emergency Shelters

.150 Family Day Care

.160 Home Occupations

.170 Live/Work Units

.180 Marijuana Regulation

Chapter 18.50 Nonconforming Buildings

Chapter 18.52 Nonconforming Use of Buildings

Division 6. CUP's, Variances, Mobile Homes, Home Occupations, Temporary buildings in Industrial areas

Chapter 18.54 Procedures

Chapter 18.56 Conditional Use Permits

Chapter 18.58 Variances

Chapter 18.59 Density Increase and Incentive Program

Chapter 18.60 Alcohol Sales

Chapter 18.61 Child Day Care Uses

Chapter 18.62 Home Occupations

Chapter 18.63 Temporary Buildings in Industrial Areas

Division 7. Design Review

Chapter 18.64 General Provisions

Chapter 18.66 Design Review Board

Chapter 18.67 Requirements and Procedures

Chapter 18.68 Administrative Design Review

Chapter 18.69 Oak Tree Preservation

Division 8. Lincoln Municipal Airport Hazard Zone

Chapter 18.70 General Provisions

Chapter 18.72 Zones and Height Restrictions

- Article 1. Designation of Zones
- Article 2. Height Limitations

Chapter 18.74 Use Restrictions

Chapter 18.76 Permits, Variances and Appeals

Chapter 18.78 Violations

Division 9. Development Agreements

Chapter 18.80 General Provision, Notices and Records

Chapter 18.82 Application

- .190 Medical Doctor's Offices
- .200 Recreation Facility - Indoor
- .210 Redemption and Recycling Facilities
- .220 Retail - Food and Beverage Selling Alcohol
- .230 Retail – General
- .240 Retail - Personal Services
- .250 Single Room Occupancies
- .260 Schools
- .270 Telecommunications Facilities
- .280 Temporary Uses
- .290 Temporary Buildings in Industrial Areas
- .300 Warehousing, Storage, and Distribution

Division 4. Supplemental Standards

Chapter 18.4.01 Purpose and Applicability

Chapter 18.4.02 Supplemental to All Zoning Districts

- .010 Parking and Loading Areas
- .020 Ridesharing Program and Transportation Plans
- .030 Fences and Screening
- .040 Landscaping
- .050 Energy Conservation
- .060 Tree Protection
- .070 Site Planning
- .080 Hazards
- .090 Utilities
- .100 Water Efficient Landscaping

Chapter 18.4.03 Supplemental to Form-Based Zoning Districts

- .010 Building Types
- .020 Frontage Types
- .030 Architectural Elements

Chapter 18.4.04 Supplemental to Large Sites

Division 5. Nonconformities

Chapter 18.5.01 Nonconformity

Chapter 18.84 Consideration	.010 Purpose and Applicability
Chapter 18.86 Periodic Review	.020 Nonconformity Generally
Division 10. Annexation	.030 Requests for Reasonable Accommodations for Persons with Disabilities
Chapter 18.88 Establishment of Procedures and Fees	.040 Nonconforming Use of Land
Chapter 18.89 Placer County Conservation Program	.050 Nonconforming Buildings
Division 11. Administrative Procedures—Fees	.060 Nonconforming Use of Buildings
Chapter 18.90 Fees	.070 Nonconforming Parcels
Chapter 18.91 Traffic Impact Mitigation Fees	.080 Nuisance Abatement and Enforcement
Chapter 18.92 Amendments	**Division 6. Lincoln Municipal Airport Hazard Zone**
Chapter 18.94 Appeals	Chapter 18.6.10 Purpose and Applicability
Chapter 18.96 Planning Commission	Chapter 18.6.20 Zones and Height Restrictions
Chapter 18.98 Enforcement	.010 Designation of Zones
Chapter 18.99 Public Facilities Fee	.020 Height Limitations
	.030 Use Restrictions
	.040 Permits, Variances and Appeals
	.050 Violations
	Division 7. Development Agreements
	Chapter 18.7.10 Purpose and Applicability
	Chapter 18.7.20 General Provision, Notices and Records
	.010 Application
	.020 Consideration
	.030 Periodic Review
	Division 8. Annexation
	Chapter 18.8.01 Purpose and Applicability
	Chapter 18.8.02 Establishment of Procedures and Fees
	Chapter 18.8.03 Placer County Conservation Program
	Division 9. Procedures
	Chapter 18.9.01 Purpose and Applicability
	Chapter 18.9.02 Fees
	.010 Traffic Impact Mitigation Fees
	.020 Public Facilities Fee

	Chapter 18.9.03 Administrative Procedures .010 Administrative Design Review .020 Interpretation Chapter 18.9.04 Non-Administrative Procedures .010 Public Hearings .020 Design Review Board .030 Oak Tree Preservation .040 Density Increase and Incentive Program .050 General Development Plans .060 Master Plans .070 Specific Plans .080 Conditional Use Permits .090 Variances .100 Amendments .110 Appeals .120 Planning Commission .130 Enforcement **Division 10. Definitions** Chapter 18.10.01 Purpose and Applicability Chapter 18.10.02 Definitions **Division 11. Measurement Methods** Chapter 18.11.01 Purpose and Applicability Chapter 18.11.02 Measurement .010 Area and Yards .020 Setbacks .030 Building Footprint .040 Lot Coverage .050 Height .060 Slope

Appendix B. Matrix of SP/GDP Topics

General Development Plans

- Regulated by SP/GDP
- References Lincoln Municipal Code
- Regulated by SP/GDP; References Public Facilities Improvement Standards

[Supersedes Title 18 when more restrictive]

Title 18 Standard	Aitken Ranch GDP	Auburn Ravine Oaks GDP	Auburn Ravine Apartments GDP	Bohemia Inc Rezone	Clover Meadows GDP	Comfort Ranch GDP	Creekside Village GDP	Foskett Ranch GDP
Adopted	**2004**	**1995**		**1983**	**2005**	**1996**	**2007**	**2002**
Last Updated/Amended								
Public Realm + Infrastructure								
Street Standards								
Sidewalk Standards								
Streetscapes or Visual/Landscape Corridors								
Parks + Open Space								
Utility Layout								
Zoning Standards								
Allowed Uses								
Nuisances								
Accessory Structures								
ADUs/Second Residential Unit								
Density/FAR								
Lot Dimensions								
Setbacks								
Parking Setbacks								
Swimming Pools		Setbacks for swimming pools				Setbacks for swimming pools	Setbacks for swimming pools and spas	
Lot Coverage								
Distance Between Buildings								
Height								
Residential Open Space								
Supplemental Standards: Site								
Landscaping								
Irrigation								
Tree Preservation/Removal								
Shade Structures								
Driveway Standards								
Fencing + Walls		Design of walls: Public Facilities Improvement Standards					Design of walls: Public Facilities Improvement Standards	
Screening								
Refuse Collection Areas								
Lighting								
Mailboxes								
Supplemental Standards: Parking + Loading								
Parking Ratio							Commercial only; Residential in GDP	
Parking stall dimensions							Standard stalls; NEV stalls in GDP	
Access + Drive Locations								
Loading Docks								
Garage Design + Orientation								
Parking Lot Tree Shading								
Architectural Standards								
Exterior Materials								
Massing and Articulation								
Roof Form								
Architectural Features								
Architectural Style								
Frontages								
Signage								
Signage Standards							References Chapter 16	
Admin + Procedures								
Design Review Board Review								
GDP Review								
Notification								
PDD Approval Requirements								
Nonconformitites								
Conditional Use Permits								
Variances								

General Development Plans								
	Regulated by SP/GDP							
	References Lincoln Municipal Code							
	Regulated by SP/GDP; References Public Facilities Improvement Standards	[Specifically supersedes Title 18 in case of conflict]						
Title 18 Standard		**Fullerton Ranch GDP**	**Golden Village GDP**	**Independence At Lincoln GDP**	**Joiner Ranch GDP**	**Laehr Estates Unit 1**	**Laehr Estates Unit 2 Devt. Stds.**	**Laehr Estates Unit 3+4 Devt. Stds.**
Adopted		**2017**		**2017**	**1985**		**1989**	**1988**
Last Updated/Amended				**2021**	**2021**			
Public Realm + Infrastructure								
Street Standards								
Sidewalk Standards								
Streetscapes or Visual/Landscape Corridors								
Parks + Open Space								
Utility Layout								
Zoning Standards								
Allowed Uses					accessory uses, HOP's			
Nuisances								
Accessory Structures								
ADUs/Second Residential Unit								
Density/FAR								
Lot Dimensions								
Setbacks		Encroachments into setbacks. Defaults to R-1 setbacks where not specified.						
Parking Setbacks								
Swimming Pools							Setbacks for swimming pools	
Lot Coverage								
Distance Between Buildings								
Height								
Residential Open Space								
Supplemental Standards: Site								
Landscaping		References Title 15						
Irrigation		References Title 15						
Tree Preservation/Removal								
Shade Structures								
Driveway Standards								
Fencing + Walls					front yards		sound walls and fencing	Fences, walls, buffering yards
Screening								
Refuse Collection Areas								
Lighting								
Mailboxes								
Supplemental Standards: Parking + Loading								
Parking Ratio								
Parking stall dimensions								
Access + Drive Locations								
Loading Docks								
Garage Design + Orientation								
Parking Lot Tree Shading								
Architectural Standards								
Exterior Materials								
Massing and Articulation								
Roof Form								
Architectural Features								
Architectural Style								
Frontages								
Signage								
Signage Standards								
Admin + Procedures								
Design Review Board Review								
GDP Review								
Notification								
PDD Approval Requirements								
Nonconformitites								
Conditional Use Permits								
Variances								

General Development Plans							
	Regulated by SP/GDP						
	References Lincoln Municipal Code						
	Regulated by SP/GDP; References Public Facilities Improvement Standards						[Specifically supersedes Title 18 in case of conflict]
Title 18 Standard		**Lincoln 270 GDP + Design Guidelines**	**Lincoln Aircenter GDP**	**Lincoln Airport Business Park Corp Yard Area GDP**	**Lincoln Airport Business Park East of Airport GDP**	**Lincoln Crossing GDP**	**Lincoln Gateway GDP**
Adopted		**2004**	**1983**	**1988**	**2006**	**1992**	**2003**
Last Updated/Amended			**2008**			**2005**	
Public Realm + Infrastructure							
Street Standards							
Sidewalk Standards							
Streetscapes or Visual/Landscape Corridors							
Parks + Open Space							
Utility Layout							
Zoning Standards							
Allowed Uses		list of uses and ref to Title 18 but not clear if same list as B-P, GC, LI, OS-C	Secondary dwelling units, C district, LI plus others,				
Nuisances							
Accessory Structures							
ADUs/Second Residential Unit							
Density/FAR							
Lot Dimensions							Interpretation of Lot Area in C
Setbacks							
Parking Setbacks							Parking behind buildings
Swimming Pools			Setbacks for swimming pools				
Lot Coverage							
Distance Between Buildings							
Height							
Residential Open Space							
Supplemental Standards: Site							
Landscaping						LMC 15.28	
Irrigation							
Tree Preservation/Removal							
Shade Structures							
Driveway Standards							
Fencing + Walls							
Screening							
Refuse Collection Areas							
Lighting				Street Lighting: Public Improvement Standards; building lighting regulated in GDP			
Mailboxes							
Supplemental Standards: Parking + Loading							
Parking Ratio			References LMC for non-residential, MDR, and HDR; parking regulated in GDP for LDR/single-family				Shared Parking; Parking in BP, Res'l District
Parking stall dimensions				parking stall size		parking stall size	
Access + Drive Locations					vehicle stacking		
Loading Docks							
Garage Design + Orientation							
Parking Lot Tree Shading							
Architectural Standards							
Exterior Materials							
Massing and Articulation							
Roof Form							
Architectural Features							
Architectural Style							
Frontages							
Signage							
Signage Standards							
Admin + Procedures							
Design Review Board Review							
GDP Review							
Notification							
PDD Approval Requirements							
Nonconformitites							
Conditional Use Permits							
Variances							

General Development Plans							
	Regulated by SP/GDP						
	References Lincoln Municipal Code						
	Regulated by SP/GDP; References Public Facilities Improvement Standards	[Specifically supersedes Title 18 in case of conflict]					[Specifically supersedes Title 18]
Title 18 Standard		**Lincoln Square GDP**	**Lincoln West GDP**	**Meadowlands GDP**	**Parkview Apartments GDP**	**Riverwalk Villas GDP**	**Sterling Pointe GDP**
Adopted		**2005**	**1994**	**2016**	**1982**	**2007**	**1999**
Last Updated/Amended				**2021**			
Public Realm + Infrastructure							
Street Standards						Where is Exhibit B?	
Sidewalk Standards							
Streetscapes or Visual/Landscape Corridors							
Parks + Open Space							
Utility Layout							
Zoning Standards							
Allowed Uses							
Nuisances							
Accessory Structures							
ADUs/Second Residential Unit							
Density/FAR							
Lot Dimensions							
Setbacks							
Parking Setbacks							
Swimming Pools							
Lot Coverage							
Distance Between Buildings							
Height							
Residential Open Space							
Supplemental Standards: Site							
Landscaping							
Irrigation		Water Conservation Ord. 15.28					
Tree Preservation/Removal							
Shade Structures							
Driveway Standards							
Fencing + Walls							
Screening							
Refuse Collection Areas							
Lighting							
Mailboxes							
Supplemental Standards: Parking + Loading							
Parking Ratio							
Parking stall dimensions							
Access + Drive Locations							
Loading Docks							
Garage Design + Orientation							
Parking Lot Tree Shading					Sacramento County Zoning Ordinance		
Architectural Standards							
Exterior Materials							
Massing and Articulation							
Roof Form							
Architectural Features							
Architectural Style		Italianate					
Frontages							
Signage							
Signage Standards							
Admin + Procedures							
Design Review Board Review							
GDP Review							
Notification							
PDD Approval Requirements							
Nonconformitites							
Conditional Use Permits							
Variances							

General Development Plans								
	Regulated by SP/GDP							
	References Lincoln Municipal Code							
	Regulated by SP/GDP; References Public Facilities Improvement Standards							[Supersedes Title 18 in case of conflict "unless otherwise stated"]
Title 18 Standard		**SUD-B NEQ GDP**	**Sun City Lincoln Hills GDP**	**Terra View Estates GDP**	**Three D GDP**	**Twelve Bridges GDP**	**Twelve Bridges Plan Area C GDP**	**Village 1 GDP**
Adopted		**2019**	**2000**	**1989**	**1995**	**2012**	**2001**	**2013**
Last Updated/Amended			**2006**		**2003**	**2020**		**2023**
Public Realm + Infrastructure								
Street Standards								See Village 1 Specific Plan
Sidewalk Standards								
Streetscapes or Visual/Landscape Corridors								
Parks + Open Space								
Utility Layout								See Village 1 Specific Plan
Zoning Standards								
Allowed Uses			Home occupation provisions					Home occupation uses
Nuisances								
Accessory Structures								
ADUs/Second Residential Unit								
Density/FAR								
Lot Dimensions								
Setbacks								
Parking Setbacks								Parking setbacks in VMU
Swimming Pools				Setbacks for swimming pools				
Lot Coverage								
Distance Between Buildings								
Height								
Residential Open Space								
Supplemental Standards: Site								
Landscaping								"Except as otherwise provided"
Irrigation								
Tree Preservation/Removal								
Shade Structures								
Driveway Standards								
Fencing + Walls								
Screening								
Refuse Collection Areas			Trash enclosures					Trash collection areas + enclosures
Lighting								
Mailboxes								USPS standards
Supplemental Standards: Parking + Loading								
Parking Ratio							2 enclosed spaces for residential; other uses per LMC	References LMC for non-residential; parking regulated in GDP for residential
Parking stall dimensions								
Access + Drive Locations								
Loading Docks								
Garage Design + Orientation								
Parking Lot Tree Shading								
Architectural Standards								
Exterior Materials								
Massing and Articulation								
Roof Form								
Architectural Features								
Architectural Style								
Frontages								
Signage								
Signage Standards								"Except as otherwise provided"
Admin + Procedures								
Design Review Board Review								
GDP Review								Amendments
Notification								
PDD Approval Requirements								
Nonconformitites								
Conditional Use Permits								
Variances								

General Development Plans						
	Regulated by SP/GDP					
	References Lincoln Municipal Code					
	Regulated by SP/GDP; References Public Facilities Improvement Standards		[Specifically supersedes Title 18 in case of conflict]			
Title 18 Standard		**Village 5 GDP**	**Village 7 GDP**	**WECO Industrial GDP**	**West First GDP**	**WWTRF GDP**
Adopted		**2018**	**2010**	**1990**	**2000**	**2000**
Last Updated/Amended			**2024**			
Public Realm + Infrastructure						
Street Standards		See Village 5 Specific Plan	See Village 7 Specific Plan			
Sidewalk Standards			See Village 7 Specific Plan			
Streetscapes or Visual/Landscape Corridors						
Parks + Open Space						
Utility Layout		See Village 5 Specific Plan	See Village 7 Specific Plan			
Zoning Standards						
Allowed Uses		Home occupation uses; public utility buildings and uses	Home occupation uses; public utility facilities			
Nuisances		Weed abatement + public nuisance reqs.				
Accessory Structures						
ADUs/Second Residential Unit						
Density/FAR						
Lot Dimensions						
Setbacks						
Parking Setbacks		Setbacks for garages	Setbacks for garages			
Swimming Pools		Swimming pools in residential zones	Swimming pools in residential zones		Setbacks for swimming pools	
Lot Coverage						
Distance Between Buildings						
Height						
Residential Open Space						
Supplemental Standards: Site						
Landscaping			LMC 15.28			
Irrigation			LMC 15.28			
Tree Preservation/Removal			Wetland preservation			
Shade Structures						
Driveway Standards						
Fencing + Walls						
Screening						
Refuse Collection Areas						
Lighting						
Mailboxes						
Supplemental Standards: Parking + Loading						
Parking Ratio		Standards for min. enclosed spaces	Standards for min. spaces required per unit		2 enclosed spaces for residential; other uses per LMC	
Parking stall dimensions			Clear space for garage spaces			
Access + Drive Locations					Improvement Standards	
Loading Docks						
Garage Design + Orientation						
Parking Lot Tree Shading						
Architectural Standards						
Exterior Materials						
Massing and Articulation						
Roof Form						
Architectural Features						
Architectural Style		Proposed; not required				
Frontages						
Signage						
Signage Standards						
Admin + Procedures						
Design Review Board Review		Required for architecture styles not listed				
GDP Review			Amendments			
Notification						
PDD Approval Requirements						
Nonconformitites						
Conditional Use Permits						
Variances						

Specific Plans										
	Regulated by SP/GDP									
	References Lincoln Municipal Code									[Supersedes Title 18 in case of conflict]
Title 18 Standard	**Lincoln 270 SP**	**Lincoln Crossing SP**	**Sterling Point SP**	**SUD-B NEQ SP**	**Three D SP**	**Twelve Bridges SP**	**Village 1 SP**	**Village 5 SP**	**Village 7 SP**
Adopted	**2004**	**1992**	**1992**	**2019**	**1992**	**1994**	**2013**	**2017**	**2010**
Last Updated/Amended		**2001**	**1998**			**2019**			**2017**
Public Realm + Infrastructure									
Street Standards									
Sidewalk Standards									
Streetscapes/Landscape Corridors									
Parks + Open Space									
Utility Layout									
Zoning Standards									
Allowed Uses									
Density									
Lot Dimensions									
Setbacks									
Supplemental Standards: Site									
Landscaping									
Irrigation									
Fencing + Walls									
Refuse Collection Areas									
Supplemental Standards: Parking + Loading									
Access + Drive Locations									
Loading Docks									
Garage Design + Orientation									
Architectural Standards									
Exterior Materials									
Massing and Articulation									
Roof Form									
Architectural Features									
Signage									
Signage Standards									

STAFF REPORT

Item Number 9.C

SUBJECT: Adopt a Resolution Authorizing a Memorandum of Understanding (MOU) between the Economic Development Department and the Lincoln Clay Art Center Non-Profit in an amount not to exceed $275,000 for building upgrades to the Carnegie Library Building. (Sean Scully)

SUBMITTED BY: Sean Scully

DEPARTMENT: City Manager's Office

DATE: September 23, 2025

STAFF RECOMMENDATION:

City Council consider approving the attached resolution authorizing a Memorandum of Understanding (MOU) between the City of Lincoln and the Lincoln Clary Arts Center (Non-Profit) in an amount not to exceed $275,000 for phase 1 upgrades and improvements to the Carnegie Library Building and directing the Economic Development Department to develop and execute a MOU contracting for the improvements subject to City Attorney concurrence and approval.

BACKGROUND/INTRODUCTION:

Over the past number of years, the City Council has frequently discussed how to reactivate the Carnegie Library either as a restarted library location or other type of civic/cultural community use. The Economic Development Committee (EDC) has identified the reactivation of the building as a strategic priority and have been working diligently on a few different initiatives aimed at identifying opportunities and paths forward for reuse of the building. In October 2024, after almost a year of research and due diligence by a subcommittee of the EDC, the City Council approved funding and an associated MOU with Jessup University to partner on a study conducted by AMS Planning and Research to conduct a reuse study to identify opportunities for the building and barriers to its public use.

Since that time AMS has completed a variety of field work, interviews, operational and financial modeling/forecasting all in an effort to deliver a final report which is expected to be presented to the EDC in October of this year. After the study is considered by the EDC, the study will then be presented to Council for specific direction. One critical piece to the overall puzzle of this project that was not part of AMS's responsibility was identifying the specific improvements which are recommended in order to address access issues and other basic building related operational needs. This has been a particularly challenging matter for the City of Lincoln over the years as funds were limited to invest in the building and as a result very little progress has been made in addressing the needed upgrades.

Concurrent to these efforts a nonprofit was established by one current members of the EDC as well as a former member named the Lincoln Clay Arts Center (Non-Profit) which was established to potentially take lead on the future use of the building (subject to Council approval) as well as to facilitate completion of the needed building improvements. This group consulted with building professionals, City staff and other experts to develop a three-phase plan of improvements. The first phase includes a series of critical improvements needed as a first step to get the building operational from a code and ADA perspective. The first phase improvements include the following:

1. Remove the remaining bookshelves
2. Remove deteriorated pergola gateway structures
3. New HVAC system
4. ADA access for main level
5. New floor covering for main level
6. Paint main level interior
7. Unisex restroom improvements per ADA

The approximate budget for phase 1 improvements is estimated at approximately $250,510. Future phases of improvements (not requested for funding under this action) are anticipated to be funded through fundraising and other partnership opportunities.

In October of 2024 the City Council authorized a MOU between the City of Lincoln and the Economic Development Department obligating a total of $800,000 of ARPA Standard Allowance funding, of which $500,000 was designated to be used for civic amenities; one of many identified uses for that funding was building upgrades to the Carnegie Library building. During the Council appropriation of the last portions of ARPA Standard Allowance funding a specific priority was placed on functional and necessary upgrades to the Carnegie building. Staff had initially planned to take the phase 1 improvements and contract for their completion in compliance with the City's capital improvement process. However, upon further discussion and given the tight timeline for completion, the Lincoln Clay Arts Center Non-Profit has indicated a willingness to take lead on contracting for those improvements. As Council is likely aware, much of the standard allowance funding has been deposited to Lincoln Non-Profits for specific purposes (e.g., Lincoln Community Foundation, 4th of July Foundation, Lincoln Art League, the Salt Mine, etc). This model has proven to be an efficient way to partner with nonprofits that have missions that align with City initiatives.

Staff will develop an MOU and associated contractual documents to ensure that the funding goes toward the improvements identified within the phase 1 scope. Additionally, staff would recommend creating an alternate path in the unlikely event that the non-profit is unable to perform under the agreement (whether that be in a timely manner or for any other reason). If this were to occur, the MOU will require that the funds be transferred to the Lincoln Community Foundation who may hold the funds in trust while alternate non-profit partners are sought to complete the necessary improvements. Staff feels that this is an extremely unlikely scenario but given the timelines that exists for use of the ARPA standard allowance funding this would provide a backstop for this unlikely possibility. The MOU will also (as with all previous similar agreements) ensure that applicable rules, regulations and laws are adhered to in the expenditure of these funds.

FINDINGS/ANALYSIS:
The estimated project budget for phase 1 is approximately $250,510 which does include a 20% contingency (see attached budget document), however, staff would recommend that Council allocate $275,000 as it is anticipated that unknown factors with a building of this age may require additional funds to complete phase 1. Any excess funds not needed would be expended on functional and aesthetic improvements to the building which would be identified by the non-profit partner and City facilities staff.

The attached resolution authorizes the Economic Development Department to develop and execute an MOU with the Lincoln Clay Arts Center and associated contractual documents to ensure that the funding goes toward the improvements identified within the phase 1 scope. The MOU will include an alternate path in the unlikely event that the non-profit is unable to perform under the agreement, whether that be in a timely manner or for any other reason. If this were to occur, the MOU will require that the funds be transferred to the Lincoln Community Foundation who may hold the funds in trust while alternate non-profit partners are sought to complete the necessary improvements. Staff feels that this is an extremely unlikely scenario but given the timelines that exists for use of the standard allowance funding this would provide a backstop to ensure funds are utilized. The MOU will also (as with all previous similar agreements) that applicable rules, regulations, laws and timeframes are adhered to in the expenditure of these funds. Finally, staff will remain involved in the project in an oversight and inspection capacity.

This MOU/Partnership and funding allocation allows the City to make significant progress toward the functional upgrade of the building for the first time in over a decade. It also unlocks the ability for the City to make very real decisions for the future use of the building, whereas in the past those concepts were impractical given the upfront investment needed to make the building accessible and useable.

FISCAL IMPACT:
City Council authorized a MOU between the City of Lincoln and the Economic Development Department obligating a total of $800,000 of ARPA Standard Allowance funding, of which $500,000 was designated to be used for civic amenities; one of many identified uses for that funding was building upgrades to the Carnegie Library building.

Staff now request, authorization for the Economic Development Department to enter into a MOU with the Lincoln Clay Arts, in an amount not to exceed $275,000. No additional budget allocation is needed as budget authorization was approved when the MOU between the City and Economic Development Department.

ATTACHMENTS:
lincoln_clay_arts_carnegie_reso.docx

LCAC Carnegie Phase 1 05.22.25.pdf

RESOLUTION 2025 -XXX

RESOLUTION OF THE CITY COUNCIL OF LINCOLN AUTHORIZING THE ECONOMIC DEVELOPMENT DEPARTMENT TO ENTER INTO A MENORANDUM OF UNDERSTANDING WITH THE LINCOLN CLAY ARTS CENTER NON-PROFIT IN AN AMOUNT NOT TO EXCEED $275,000 FOR THE COMPLETION OF THE PHASE 1 IMPROVEMENTS TO THE CARNEGIE LIBRARY BUILDING SUBJECT TO CITY ATTORNEY APPROVAL AND CONCURRENCE

WHEREAS, Over the past number of years, the City Council has frequently discussed how to reactivate the Carnegie Library either as a restarted library location or other type of civic/cultural community use; and

WHEREAS, the Economic Development Committee (EDC) has identified the reactivation of the building as a strategic priority and have been working diligently on a few different initiatives aimed at identifying opportunities and paths forward for reuse of the building; and

WHEREAS, the City of Lincoln has struggled in the past to find ways to fund necessary building upgrades to make the building usable once again; and

WHEREAS, the Lincoln Clay Arts Center non-profit has been established to assist with the reuse and upgrade of the building; and

WHEREAS, the Lincoln Arts Center, staff and other professionals have scoped and created a phase 1 project list of improvements to allow for future use or reuse of the building; and

WHEREAS, the Council has approved funding under the ARPA Standard Allowance revenues to address civic amenities including improvements to the Carnegie and other civic buildings.

NOW, THEREFORE, BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF LINCOLN AS FOLLOWS:

Section 1. The City Council hereby authorized the Economic Development Department to enter into a Memorandum of Understanding (MOU) with the Lincoln Clay Arts in an amount not to exceed $275,000 for the purpose of completing the identified phase 1 improvements (attached) for the Carnegie Library building. The MOU shall identify that the funding shall not go toward non-profit administrative expenses or any non-profit salaries and will be for the sole purpose of improving the Carnegie building. Additionally the MOU shall identify any other reasonable requirements, timelines and laws relevant to ensure the agreement facilitates the completion of the project.

Section 2. In the event that the non-profit is unable to perform under the provisions of the MOU or for any other reason that makes phase 1 improvements not possible, the funds will be transferred to the Lincoln Community Foundation where the funds will be held in trust while another appropriate party is sought to complete the phase 1 improvements; and

Section 3. The MOU shall not be executed until approval and concurrence is received by the City Attorney for legal sufficiency.

PASSED AND ADOPTED this ___:

AYES: COUNCILMEMBERS:

NOES: COUNCILMEMBERS:

ABSENT: COUNCILMEMBERS:

_____

Holly Andreatta, Mayor

ATTEST:

_____

Hope Ithurburn, City Clerk

Attachment – Phase 1 Improvements

LCAC Carnegie Library Scope of Work Order of Magnitude Estimate
Includes Prevaling Wage Rates

Demolition				
Wood Entry Pergolas	40	MH	120	4,800
Dump Fees	1	LS	200	200
Total				**5,000**
Bookshelves	80	MH	120	9,600
Dump Fees	1	LS	300	300
Total				**9,900**
HVAC - Astro Air - Prevailing Wage	1	LS	31,640	31,640
Chase for ductwork	1	LS	5,000	5,000
				36,640
ADA Access				
Hankin Specialties	1	LS	67,181	67,181
Power, concrete, etc	1	LS	10,000	10,000
				77,181
Flooring - main level	1300	SF	12	15,600
				15,600
ADA Restroom Upgrades				
Move toilet and tile work	1	LS	5,000	5,000
				5,000
Interior Painting				
Based on floor space	1300	SF	10	13,000
				13,000
Total Direct Cost				**162,321**
General Conditions	1	LS	10%	16,232
Sub Total				**178,553**
Construction Management	1	LS	15%	26,783
Total				**205,336**
Contingency	1	LS	20%	41,067
SubTotal				**246,403**
Payment & Performance Bond	1	LS	2%	4,107
Total Estimated Cost				**250,510**

STAFF REPORT

Item Number 9.D

SUBJECT: Establishment of Lincoln Staff Leadership Training Program Discussion and Direction. (Sean Scully)

SUBMITTED BY: Sean Scully

DEPARTMENT: City Manager's Office

DATE: September 23, 2025

STAFF RECOMMENDATION:
Staff recommends that Council provide feedback and direction to move forward with a Lincoln Staff Leadership Training Program.

BACKGROUND/INTRODUCTION:
Over the past three years the City of Lincoln has focused on filing vacant positions with qualified professionals to meet service demand. In addition, the City Council has prudently budgeted funds to strategically create new positions and job classifications to meet a rapidly growing and evolving service demand of a growing community. On many levels this has been a successful effort which has led to improved service, project delivery and most importantly steadily improving professional service to our community. More recently, through a series of discussions internally at a management level and at a City Council level it has been identified that adequate succession planning and leadership training is a critical need for the organization as a whole. Given that the past three years have been primarily triaging and addressing actual labor needs as well as curing insufficient resource constraints, very little time has been spent on identifying ways to plan for succession as current staff nears retirement or leaves the organization for other career opportunities.

The City Manager's office has taken this feedback and over the past 6 weeks have worked on the nucleus of an initiative to create a unique leadership program aimed at developing the current and future staff leaders of this organization. The City is currently a participant in "Leadership Lincoln " which is a broader effort lead by a steering committee and the Lincoln Area Chamber of Commerce designed to expose community, staff and other individuals on not only City Government but also other important components of what makes a community thrive (business, non profit, education, etc). While this program is crucial to the community and helps develop future leaders in all sectors, the program being conceived under this report is specifically and intentionally designed for staff/employees of the City of Lincoln and is aimed at developing technical leadership skills for employees who are interested in advancement of their careers here within the City of Lincoln. Additionally, the program provides the opportunity for participating employees to become familiar with, understand and perpetuate the important culture of what it means to be a public servant within the City of Lincoln.

Development of the program included a significant amount of research into known public sector leadership models and collaboration subject matter experts, consultants, and most importantly other municipalities inside and outside of the State that have programs that have demonstrated success. The compilation of this research and data has lead to the beginnings of a framework for a program that management believes will serve as a starting point for a program tailored to meet Lincoln's unique leadership, management and staffing needs in the short and long term.

Succession planning and Leadership Training isn't just about planning for the leaders of tomorrow, it is also about instilling important cultural aspects of our organization and community into our staff so we can all better serve the current/future needs of the community. Local government is a labor intensive effort, virtually all services provided by the City are a function of the dedicated staff who carry forth their job duties each and every day, as such, investment in the training and development of staff is a prudent investment to ensure that the organization is growing its next generation of leaders today as they will undoubtedly be needed tomorrow. It is anticipated that this program will also provide context, skills and training for employees who may want to transfer their skills to entirely different departments within the City as well as help staff identify what their future career goals may be with the City of Lincoln.

FINDINGS/ANALYSIS:

The development of this program focused around three key questions:

1. What are we (as an organization) attempting to accomplish as part of this effort?
2. How can the program focus on leadership while also ensuring that our organizational culture and core values are embedded in the outcomes?
3. Practical matters: What types of employees is this best suited for? How long should the program be? How intensive ? etc.

The answer to question 1 is discussed in detail in the background portion of this staff report. The second question was answered by ensuring that the draft curriculum focused on three critical common components: leadership as it is defined and practiced within our organization and public service in general; teamwork and management / the nuts and bolts of City government (across the spectrum of services); and organizational culture/core values and how those are common threads that connect all roles within local government.

As for question number 3, after significant research on other successful models it is recommended that the program generally be framed as follows:

- The program would be available to any full-time employee regardless of job classification or role. This reinforces the reality that all City of Lincoln employees can and should be leaders regardless of their actual job duties.
- The program is intended to be a one-year program with the first cohort limited to 10-15 individuals. Limiting the size of each cohort ensures that the participants will have ample opportunity to participate in small group settings where it is anticipated the best training can occur.
- It is anticipated that the commitment would be one full workday per month dedicated to classroom and practical training (12 total sessions).
- The curriculum not only focuses on skill training in leadership and teamwork it also ensures that all participants get a very specific view of all functions and services of our

local government. This interdisciplinary approach is intended to give the future leaders a more holistic view of the organization which will (ideally) set them up for success as they assume new or different leadership roles and positions in the future.

If the program proves to be successful, it is anticipated that there will be yearly cohorts (assuming demand remains constant) thereby giving plenty of opportunities for participation for current and future staff. Below is a sampling of the topics anticipated to be the core of the training program. Please keep in mind that, while the curriculum is mostly formed at this stage, it is still going through a series of revisions and as such a broad outline is being provided for general Council knowledge:

- Session 1 – Welcome to Lincoln's Leadership Training Program-

  The session begins with a welcome and program overview, followed by participant introductions to build group connection. A guest speaker will discuss leadership and its impact on teams. Participants will use the LIFO tool to identify behavioral styles, share results, and engage in practical exercises focused on self and team understanding. The group will begin a discussion on organizational culture, core values, and stakeholder interactions—a conversation that will continue and guide future sessions in the training program.

- Session 2 – Local Government 101-

  Participants will explore the City Council–City Manager relationship through examples, guest speakers, and role-play, clarifying roles, motivations, and challenges. We will briefly describe their departmental responsibilities and interactions, with each other and the City Manager. The session continues with a look at how local government interacts with stakeholders. A guest speaker will discuss employee-community relationships, followed by breakout exercises to reinforce collaboration. We will continue our conversation centered on the organization's culture, examining its core values and the ways it operates. These values will guide the rest of the training program, supporting a united and purposeful approach to leadership and teamwork.

- Session 3 – Understanding and Overcoming The Five Dysfunctions of a Team - Part 1
- Session 4 – Understanding and Overcoming The Five Dysfunctions of a Team – Part 2
- Session 5 – Preparation, Anticipation, and Pivoting as a Leader
- Session 6 - Leadership in Local Government - Part 1
- Session 7 - Leadership in Local Government – Part 2
- Session 8 - Lessons in Leadership - Part 1
- Section 9 - Nuts and Bolts Approach to How a City Works – Part 1
- Session 10 - Lessons in Leadership - Part 2
- Session 11 - Nuts and Bolts Approach to How a City Works - Part 2
- Session 12 - Lessons in Leadership - Part 3

Although the specific details of the curriculum are still being finalized for sessions 3-12, staff will be able to provide some additional context to those sessions at the time of the meeting. With that said, each and every session will have common themes that are specific to Lincoln, its needs, challenges and desires for the future while learning from success of other organizations and situations with commonalities to Lincoln. The program is intended to

develop the skills within the participating staff to understand the realities of the current organizational culture and how it can be improved upon. Additionally, broader themes of the "how to" of management, leadership, and long-term strategic thinking are key components.

Ultimately the goal of the program is to provide opportunities for professional growth of Lincoln's most important resource which is its people while providing pathways for staff to prepare for their next career goal here at the City of Lincoln. Theoretically this creates a stronger organization that is more resilient in managing major changes (nationally, statewide and locally) and ensuring that Lincoln has a more trained and adaptable staff in each and every department. It is anticipated that each session will feature guest speakers (current expert staff, elected officials, external governmental leaders, subject matter experts, etc). Staff would recommend that the Council consider, at a future date, establishing a subcommittee to receive regular briefings from the City Manager on status and to consult on any possible changes that may be needed as the program progresses.

FISCAL IMPACT:

The primary fiscal impact of the program will the staff time associated with participating in the program one day a month. Because of the anticipated limited class size, this impact should not be substantive to any department or their associated budget, especially given that training resources and routinely budgeted for in any department. The actual implementation of the program will have some hard costs depending on the final model, but that cost is not anticipated to exceed current approved training budgets in most departments. If minor additional funds are needed those will be requested for appropriation during the quarterly budget update anticipated later this year and early in 2026.

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CALIFORNIA STATE LIBRARY

8/15/2025

Ms.Kathryn Hunt, Library Director
LINCOLN PUBLIC LIBRARY
485 Twelve Bridges Dr.
Lincoln,CA , 95648

Subject: Zip Books Project ZIP 25-37

Dear Ms.Kathryn Hunt:

In Process

The California State Library is pleased to approve the grant application for the Zip Book Project for a total of $15,840 in California Library Services Act funds.

Read the enclosed award packet thoroughly and contact your grant support team if you have any questions. Hard copies of this correspondence will not follow. Keep the entirety of the correspondence for your files and consider these award materials your original documents.

This grant is governed by the attached Grant Agreement and Certification of Compliance, which includes the project period, reporting requirements, and payment schedule as well as the proposal outlining the project plan and budget. Please sign the claim and certification forms at the back of your award packet using the DocuSign system. Please understand that it can take from six to eight weeks from receipt of a fully executed claim form with no errors before grant funds are delivered. If you have not received your payment after eight weeks, please contact your grant monitor.

Requirements Specific to Your Project
The following are requirements that are specific to your project. Please contact your project support team if you have any questions about or require support in fulling these requirements.

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- It is an expectation for this project that the project manager or other project staff will attend four (4) community of practice sessions (schedule to be determined) over the course of the grant period.
- It is an expectation of this project that at least 85 percent of the materials purchased as part of this project will be added to the libraries collection. (The 85 percent number may include items shipped to other libraries to add to their collection).

Project Support Team
Awardees are provided support throughout the project period by a project support team comprised of a grant monitor and Library Programs Consultant from the State Library. The project support team is available throughout the project period to assist you.

- The Grant Monitor is available to assist you with compliance and reporting matters. The Grant Monitor assigned to your project is Monica Rivas and can be reached via email at monica.rivas@library.ca.gov.
- The LPC is available to assist you with programming questions. The Library Programs Consultant assigned to your project is Chris Durr and can be reached via email at chris.durr@library.ca.gov.

In Process

Best wishes for a successful project.

Respectfully yours,

Signed by:
Greg Lucas
BDA50981C41C416...

Greg Lucas
California State Librarian

CC: Monica Rivas, monica.rivas@library.ca.gov
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